



第七十一届会议

议程项目 118

联合国全球反恐战略

联合国系统协助会员国实施《联合国全球反恐战略》的能力

秘书长的报告

一. 引言

1. 本报告根据对《联合国全球反恐战略》的第五次审查中于 2016 年 7 月 1 日通过的大会第 70/291 号决议第 70 段的要求编写。大会在决议中“请秘书长与大会协商审查联合国系统经会员国请求协助它们以平衡的方式执行《战略》的能力，包括通过加强与其他国际和区域组织合作并改善调动能力建设项目所需资源，以期在 2017 年 5 月之前向大会提出这方面的具体建议，供大会第七十一届会议审议”。

2. 应这一要求，在与大会的协商下开展了本审查。在大会主席 2017 年 2 月 22 日召集的一次非正式会议上，我提出了加强联合国系统协助会员国实施《战略》的能力的建议，并听取了会员国的意见。此外，应 2017 年 2 月 23 日印发的普通照会，28 个会员国提供了书面材料，另有 3 个组织代表其成员(欧洲联盟、阿拉伯国家联盟和伊斯兰合作组织)提供了书面材料。

3. 第 70/291 号决议以协商一致方式通过标志着国际社会采取一致行动的坚定决心，以应对迅速发展的恐怖主义现象。这项决议还体现了大会为更新和实施《战略》及其四大支柱所发挥的关键作用，这四大支柱为：(a) 采取措施消除有利于恐怖主义蔓延的条件；(b) 采取措施预防和打击恐怖主义；(c) 为建立各国预防和打击恐怖主义的能力以及加强联合国系统在这方面的作用采取措施；(d) 为确保将尊重所有人的人权和实行法治作为反恐的根基而采取措施。¹ 自 2006 年通过

¹ 见大会第 60/288 号决议的附件。



《战略》以来，大会每两年开展一次审查，这是为了使《战略》成为一份动态文件，能够按照不断变化的优先事项加以调整。

4. 大会第 70/291 号决议中说明的第五次审查旨在更新《战略》，以更有效地应对国际社会面临的不断变化的恐怖主义威胁。尽管各会员国在这方面取得了进展，但某些会员国近期开展的军事行动、伊拉克和黎凡特伊斯兰国(“达伊沙”)、“基地”组织和博科哈拉姆继续对国际和平与安全构成威胁，恐怖主义也在全球、区域和国家各级对可持续发展、人权和人道主义行动造成灾难性的影响。

5. 为应对这一挑战，我们的反恐努力需要采取全球性的综合办法，促进以平衡的方式实施《战略》。对联合国系统协助会员国实施《战略》的能力进行的这次审查表明已取得进展，但还有大量工作尚待开展。

6. 在《联合国宪章》宗旨和原则的指导下，本报告建议重组联合国的反恐架构，这将使我们能够更好地在国家、区域和国际各级开展合作，大大加强我们对打击恐怖主义产生的影响。此类重组并不意在改变各类联合国实体的现有任务规定。重组应在充分尊重国家主权原则的基础上，提高联合国协助会员国的能力。这些建议符合本组织整体管理改革的目标，尤其是努力提高效率、实现简化、协调和一致。

二. 联合国系统协助会员国实施《全球反恐战略》的现有能力评估

A. 打击恐怖主义的国际法律和规范框架

7. 会员国一再指出，恐怖主义对国际和平与安全造成了重大威胁。应对这一威胁是联合国的优先事项，大会和安全理事会近期通过的决议不断增加即体现了这一点，例如，大会通过了关于《联合国全球反恐战略》审查的第 70/291 号决议，关于防止恐怖分子获取大规模毁灭性武器的措施的第 71/38 号决议，关于防止恐怖分子获取放射源的第 71/66 号决议，关于消除国际恐怖主义的措施的第 71/151 号决议；安全理事会通过了关于恐怖主义对民用航空业威胁的第 2309(2016)号决议，关于就打击恐怖主义开展国际司法合作的第 2322(2016)号决议，关于贩运人口与恐怖主义的第 2331(2016)号决议，以及关于保护关键基础设施免遭恐怖主义袭击的第 2341(2017)号决议。

8. 由所有会员国充分执行国际反恐法律框架将极大促进在打击恐怖主义威胁方面加强国际合作。大会在第 71/151 号决议中鼓励所有会员国加倍努力，解决任何未决问题，以最后确定《关于国际恐怖主义的全面公约》草案的有关进程。

B. 联合国当前反恐架构概况

9. 为了充分利用联合国在制订规范和召集权方面的比较优势，以支持会员国应对不断发展的恐怖主义威胁，会员国建立了包括大会和安全理事会授权机构在内的反恐架构(见图一)。

图一

联合国主要反恐机构

错误!链接无效。

缩写：1540 专家组-第 1540(2004)号决议所设委员会专家组；反恐执行局-反恐怖主义委员会执行局；反恐执行工作队-联合国反恐执行工作队；监测组-安全理事会第 1526(2004)和 2253(2015)号决议所设分析支助和制裁监测组；反恐中心-联合国反恐怖主义中心；犯罪司法所-联合国区域间犯罪和司法研究所；毒品和犯罪问题办公室-联合国毒品和犯罪问题办公室。

10. 联合国反恐机构有三项主要职能：(a) 提供反恐需求评估和差距分析，这一职能由安全理事会授权机构支助，由能力建设机构围绕《战略》提供部分支助；(b) 提供反恐能力建设和技术援助，这主要通过由大会授权的机构开展，包括联合国反恐怖主义中心、联合国毒品和犯罪问题办公室(毒品和犯罪问题办公室)、联合国区域间犯罪和司法研究所、联合国开发计划署(开发署)，联合国人权事务高级专员办事处(人权高专办)和联合国促进性别平等和增强妇女权能署(妇女署)；(c) 确保协调一致地开展反恐努力，这由政治事务部下设的反恐执行工作队办公室负责。²

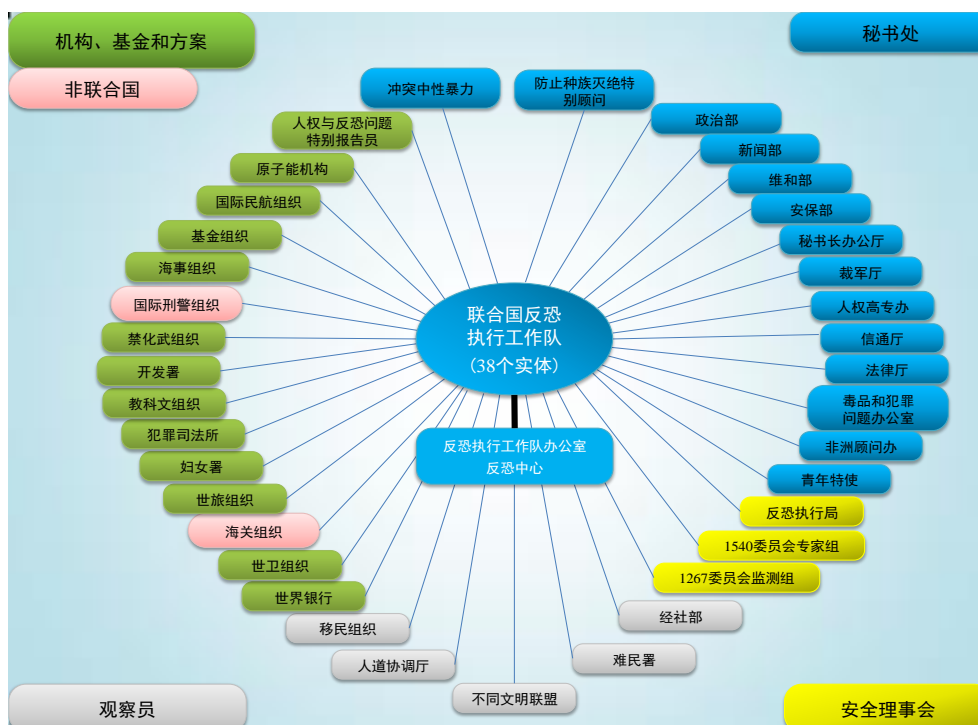
11. 这些机构的各类任务中概述的反恐职责有时相互重叠。例如，安全理事会的某些机构在按照各自的任务规定推动反恐能力建设工作时，最终却在执行此类工作的过程中发挥了组织作用和实质作用。由大会授权的机构有时也开展部分评估工作，以确定挑战和机会。在主题方面也存在重叠，因为有多个不同实体负责处理相似的反恐主题，即使是从不同的角度，如需要在打击恐怖主义的同时尊重人权，防止激进化，恐怖主义问题的受害者，边界安全和管理等，这使协调联合国的努力变得十分复杂。

12. 为使反恐工作更加协调一致，秘书长在 2005 年设立了联合国反恐执行工作队。大会在 2006 年关于《联合国反恐战略》的第 60/288 号决议中，欢迎秘书长打算在现有资源范围内，使反恐怖主义执行工作队成为秘书处内制度化机构，秘书长随后将工作队归入秘书长办公厅。2009 年，大会在第 64/235 号决议中请秘书长提供必要资源，最后确定反恐执行工作队的制度化。随后，秘书长在 2009 年 12 月将反恐执行工作队办公室归入政治事务部。

² 见 <http://www.un.org/undpa/en/issues-terrorism>。

图二

联合国反恐执行工作队(包括 38 个联合国和非联合国实体)



缩写：1540 委员会专家组-第 1540(2004)号决议所设委员会专家组；反恐执行局-反恐怖主义委员会执行局；反恐执行工作队-联合国反恐执行工作队；经社部-经济和社会事务部；政治部-政治事务部；维和部-维持和平行动部；安保部-安全和安保部；原子能机构-国际原子能机构；国际民航组织-国际民用航空组织；基金组织-国际货币基金组织；海事组织-国际海事组织；国际刑警组织-国际刑事警察组织；移民组织-国际移民组织；监测组-安全理事会第 1526(2014)和 2253(2015)号决议所设分析支持和制裁监测组；人道协调厅-人道主义事务协调厅；裁军厅-联合国裁军事务厅；人权高专办-联合国人权事务高级专员办事处；信通厅-信息和通信技术厅；法律厅-法律事务厅；禁化武组织-禁止化学武器组织；非洲顾问办-非洲问题特别顾问办公室；不同文明联盟-联合国不同文明联盟；反恐中心-联合国反恐怖主义中心；开发署-联合国开发计划署；教科文组织-联合国教育、科学及文化组织；难民署-联合国难民事务高级专员公署；犯罪司法所-联合国区域间犯罪和司法研究所；毒品和犯罪问题办公室-联合国毒品和犯罪问题办公室；妇女署-联合国促进性别平等和增强妇女权能署；世旅组织-世界旅游组织；海关组织-世界海关组织；世卫组织-世界卫生组织；青年特使-秘书长青年问题特使。

13. 反恐执行工作队的规模已从 2005 年的 22 个实体增加至目前的 36 个联合国实体(包括由大会和安全理事会授权的组织、部门、办事处、单位、机构、基金和方案)和两个非联合国实体(国际刑警组织和世界海关组织)。最近增加的实体包括妇女署、防止灭绝种族罪行特别顾问、秘书长青年问题特使(见图二)。兼任联合国反恐怖主义中心执行主任的主管政治事务副秘书长负责主持反恐执行工作队的工作。

14. 反恐执行工作队在 2009 年体制化，被划入经常预算资源，这为工作队提供了小规模专职机构能力，具体形式为政治事务部内的反恐执行工作队办公室。反恐执行工作队办公室的核心职能包括确保联合国系统整体反恐努力的协调一致；领导联合国全系统的集体举措，以支持《战略》的实施；促进和支持联合国系统各实体在各自任务规定和专长领域内的措施和活动，以协助落实《战略》的全部内容；为反恐执行工作队开展实质性、外联、组织和行政工作履行核心的秘书处职能；为推进《战略》的实施，与会员国、国际和区域组织、学术界和民间社会组织互动协作。

15. 联合国所有会员国在 2016 年承认，根据《战略》的规定，创建国际反恐中心可以被视为国际反恐努力的部分工作。2011 年，大会通过的第 66/10 号决议赞赏地注意到沙特阿拉伯所作的贡献，并欢迎在反恐执行工作队办公室内设立联合国反恐中心。反恐中心通过其五年期工作方案，以及积极参与反恐执行工作队的 12 个工作组，为以平衡的方式实施《战略》的所有四大支柱做出了贡献。由秘书长任命的联合国反恐中心咨询委员会任期三年(目前在第二个任期，到 2018 年 4 月结束)，由沙特阿拉伯主持，汇集了来自不同地理区域的 21 个会员国和欧洲联盟(客座成员)，以支持和指导中心的工作。³ 咨询委员会每季度举行一次会议。咨询委员会的职权范围列于本报告附件二。

C. 联合国能力：反恐需求评估和差距分析

16. 安全理事会会有三个附属机构直接应对恐怖主义威胁，并提供评估和差距分析。根据安全理事会关于伊黎伊斯兰国(达伊沙)、基地组织及关联个人、团体、企业和实体的第 1267(1999)、1989(2011)和 2253(2015)号决议所设委员会由分析支助和制裁监测组提供支助。第 2160(2014)号决议第 43 和 44 段及附件、第 2253(2015)号决议第 88 至 95 段及附件一说明了监测组的任务规定，其中主要包括：向委员会提交报告；协助委员会审议列名建议，审议伊黎伊斯兰国(达伊沙)和基地组织制裁名单，协助监察员执行其授权任务；代表委员会收集信息；开展案例研究；为协助会员国提出建议；促进信息分享；同会员国、联合国实体和相关行为体磋商；与国际刑警组织和会员国合作发布国际刑警组织-联合国安全理事会特别通告。

17. 根据安全理事会 1373(2001)号决议设立的反恐怖主义委员会由反恐怖主义委员会执行局协助。反恐执行局为在联合国系统内监测、促进和推动会员国执行安全理事会相关反恐决议发挥了重要作用，特别是通过评估各国的反恐能力，查明执行方面的差距、趋势和挑战。鉴于这些报告所载资料的敏感性，反恐执行局

³ 目前的咨询委员会由秘书长在 2015 年 4 月任命，委员会成员的任期将于 2018 年 4 月 30 到期。委员会成员包括沙特阿拉伯(主席)、阿尔及利亚、阿根廷、比利时、巴西、中国、埃及、法国、德国、印度、印度尼西亚、摩洛哥、尼日利亚、挪威、巴基斯坦、俄罗斯联邦、巴基斯坦、西班牙、瑞士、土耳其、大不列颠及北爱尔兰联合王国和美利坚合众国。欧洲联盟为客座成员。

只有在反恐委员会批准的情况下才能与有关实体分享其评估、政策文件和分析报告。经大会授权的机构没有权限为他们开展的能力建设工作定期查阅此类报告。

18. 第三个有关的安全理事会附属机构是第 1540(2004)号决议所设委员会，该委员会由一个专家组支助。第 1540(2004)号决议要求各国不向企图发展、获取、制造、拥有、运输、转移或使用核生化武器及其运载工具(特别是为恐怖主义目的)的非国家行为体提供任何形式的支持。1540 委员会及其专家组监测该决议的执行情况，并发挥信息交流中心的作用，促进向会员国提供援助，以执行该决议。

19. 分析支持和制裁监测组、反恐怖主义委员会执行局和第 1540(2004)号决议所设委员会专家组是反恐执行工作队的组成部分。安全理事会和大会这些机构之间的密切合作可动员支持，协助会员国努力实施《战略》和打击恐怖主义的国际法律框架。

D. 联合国的能力：反恐能力建设援助

20. 自对《战略》的第五次审查以来，反恐执行工作队通过“联合国一体化”办法，更加努力地加强联合国反恐援助的协调和一致性。

主要联合国反恐实体和反恐执行工作队的其他实体

21. 在反恐执行工作队包含的 38 个实体中，一些实体可被视作联合国的主要反恐机构，专门负责应对恐怖主义威胁。除了上文提到的安全理事会三个机构，负责提供反恐能力建设援助的主要机构包括联合国反恐怖主义中心、联合国毒品和犯罪问题办公室预防恐怖主义处、联合国区域间犯罪和司法研究所。反恐执行工作队的其他实体在各自更广泛的授权范围内提供反恐和防止暴力极端主义方面的援助。

22. 联合国反恐怖主义中心正在成为联合国的主要反恐能力建设机构，在过去五年中收到来自 20 多个捐助国共计 1.32 亿美元的捐款。主要捐助国是沙特阿拉伯，通过两次慷慨捐款提供了 1.1 亿美元。该中心向咨询委员会提供季度和年度报告，并每季度向其成员进行简要通报。2014 年，秘书长在与反恐中心咨询委员会的协商下，在一份愿景声明中为中心的工作确定了六个关键的优先事项：

(a) 成为由反恐问题专题专家组成的卓越中心，能够处理联合国系统其他部分未能涵盖的反恐问题；

(b) 向会员国和区域组织提供能力建设援助，支持以平衡的方式执行《战略》的所有四大支柱；

(c) 在使用资源开展能力建设时采取战略方法，在短期、中期和长期内产生影响；

(d) 通过提供专门知识支持联合国国家工作队、联合国特别政治特派团和联合国维持和平行动，确保充分按照会员国的相关授权和要求，将反恐问题全面纳入他们的工作；

(e) 通过联合资助能力建设项目，同时尽可能设法获得其他捐助者的共同资助，激励反恐工作；

(f) 确保有效的方案和项目管理。

23. 为落实这些优先事项，联合国反恐中心在 2016 年推出了一个五年期方案。该方案确保中心的活动不与反恐执行工作队其他实体的工作重叠，而是通过共同努力来利用各方的专长。中心确定了《战略》四大支柱每个支柱的总体成果和中心重点工作领域的 12 项具体产出。

24. 这 12 项成果具体如下：防止暴力极端主义和外国恐怖主义战斗人员(支柱一)；反恐战略，打击资助恐怖主义的行为，边境安全和管理，网络安全(支柱二)；反恐倡议综合援助，“联合国一体化”反恐办法，建立网络，支持不同的合作模式(支柱三)；人权和受害者(支柱四)。

25. 毒品和犯罪问题办公室通过预防恐怖主义处和外地办事处促进批准有关恐怖主义的国际公约和议定书，并支持会员国加以执行。办公室为审查和起草国家反恐立法提供法律援助，并为有效应对恐怖主义建立刑事司法系统的能力。每年，毒品和犯罪问题办公室/预防恐怖主义处平均为 70 个国家提供援助。自 2003 年以来，办公室促使有关恐怖主义的国际公约和议定书得到了 688 项批准，促进修订和起草了 156 项法律。26 000 多名刑事司法官员在防止恐怖主义问题方面加强了知识和专业技能。毒品和犯罪问题办公室通过其区域和国家办事处网络，在 150 多个国家开展工作。防止恐怖主义专家和导师在 20 多个毒品和犯罪问题办公室外地办事处开展工作，覆盖南亚、东南亚和太平洋、西亚和中亚、非洲和中东、海湾地区、东南欧和拉丁美洲等地区。

26. 联合国区域间犯罪和司法研究所(犯罪司法所)协助政府间组织、政府和非政府组织制定和执行更有效的犯罪预防和控制政策，包括反恐怖主义和防止暴力极端主义政策。犯罪司法所通过与联合国其他实体、国际组织和研究伙伴合作开展培训、外地活动以及收集、交流和传播信息来执行这一任务。犯罪司法所目前的工作重点是支持会员国处理有利于恐怖主义蔓延的条件(《战略》支柱一)，并确保将尊重人权和法治作为反恐的根基(《战略》支柱四)。

27. 妇女署、禁止化学武器组织、教科文组织、人权高专办等反恐执行工作队的其他实体根据自身更广泛的授权任务，通过专注于恐怖主义威胁的具体方面，支持联合国系统的反恐努力。此外，这些实体通过积极参与反恐执行工作队的机构间工作组，促进反恐工作的总体协调和一致性。

28. 例如，开发署制定了一项政策办法，以便为防止暴力极端主义确定和促进持久的发展办法。开发署根据自身的任务规定、相对优势和可用的专门技能，在 2016 年 12 月启动了着眼于全球、区域、国家和地方各级的防止暴力极端主义四年期全球方案(2017 至 2020 年)。为支持这方面的努力，开发署正在为资助该方案调集 1.08 亿美元的资金。

29. 教科文组织打击暴力极端主义的行动强调通过消除暴力极端主义的根源来实现预防，这促进了《战略》支柱一的工作。教科文组织采用跨部门综合办法解决年轻人面临的暴力极端主义挑战，为此促进多方面的教育政策和方案，涉及暴力极端主义的驱动因素、媒介识读、青年互动和参与、世界遗产教育、提高认识等问题。

30. 人权高专办促进将人权和法治作为国家、区域和国际反恐怖主义政策与战略的根基，为此开展技术援助和能力建设举措，并在反恐背景下监测、宣传和报告履行人权责任的情况。

31. 妇女署防止暴力极端主义全球方案包括四个部分：研究、政策制定、应对(增加暴力极端主义背景下的性暴力和性别暴力受害者诉诸司法和获得基本服务的机会)和参与(提高妇女对反恐对策和预防工作的参与水平)。在安全理事会第 [2122\(2013\)](#)和 [2242\(2015\)](#)号决议通过后，并根据秘书长的《防止暴力极端主义行动计划》，妇女署已成为反恐执行工作队中的一个积极成员，主持了新成立的以考虑到性别问题的办法预防和打击恐怖主义反恐执行工作队机构间工作组。

能力建设援助概况

32. 反恐执行工作队各实体报告了世界各地正在进行和近期完成的400多个有关反恐和防止暴力极端主义的项目和举措。联合国在《战略》的四大支柱下为会员国提供的支持根据受益会员国和捐助国的具体优先事项而定，这些支持在过去多年间有所变化。目前，《战略》支柱一下有113个反恐项目和举措正处于不同的执行阶段，支柱二下有58个项目，支柱三下有113个项目，支柱四下有21个项目。但是，很多项目的部分内容贯穿了多个支柱覆盖的领域。例如，很多项目包括涉及性别观点、促进和保护人权、法治问题的内容。

33. 在地域分布上，联合国的大部分反恐和防止暴力极端主义能力建设援助提供给西非、南亚、中东和东欧地区。这一地域分布依据的是会员国的要求，其中大多数项目和举措属于支柱一和支柱三，这表明，必须遏制有利于恐怖主义蔓延的条件，并需要采取必要措施，建立会员国打击和预防恐怖主义的能力。由于外国恐怖主义战斗人员现象等一系列新出现的恐怖主义威胁，且边境管理、打击资助恐怖主义的行为、保护包括因特网在内的关键基础设施、防止恐怖分子获取大规模毁灭性武器、提高会员国的信息共享能力等问题变得更具现实意义，《战略》支柱二下的项目在稳步增加。

34. 《战略》各支柱下开展的活动多种多样，包括专业培训课程、讲习班和会议；编写说明、指南和手册；交流最佳做法；提供针对反恐和防止暴力极端主义的援助，例如制定有关战略、行动计划和法律。

35. 为加强国际合作，反恐执行工作队的各实体还建立了多个虚拟反恐网络 and 平台，包括联合国毒品和犯罪问题办公室的萨赫勒国家区域司法平台、打击恐怖主义网络和联合国反恐中心的反恐顾问名单。⁴概述了联合国目前正在开展的反恐和防止暴力极端主义方面的重要项目、方案和活动的更多资料可在线查阅。⁵

扩大联合国反恐能力建设援助的规模

36. 本报告概述了联合国自10多年前通过《战略》以来开展的反恐能力建设工作，概述表明，会员国向联合国各实体提出的国家、区域和全球反恐援助需求显著增加。针对需求的增加，反恐执行工作队实体的数量增加，任务范围得到扩展，并出现了应对这些需求的新实体。比如，方案由预算外资源供资的联合国反恐中心规模扩大，中心的年度预算从2013年的约220万美元增加到2018年的预计2000万美元(包括项目和工作人员费用)。安全理事会和大会通过的与反恐有关的决议

⁴ 反恐顾问名单上包括来自29个国家的81名专家，他们能够在以下领域在实地开展紧急和短期能力建设活动，包括制定和实施国家和区域反恐战略与行动；遏制激进化；保护关键基础设施和脆弱目标；恐怖主义受害者的心理咨询与康复。

⁵ 见 www.un.org/counterterrorism/ctitf/sites/www.un.org.counterterrorism.ctitf/files/sg_report20171104.pdf。

和主席声明日益增加，在其中为工作队各实体分派了新的责任，工作队成员规模扩大，正在处理的新议题或传统议题的新方面明显增加，所有这些都显示了这一趋势。

实例：在《战略》支柱一和支柱四下开展的防止暴力极端主义活动

37. 2016 年，大会第 70/291 号决议为反恐执行工作队指派了更多的责任。大会在该决议中确认，必须防止可能助长恐怖主义的暴力极端主义，建议会员国根据国情考虑执行《行动计划》的相关建议，鼓励联合国各实体根据各自的任务规定执行《行动计划》的有关建议，包括经会员国请求向它们提供技术援助。大会还请会员国以及区域和次区域组织按照各自的优先重点，并酌情考虑到秘书长的《行动计划》以及其他相关文件，考虑制订国家和区域行动计划，以防止助长恐怖主义的暴力极端主义。

38. 因此，反恐执行工作队目前发挥着关键作用，协调联合国各实体在《战略》支柱一和支柱四下开展的防止暴力极端主义的各种活动。工作队共同主席、教科文组织和工作队的防止暴力极端主义工作组还充当秘书长防止暴力极端主义高级别行动小组的秘书处，该行动小组正在牵头制订防止暴力极端主义联合国一体化办法。工作组经广泛协商后确定了六项具体交付成果：

(a) 确定联合国在《行动计划》所有优先领域在内，全球、区域和国家各级开展的一系列防止暴力极端主义的项目；

(b) 确定联合国相关实体的防止暴力极端主义联合国协调人名单，以此加强就这一问题开展工作的工作队各实体之间的信息共享与合作。

(c) 建立汇集最佳做法、教训和经验的防止暴力极端主义共同资料库；

(d) 建立由来自世界各地的国际专家组成的防止暴力极端主义全球资源小组；

(e) 为防止暴力极端主义建立战略性和系统性的共同资源调动办法；

(f) 组织一次机构间专家工作队务虚会，以根据大会第 70/291 号决议制定防止暴力极端主义国家和区域行动计划。务虚会于 2017 年 2 月 22 日和 23 日在利坚合众国曼哈塞特举行。⁶

⁶ 务虚会汇集了 86 名高级专家，他们主要是反恐执行工作队各实体的代表、会员国代表、研究人员和智囊团专家、民间社会组织和有关国家的驻地协调员。他们讨论了面临的挑战，就可以指导制订国家和区域防止暴力极端主义行动计划的总体性、程序性和实质性原则交流了最佳做法和经验教训。

E. 联合国的能力：确保协调一致地提供反恐援助

39. 由反恐怖主义执行工作队各实体组织的、与反恐怖主义和防止暴力极端主义有关的能力建设活动越来越多，这就要求加强联合国各项工作的协调一致性。自成立以来，该工作队不断通过以下三个方面加强完成实现协调一致性的任务，方式是：协调反恐怖主义政策的制定，并对联合国制定规范的努力作出贡献；进一步协调联合国反恐怖主义的能力建设，以支持会员国反恐努力；尽力协调区域和国家两级的反恐努力，以确保在实地取得最大效果。

方法：“联合国一体化”做法

40. 反恐怖主义执行工作队采取“联合国一体化”做法来完成实现协调一致的任务。安全理事会建议(见 [S/PRST/2015/11](#))，为阻止外国恐怖主义战斗人员流动的能力建设项目，制定一项工作队执行计划。这项计划的制定体现了“联合国一体化”做法的裨益。为确保包容性，该计划的制定采取了一种“自下而上”的做法。该工作队各实体提交了该工作队围绕威胁的整个周期组织的项目。反恐怖主义委员会执行局评估了每个项目的重要性，由该工作队所有实体组成的工作队机构间特设工作组对这项包括 37 个相辅相成的项目计划表示支持。因此，该工作队得以确定可通过联合能力建设项目、而不是各实体单独应对的关键领域。其中一个项目名为“提高对预报旅客资料的认识及预报旅客资料的建设能力”，正由联合国反恐怖主义中心、反恐执行局、国际移民组织、国际民用航空组织、国际刑警组织和国际航空运输协会联手实施。尽管安全理事会呼吁会员国为资助该计划提供财政资源，但目前为止所获资助有限。反恐中心已承诺为实施该计划下的项目提供 950 万美元，其他捐助方承诺资助 1 860 万美元，所以现有资助约达所需资金总额的 23%。尽管为应对安全理事会确定为优先事项的威胁制定了协调一致的计划，但仍有必要开展外联活动，加快各会员国对这一紧迫的全球性挑战的响应。

协调一致的流程

41. 反恐怖主义执行工作队制定了一项协调框架，涵盖了联合国工作的四个支柱，特别根据《战略》的优先领域建立了 12 支工作队机构间工作组，这些优先领域包括外国恐怖主义战斗人员、边境安全、保护关键基础设施、打击资助恐怖主义行为、防止暴力极端主义以及人权等。2016 年，这些工作组确定了若干需处理的挑战和议题，从而建立两个新的工作组，一个关于性别平等问题，另一个关于通信问题。

42. 除其他职责外，反恐怖主义执行工作队办公室还是该工作队工作组的秘书处。该办公室的年度战略机构间会议以及向会员国和工作队各实体举行的季度情况介绍会加强了协调一致性。该办公室协调向秘书长关于战略执行情况的两年期报告提供信息的工作以及安全理事会要求秘书长完成的相关报告，如根据安全

理事会主席 2013 年 5 月 13 日的声明(S/PRST/2013/5)和第 2195(2014)、2253(2015)和第 2292(2016)号决议提交的报告。

43. 作为政治事务部的下属机构，反恐怖主义执行工作队办公室还向秘书长提供对反恐怖主义事项的政治评估，确保本组织讯息传递的一致性，帮助建立反恐怖主义的地域和专题优先事项，以及提高对关键事态发展和趋势的认识。

协调一致的内容

44. 通过采用“联合国一体化”做法，反恐怖主义执行工作队办公室联合设计、制定和实施该工作队工作组的相关项目，并将工作队各实体正在开展的活动和项目编制成汇总表，以表格形式呈现和分享信息，借此确保协调一致性。

45. 反恐怖主义综合援助倡议是能证明反恐怖主义执行工作队推行的“联合国一体化”办法的良好范例，该倡议旨在协调联合国应会员国请求在区域和国家两级提供的支助。该倡议通过为反恐怖主义和防止暴力极端主义的能力建设拟订一项综合框架，帮助确保以综合办法进行能力建设。该倡议不会取代或重复工作队各实体的工作，而是加以利用和补充。该倡议力图在联合国内推动利用现有的能力和资源。该倡议促成了合作伙伴国家和区域组织强有力的政治参与。此外，通过该倡议，工作队各实体已切实与受惠国、区域组织、捐助方和联合国的外地存在(如联合国西非和萨赫勒办事处和联合国马里多层面综合稳定团)合作，协调优先事项，统一做法，交付成果。

F. 加强与其他国际组织和区域组织的合作

46. 除了加强联合国系统内的协调情况，反恐怖主义执行工作队还应大会要求，致力于发展与其他多边组织的合作。会员国在大会第 70/291 号决议中重申需要促进国际、区域和次区域合作，更广泛地传播对《战略》的认知，以打击恐怖主义。致力于打击恐怖主义的国际和区域组织，是我们共同努力中的重要伙伴。这些组织有不同的任务规定和协助会员国的方式，有助于从不同的视角执行《战略》。区域和分区域组织十分了解当地情况，对有效调整任何反恐怖主义战略或援助都极具价值。与区域组织合作有助于扩大和延续联合国反恐援助的影响。

47. 在过去一年中，联合国实体根据各自的任务授权，越来越多地与国际、区域及其他组织合作应对恐怖主义和暴力极端主义。在战略和政治层面，联合国在确定支助会员国的优先专题和地理区域方面与下列组织密切合作：非洲联盟、东南亚国家联盟、欧洲联盟、海湾阿拉伯国家合作委员会、阿拉伯国家联盟和伊斯兰合作组织。

48. 在业务和技术层面上，反恐怖主义执行工作队各实体与下列组织合作，发展能力建设项目：非洲联盟及其非洲恐怖主义问题研究中心、东盟、独立国家联合体、中部非洲国家经济共同体、西非国家经济共同体、政府间发展管理局、阿拉

伯国家联盟、美洲国家组织、欧洲安全与合作组织、上海合作组织和南部非洲发展共同体。发展的能力建设项目包括下列领域：制定区域反恐怖主义战略、应对外国恐怖主义战斗人员的现象、打击资助恐怖主义行为和绑架勒索以及加强边境管制。在这方面，该工作队各实体还与其他多边机构合作，例如全球反恐怖主义论坛、金融行动特别工作组以及许多民间社会组织。

49. 为了加强国家、区域和国际反恐怖主义中心的合作，包括信息共享方面的合作，联合国反恐怖主义中心建立了打击恐怖主义网络，目前该网络成员包括 32 个国家、区域和全球反恐怖主义中心。该网络迄今协助确定了 17 个可以进一步开展合作的新领域。该网络成员参加两年一次的打击恐怖主义网络会议，以交流信息和建立伙伴关系。在休会期间，该网络成员通过专门且安全的网络门户开展合作。

50. 各种联合国实体与国际和区域组织就反恐怖主义事项开展着不同级别的合作，有时会造成协调方面的挑战。如果联合国反恐怖主义和防止暴力极端主义的努力可以采取一个更加协调一致和重点突出的战略愿景，将有助于通过有效的领导、加强与这些组织现有的伙伴关系以及发展新的伙伴关系克服这些挑战。

G. 资源调动

51. 尽管会员国越来越重视应对恐怖主义和暴力极端主义，但必须开展更多工作，以调动财政和技术资源，支持联合国的反恐怖主义努力。

52. 机构间的协调一致性能否增强，联合国援助能否取得持久和可持续的影响，取决于会员国提供支助的规模。这一点目前尤为紧迫，因为现在越来越多会员国向联合国寻求援助。向会员国提供可靠和可预测的技术支助，是一项艰巨的挑战，对于那些经常预算资源份额不大的联合国实体来说，尤为如此。所以必须加强领导，协调采用“联合国一体化”做法的筹资努力，以鼓励更好的协作，并向捐助方保证将重复和重叠控制在有限的范围内。

53. 应当认识到，与会员国在国家和双边两级调动的资源相比，联合国实体支持会员国执行《战略》的实际财政和技术资源十分有限。例如，截至 2018 年，联合国反恐怖主义中心为全球能力建设项目制定的年度预算约为 1 500 万美元。该中心一直努力通过共同供资的能力建设项目来推动资源调动。除了沙特阿拉伯捐助的 1.1 亿美元，自 2011 年起，其他 20 多个会员国已向该中心的项目作出了捐助。实现该中心和其他联合国实体反恐怖主义项目的资金来源多样化，仍然是一个重要的战略优先事项。

54. 还有一个例子就是毒品和犯罪问题办公室，该办公室每年获得近 20 个捐助方的帮助。毒品和犯罪问题办公室开展直接关注预防和打击恐怖主义的技术援助项目，这些项目的年度自愿捐款约为 2 500 万美元，其中约 1 500 万美元的项目由该办公室的预防恐怖主义处实施。捐助方每年还提供额外资金，以维持范围更

广泛的技术援助项目，包括与反恐怖主义有关的项目(如机场通信项目和司法教育倡议)。

55. 联合国区域间犯罪和司法研究所本身目前支持会员国的 11 个能力建设项目，其中 7 个专门关注反恐怖主义的具体方面，其他 4 个则更为全面。该研究所反恐怖主义方案预算总额约 1 900 万美元，估计 2016-2017 两年期预算为 1 160 万美元。该研究所反恐怖主义方案目前由 5 个国家和基金会支助。

56. 全面和连贯地概述联合国反恐怖主义援助的现有财政资源，并在这方面与会员国展开高级别的合作，将让人们认识到需要提供更多的支助。此外，我鼓励会员国支持这些努力，以使联合国能够更好地回应会员国对能力建设援助日益增长的需求。

H. 挑战

57. 过去十年，加强联合国协调一致性的努力、促进《战略》的平衡实施和提供能力建设援助都取得了进展，反恐怖主义执行工作队在其中发挥了重要作用。但是，由于威胁的性质不断变化，联合国需要调整其行动，并不断改进其反恐怖主义工作。此外，一些影响其工作效率的实际挑战依然存在。

58. 会员国为在全球、区域和国家各级应对越来越多的跨国和多层面恐怖主义威胁而向联合国提出的援助，要求在过去十年里成倍增加。在同一时期，联合国实体反恐怖主义任务的数量也成倍增加，范围急剧扩大，说明如何采取协调一致行动的需求大幅增强，开展在实地产生实际影响的能力建设工作所需的资源也显著增加。

59. 恐怖主义威胁的复杂性加剧，范围也扩大了，该威胁目前影响联合国工作的所有核心领域。这就需要联合国总部和实地派驻机构之间产生更大的协同作用，以确保在实地造成影响。此外，正如会员国在《战略》支柱一和支柱四强调需要应对防止暴力极端主义这一问题时所指出，一项全面、战略性和长期的反恐怖主义对策至关重要。

60. 恐怖主义和反恐怖主义格局不断演变，却没有进行必要的体制变革，以在反恐怖主义方面提供联合国强有力和专门的领导。反恐怖主义执行工作队主席必须协调重大的反恐怖主义责任与其身为政治事务部负责人需履行的职责。政治事务副秘书长肩负多种职能，所以履行反恐怖主义职能的时间有限，其反恐怖主义职能包括与联合国系统高级官员、会员国以及其他国际和区域组织就反恐怖主义问题更频繁和更深入地进行互动。

61. 建立一个健全的联合国反恐怖主义架构最终应可简化工作方法，更加有效和更具影响力地向会员国提供援助。在这方面，因为没有设立全职的联合国高级反恐怖主义官员，所以无法实现“联合国一体化”做法的全盘制度化来支持会员国

打击恐怖主义的努力；也无法在捐助方因需求过多减少捐款时，加强调动资源和协调筹资努力的能力。这些因素还有损联合国更有效地支持《战略》的实施、加强国际合作并最终在打击和防止恐怖主义和暴力极端主义中产生更大影响的潜力。

三. 加强联合国系统能力的建议：新的反恐怖主义办公室

62. 尽管在加强联合国支持会员国实施《战略》的协调一致性中取得了进展，但仍然大有可为。2017 年 2 月 22 日，我在与大会的非正式情况介绍讨论中，曾建议将目前的反恐怖主义执行工作队办公室和联合国反恐怖主义中心(连同其现有工作人员)，以及政治事务部所有相关的经常资源和预算外资源整合为一个新的反恐怖主义办公室，由一名副秘书长担任负责人。新的副秘书长还兼任该工作队主席和联合国反恐怖主义中心执行主任。

63. 这名新副秘书长将为联合国的反恐怖主义努力提供战略领导，参与联合国的决策进程，并确保联合国的工作针对恐怖主义盘根错节的根源和影响有的放矢。

64. 该办公室将承担五项主要职能：(a) 在整个联合国系统领导大会交付给我的反恐怖主义任务；(b) 加强 38 个反恐怖主义执行工作队实体的协调一致性，以确保平衡实施《战略》的四个支柱；(c) 加强联合国向会员国交付反恐怖主义能力建设援助；(d) 提高联合国反恐怖主义努力的能见度，加强其宣传，为其推动资源调动；(e) 确保给予整个联合国系统打击恐怖主义的工作应有的重视，确保防止暴力极端主义这项重要的工作牢牢扎根于《战略》。

65. 该办公室的目的还包括与安全理事会各机构和会员国发展密切的关系，通过定期出差和出席与反恐怖主义有关的会议，加强现有的伙伴关系，并建立新的伙伴关系。

66. 这个新的办公室将尊重大会和安全理事会各机构的既定权限和任务。该办公室对安全理事会附属机构没有任何监督权，并将通过我向大会报告。

67. 该办公室还将充分尊重国家主权原则和不干涉原则。该办公室没有权限监测、监督或干涉会员国实施《战略》和其他打击恐怖主义国际法律框架的努力。因为会员国担负着实施《战略》的主要责任，所以，该新办公室的任何活动都是为了支持会员国并只应会员国的请求开展。该办公室的目的是加强与会员国在打击跨国恐怖主义威胁方面的合作伙伴关系。

68. 反恐怖主义执行工作队办公室和联合国反恐怖主义中心目前的职位将移至新的反恐怖主义办公室。尽管工作队和中心现有人员配置部分由经常预算的资源供资，但大多数职位的经费来自预算外资源。该中心咨询委员会的捐助协定、职能和组成将保持不变。现有 6 个员额由经常预算资源供资，29 个职位(包括 1 个

D-1 副主任员额和 1 名初级专业干事)的经费来自预算外资源。新设的副秘书长员额和 1 个 P-3 职等副秘书长特别助理员额将由经常预算供资。新副秘书长的职权范围将确保他/她是高度符合条件、富有经验并对反恐怖主义(包括防止暴力极端主义)战略背景有深刻认识的人士。

四. 有待大会采取的行动

69. 大会不妨:

(a) 核准设立 1 个副秘书长员额和 1 个 P-3 特别助理员额;

(b) 核准在 2016-2017 两年期方案预算第 3 节下设立一个独立于政治事务部的反恐怖主义办公室, 由直接向秘书长报告的新设副秘书长担任负责人;

(c) 核准将反恐怖主义执行工作队办公室和联合国反恐怖主义中心(包括其现有的方案预算和预算外资源)整合为反恐怖主义办公室, 并将工作人员迁至该办公室。

会员国的意见和建议

70. 如第 70/291 号决议第 70 段所要求, 大会主席于 2017 年 2 月 22 日召集了一次大会非正式会议, 在此次会议上我得以与会员国协商加强联合国系统能力的事宜。在此次会议上, 我提议将反恐怖主义执行工作队办公室和联合国反恐怖主义中心(连同其现有工作人员)整合为新的反恐怖主义办公室, 并由新设的副秘书长担任负责人。在此之后, 有 42 个代表团作了发言。⁷

71. 许多会员国承诺支持我的建议, 并提供了建设性的反馈意见。会员国的意见围绕五个关键主题: (一) 建立反恐怖主义办公室时尊重会员国的主权, 并且尊重透明度; (二) 确保该办公室长期保持公正性和可持续性; (三) 联合国各反恐怖主义实体之间进行分工和协调; (四) 执行第 70/291 号决议防止暴力极端主义的条款, 均衡实施《战略》的所有支柱; (五) 改善联合国内部反恐怖主义协调和与外部机构的外联活动。

⁷ 阿富汗、阿尔巴尼亚、阿尔及利亚、阿根廷、澳大利亚(代表澳大利亚、加拿大和新西兰)、孟加拉国、比利时、巴西、智利、中国、古巴、埃及、法国、冰岛、印度、印度尼西亚、伊拉克、伊朗伊斯兰共和国、以色列、日本、约旦、哈萨克斯坦、肯尼亚、黎巴嫩、马尔代夫、墨西哥、摩洛哥、挪威、巴基斯坦、秘鲁、俄罗斯联邦、卢旺达、沙特阿拉伯(以本国身份并代表伊斯兰合作组织)、瑞士、阿拉伯叙利亚共和国、突尼斯、土耳其、大不列颠及北爱尔兰联合王国、美利坚合众国、乌拉圭和委内瑞拉以及欧洲联盟。

72. 随后，应我的请求，28 个会员国和 3 个组织代表其成员(欧洲联盟、阿拉伯国家联盟和伊斯兰合作组织)⁸ 提供了书面材料，载于本报告的附件一。

73. 绝大多数会员国表示支持我的建议，即建立一个新的反恐怖主义办公室，由一名副秘书长主管。就如何执行这一改革，许多会员国强调，需要确保透明度和包容性，并尊重国家主权和不干涉原则。会员国也就下列问题提出了宝贵的建议：该办公室的结构、人员配置和任务规定，领导该办公室的新副秘书长的职权范围，联合国反恐怖主义中心接下来的组织方式和履行任务的方式，以及其他相关问题。

74. 一些会员国指出，该新办公室不应将反恐怖主义与政治背景相脱离，因此应当保留与政治事务部的密切协调机制。

75. 大多数会员国强调必须确保这项改革有助于平衡实施《战略》的所有四个支柱，加强协调和统一联合国的反恐怖主义努力。在这方面，大多数会员国强调，必须确保在《战略》框架内防止暴力极端主义仍然是该办公室任务的组成部分。

76. 关于该新办公室的资源，一些会员国指出，需要确保资金的可持续性和可预测性，以加强联合国应会员国请求提供援助的能力。一些会员国指出，预算外捐款应仅为技术援助供资。

77. 我感谢各会员国支持我的建议，感谢各会员国发表了建设性意见，我已记下这些意见。我期待在未来几周与所有会员国继续进行开放、包容和透明的互动，促进达成一项加强联合国反恐怖主义架构的协商一致意见。

78. 这一提议是我成为秘书长后第一个主要的联合国机构改革。正如我在 2 月 22 日大会非正式会议上所述，这一努力植根于两个需求：一个迫切的需求是解决国际和平与安全面临的明确而现实的危险，另一个是与会员国建立反恐怖主义和反暴力极端主义的新伙伴关系。我谨重申，我将充分致力于以透明和包容的方式与会员国合作，确保联合国反恐怖主义努力的可信度和效力。

⁸ 28 个会员国为：阿富汗、澳大利亚、加拿大、哥伦比亚、古巴、埃及、法国、印度、伊朗伊斯兰共和国、肯尼亚、列支敦士登、摩洛哥、新西兰、尼日利亚、挪威、巴基斯坦、秘鲁、菲律宾、俄罗斯联邦、瑞士、阿拉伯叙利亚共和国、泰国、突尼斯、土耳其、阿拉伯联合酋长国、大不列颠及北爱尔兰联合王国、乌克兰和美利坚合众国。3 个组织为：欧洲联盟、阿拉伯国家联盟(由阿曼代表)和伊斯兰合作组织(由沙特阿拉伯代表)。

附件一

Written replies from Member States for inclusion in the report of the Secretary-General on the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy**Afghanistan**

1. The Permanent Mission of Afghanistan to the United Nations welcomes the initiative of the Secretary-General to create an office of counter-terrorism, headed by an Under-Secretary-General, to lead the overall efforts of the United Nations to combat international terrorism with more efficiency and effectiveness. We consider this initiative to be a timely decision, in the light of the current security environment worldwide, in which the terrorist threat continues to grow rapidly. As the Office of the Secretary-General is now in the process of gathering additional input from Member States on the mandate of the proposed office, we wish to provide the following recommendations.

2. First: we believe the creation of the office and the appointment of an Under-Secretary-General to lead it would help provide for a clear and direct line of address for States as they carry out their national efforts to adequately combat terrorism in all its aspects. The creation of the office and the appointment of an Under-Secretary-General to lead its work would help to speed up and streamline decision-making processes.

3. Second: we need to make sure that we have the right person in the right place. There is a need for tailor-made terms of reference for this position. We believe that the person assuming the position of Under-Secretary-General needs to be someone with extensive experience in the area of counter-terrorism and, on that basis, to come from a country that has been proactively engaged in combating this threat over an extensive period of time.

4. Third: we concur with the view that enhancing the United Nations counter-terrorism capacity-building role for Member States should be a key element in the mandate of the proposed office. In this respect, the Under-Secretary-General should work, in close coordination with the Counter-Terrorism Committee Executive Directorate (CTED), to assess and provide requisite technical assistance to States for the fulfilment of their counter-terrorism obligations.

5. Fourth: we believe the activities of the new office should be guided by a clear commitment to ensure a “balanced and consistent implementation” across all four pillars of the United Nations Global Counter-Terrorism Strategy — consistent with the broad consensus on this issue among the membership of the Organization. In our assessment, progress in meeting the goals of the Global Strategy has, thus far, lacked proper consistency in relation to each of the four pillars.

6. Preventing and combating terrorism constitutes a core element of the Global Strategy, within which States are called on to “ensure full cooperation in the fight against terrorism, in accordance with obligations under international law, in order to

find, deny safe-haven and bring to justice ... any person who supports, facilitates, participates or attempts to participate in the financing, planning, preparation or perpetration of terrorist attacks.”

7. In this respect, it is hoped that the activities of the proposed office will also focus on ensuring effective action on the part of States to meet their obligations, in adherence to the spirit and tenets of the Charter of the United Nations.

8. Fifth: the Plan of Action to Prevent Violent Extremism has significant value in the context of the United Nations overall counter-terrorism architecture. It seeks to address some of the internal sources of violence and extremism in various settings. That said, we are pleased to note that due consideration is being given to the incorporation of the prevention of violent extremism agenda in the activities of the office. We also stress the importance of national ownership regarding the implementation of goals on the prevention of violent extremism by Member States, within the Global Counter-Terrorism Strategy.

9. Sixth: we believe the proposed office should seek to ensure greater synergy, coordination and coherence among various United Nations counter-terrorism bodies and agencies, as well as effective implementation of relevant Security Council resolutions and international counter-terrorism conventions.

10. The Government of Afghanistan reiterates its full support for the initiative of the Secretary-General to create an office on counter-terrorism, headed by an Under-Secretary-General, and looks forward to continuing our dialogue and cooperation with the Office of the Secretary-General during the next steps forward in the operationalization of the said office.

Australia

1. The proposal outlined by the Secretary-General on 22 February 2017 during the informal meeting of the General Assembly is one which has Australia’s full backing and support.

2. Australia agrees that the mandate for the Under-Secretary-General position, and the newly created office, should be firmly rooted in ensuring the balanced implementation of the United Nations Global Counter-Terrorism Strategy, including the prevention of violent extremism. The new office might be referred to as the United Nations Global Counter-Terrorism Strategy Implementation Office and should include a dedicated team on the prevention of violent extremism.

3. Australia sees the role of any new office as one dedicated to:

(a) The delivery of enhanced counter-terrorism and prevention of violent extremism capacity-building assistance to Member States;

(b) Ensuring better strategic coordination both within the United Nations and with key external actors, such as the Global Counter-Terrorism Forum;

(c) Ensuring a high-level authoritative public United Nations voice on counter-terrorism and the prevention of violent extremism.

4. United Nations standards of human rights and respect for international law must continue to guide its counter-terrorism efforts and must be applied to the mandate of the new office.

5. Australia expects that any new Under-Secretary-General role would be filled by a senior, highly qualified and credible individual in this field.
6. Forward budget planning should be undertaken to ensure the long-term sustainability of the office.
7. Australia would support adoption of a General Assembly resolution as the mechanism to confirm the establishment of any new office and Under-Secretary-General position.

Canada

1. The Government of Canada welcomes the initiative of the Secretary-General in swiftly moving forward towards implementation of paragraph 70 of General Assembly resolution [70/291](#) concerning the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy.
2. The Government of Canada strongly supports efforts to modernize and improve the United Nations counter-terrorism architecture. We welcome the consultative approach adopted by the Secretary-General and encourage continued transparency and collaboration throughout this process.
3. Canada supports the proposal of the Secretary-General to establish a dedicated office of counter-terrorism. We agree that there is a need for increased coordination of the Organization's counter-terrorism efforts and enhanced coherence of United Nations efforts with those of other international bodies.
4. Canada considers it important that the United Nations has a strong champion who can advocate for and ensure the implementation of all four pillars of the Global Counter-Terrorism Strategy in a balanced and coordinated fashion.
5. In this regard, Canada emphasizes the need to rebalance international efforts, including those of the United Nations, in order to ensure enhanced efforts on the prevention of violent extremism and the promotion of human rights. As was established in the Plan of Action to Prevent Violent Extremism, international efforts to date have been heavily focused on pillars II and III of the Global Strategy. Ensuring a renewed emphasis on pillars I and IV should be a core task of the new coordinator.
6. To this end it will be essential that the coordinator have credibility across all pillars and with the broad range of actors involved in international efforts to prevent violent extremism, counter violent extremism and counter terrorism. The coordinator must have the qualifications to work in close collaboration with partners and stakeholders from all sectors, including civil society (including women, youth and children), development, social policy, human rights, law enforcement, justice and the military — garnering confidence and trust as effectively with civil society as with security sector actors.
7. As a major donor to United Nations capacity-building efforts, Canada also agrees that there is a need to bring about more coherence and streamlining in the capacity-building efforts of the Organization's various agencies in order to reduce duplication and ensure that each agency can focus on its areas of relative strength. The coordinator should also ensure that the counter-terrorism programmes of United Nations agencies are rigorously assessed, evaluated and measured for impact so as to ensure that the desired objectives are being achieved (working with appropriate partners in the most cost-effective and efficient way possible). Much of the infrastructure needed for this to happen already exists, what is lacking is clear mandates, defined relationships and institutional agreements that allow one

organization to leverage another's expertise in advance of common and agreed upon strategic objectives (for example, the use of the field offices of the United Nations Office on Drugs and Crime (UNODC) or access to its technical expertise).

8. Canada notes that the current proposal does not clearly delineate the mechanisms for functional coordination between the proposed office of counter-terrorism and the Counter-Terrorism Committee Executive Directorate (CTED). In order to ensure that the two bodies work in a complementary fashion, Canada considers that there should be institutionalized mechanisms that ensure regular coordination. Basic degrees of coordination, such as establishing procedures for sharing Counter-Terrorism Committee (CTC)/CTED assessments with relevant United Nations entities, would go a long way towards enhancing the ability of United Nations bodies to provide targeted and tailored technical assistance to Member States in gaps identified through these assessments.

9. Canada has long advocated for reforms to the United Nations system that will bring about greater effectiveness, accountability and coordination, and that do not create new costs. As the office of counter-terrorism is established, prudent budget planning and a diversified donor base will be keys to its sustainability.

10. In addition to our written input, we have the honour to refer to the statement delivered by Ambassador Gillian Bird, Permanent Representative of Australia, on 22 February 2017 on behalf of Canada, Australia and New Zealand.

Colombia

1. Colombia, reiterating that terrorism is unacceptable and unjustifiable in all its forms and manifestations, supports the balanced implementation of the United Nations Global Counter-Terrorism Strategy. With this objective, countries should work together, strengthening their capacity and coordinating their efforts against this threat.

2. For each one of the four pillars presented in the Global Strategy, there are some recommendations that can be applied to start working on a better balanced implementation of this document.

Measures to address the conditions conducive to the spread of terrorism

3. **Understand the context:** before addressing the conditions conducive to the spread of terrorism, Governments should understand local conditions and actors. Plans and programmes must be adapted before being adopted, to be adjusted to local conditions and challenges.

4. **Promote comprehensive approaches:** an individual measure to address conditions conducive to terrorism will not be enough. Measures should be part of larger and comprehensive approaches to improve the well-being of communities. These efforts must be intended to promote social and economic development, not only to stop terrorism. Social evolution can promote societies to reject violence and terror, while embracing dialogue and understanding.

Measures to prevent and combat terrorism

5. **Strengthen the criminal justice systems against terrorist offences:** criminal justice systems must be a deterrent against terrorism. Without the support of the rule of law, measures to prevent and combat this threat will never be enough.

6. **Cooperate in novel ways:** cooperation between countries is almost guaranteed nowadays. However, in order to assure its effectivity and relevance, it should be innovative and include non-conventional channels, such as permanent internships, working scholarships and social networks, among others.

7. **Fight terrorism and crime together:** terrorism and transnational organized crime are perceived as differential criminal phenomena. However, in recent years these threats have formed close links, creating a criminal alliance with the capacity to affect any State. Therefore, it is important to create international awareness about this relationship and its consequences, and to develop joint responses to effectively fight this threat. To contain its operative capacity, the fight against terrorist organizations should include the fight against criminal groups, emphasizing the action against their finances and the money obtained through criminal activities. Effective control of the international financial system and the informal value transfer system will bring about an important reduction of the financial capabilities of terrorists, which will reduce their capacity to take action against States.

8. **State control of the territory:** criminal structures take advantage of non-controlled territories. To avoid this, States must control the complete territory of the countries, not only with their military presence, but also with the permanent provision of public services, education, culture and security. When a community is close to the authorities, it is harder for criminal organizations to find recruits and act against local laws.

Measures to build the capacity of States to prevent and combat terrorism and to strengthen the role of the United Nations system

9. **Create an international compendium of programmes and initiatives within the United Nations system to prevent and combat terrorism:** the variety of agencies responsible for the fight against terrorism within the United Nations, makes difficult the interaction with States. If all of the offered initiatives were to be compiled under one agency it might be easier to understand the workings of the programmes, articulate efforts within them and adapt them to local needs. Within the compendium, it might be possible to include initiatives designed by non-governmental organizations, the academy and civil society. It also can be a scenario to exchange information, experiences and good practices.

10. **Use technology to bring the United Nations closer to Member States:** platforms and social networks offer different alternatives to connect experts and practitioners. Videoconferences, chat rooms, e-learning spaces, among other alternatives, can strengthen the relationship between the United Nations and Member States. These tools can also facilitate the capacity-building process for States with budgetary restrictions.

Measures to ensure respect for human rights for all and the rule of law as the fundamental basis for the fight against terrorism

11. **Promote the respect of human rights in the military forces and law enforcement agencies:** during the recruitment and formation process for military forces and law enforcement agencies it is important to highlight respect of human rights. This is not only intended to combat terrorism, but also to guarantee the rule of law in the fight against all the criminal activities that affect societies.

12. **Highlight the successes of the fight against terrorism:** fighting against terrorism is a hard duty and, as such, its successes must be highlighted and celebrated. Presenting the troops and law enforcement agencies with the results achieved by other authorities, while combating terrorism, respecting human rights and the rule of law, might increase their morale and commitment in the fight against this threat.

13. **Give voice to the victims:** there have been cases, when fighting terrorism, where authorities have abused their power and affected the human rights of civilians. It could be useful to present these cases, giving a voice to the victims and telling their story, in order to make the military and law enforcement agents understand the impact and the responsibility they have in guaranteeing the rule of law.

Cuba

1. Cuba condemns terrorism in all its forms and manifestations, wherever, by whomever and against whomsoever committed, including those acts in which States are directly or indirectly involved. Acts of terrorism are unjustifiable, whatever the considerations or factors that may be invoked to justify them.

2. Our country maintains its unwavering commitment to the integrated implementation of all four pillars of the United Nations Global Counter-Terrorism Strategy. It was therefore actively involved in the fifth biennial review of the Global Strategy held by the General Assembly in June 2016.

3. Cuba is currently considering the recent proposal of the Secretary-General for the establishment of a new structure to address terrorism, which would involve, inter alia, setting up a new office of counter-terrorism within the framework of the United Nations.

4. In this regard, Cuba wishes to place on record the following preliminary considerations:

(a) We strongly support the collective efforts of the United Nations in the fight against terrorism. The United Nations Global Counter-Terrorism Strategy is a key instrument in the international campaign against this scourge. The General Assembly should continue to play a central role in that respect;

(b) The new structure should focus on more effective implementation of the United Nations Global Counter-Terrorism Strategy, without prejudice to the central implementing role of Member States;

(c) Clearly, the new structure must be based on full respect for the principles enshrined in the Charter of the United Nations and in international law, particularly respect for sovereign equality and non-interference and non-intervention in the internal affairs of States, and under no circumstances may it constitute a mechanism for the monitoring of States;

(d) The mandates of the new structure should facilitate implementation of the United Nations Global Counter-Terrorism Strategy and its four pillars in a balanced and comprehensive manner;

(e) Discussions on the establishment of the new structure must be transparent and inclusive and take place within the General Assembly. Decisions on this matter should be taken with the agreement of all Member States;

(f) The Secretary-General's Plan of Action to Prevent Violent Extremism is a valuable contribution that is complemented by, but can never be a substitute for, the United Nations Global Counter-Terrorism Strategy;

(g) The new structure should take due account of the fundamental importance of international cooperation to effectively prevent and combat terrorism in all its forms and manifestations.

Egypt

1. Egypt supports the idea of establishing a post of Under-Secretary-General as head of the proposed office of counter-terrorism. However, accepting the establishment of this post is directly linked to agreement on its mandate.

2. The mandate of the post should include a provision to ensure that the incumbent of this post will not interfere in any form in the domestic affairs of Member States, in particular in their efforts to counter terrorism, including through monitoring or instructing, and that he/she shall respect the principle of sovereignty and shall assist Member States only upon their request. This assurance should also be reflected explicitly in the resolution of the General Assembly establishing the post.

3. The Arab countries should be well represented in both the office of the new Under-Secretary-General and in the Counter-Terrorism Implementation Task Force through the regular budget.

4. It is important that the new Under-Secretary-General be included as a member of the Counter-Terrorism Committee Executive Directorate (CTED) to enable him/her to participate in taking decisions on issues of strategic consequence.

5. The structural reform of the Secretariat related to counter-terrorism should include eliminating or ending any sort of duplication or contradiction between the functions or activities being undertaken by the United Nations entities in charge of countering terrorism.

France

1. The United Nations currently plays a major role in many core counter-terrorism issues, including by:

(a) Creating international standards through Security Council resolutions (a significant number of Security Council resolutions have thus been adopted in recent years, particularly since the rise of Daesh in 2014);

(b) Conducting terrorism threat analysis, primarily led by the 1267 Committee Monitoring Team, which produces many high-quality reports;

(c) Evaluating the implementation of State obligations and identifying capacity-building needs, as a result of the work of the Counter-Terrorism Committee Executive Directorate (CTED);

(d) Providing capacity-building support for Member States by means of the Counter-Terrorism Implementation Task Force and the United Nations Counter-Terrorism Centre.

2. However, as the result of its exchanges with its main partners, Member States, United Nations entities, other international organizations and civil society, France has become aware that there now exists a shared perception that we can do more and, especially, that

we can do better. Faced with a continually evolving threat of terrorism, we must adapt our response. Three core functions that are not currently fulfilled in a satisfactory fashion by the United Nations are:

(a) The strategic focus necessary to develop the priorities and vision of the Secretary-General at the operational level, building on the expertise of the various entities of the United Nations system;

(b) The internal coordination necessary to ensure that all entities and agencies work together;

(c) The level of visibility and communication with regard to the outside world needed to strengthen the coherence of the United Nations response.

3. The proposal of the Secretary-General to establish an office of counter-terrorism headed by a high-level coordinator (Under-Secretary-General) would fully satisfy current needs and demands. The reorganization proposal submitted to the General Assembly on 22 February 2017 would not only ensure that the functions identified above were better performed, but also that the prevention of terrorism and radicalization was duly taken into account by all stakeholders.

4. France thus unambiguously supports this proposal and welcomes the transparent and inclusive consultation process undertaken by the Secretary-General and his team to date. We hope that the report of the Secretary-General in response to paragraph 70 of General Assembly resolution 70/291 will be submitted to the Member States as soon as possible, ideally by the end of March 2017. We stand ready to support the efforts of the Secretary-General and the President of the General Assembly to make this reform a success.

5. A more detailed joint contribution by the States members of the European Union, with which France fully aligns itself, will be sent to the Secretariat before the 9 March deadline.

India

1. Terrorism in all its forms and manifestations is one of the gravest and most complex challenges faced by Member States, both collectively and individually, in a long time. In today's day and age, terrorist networks use modern platforms, including social media and cyberspace, and exist in parallel worlds alongside us, threatening the very existence of humanity and our way of life in more ways than we can imagine. Almost all terrorist networks are sustained by transboundary networks for ideology, recruitment, propaganda, funding, arms, training and sanctuary. These organizations are not bound by the borders, norms, legal frameworks and bureaucracy that bind Member States and the United Nations at all levels. Therefore, no single nation alone can tackle this menace decisively. There is no stronger case for more multilateral action, more coordination and more cooperation on any matter among all stakeholders than terrorism.

2. In this regard, the creation of an office of counter-terrorism and the post of coordinator is a much awaited first step. It is important that it is set on a solid and strong foundation for achieving the goal of establishing a strong United Nations brand on counter-terrorism at the political, normative and operational levels; enhanced multilateral cooperation and honest exchanges between Member States in the multilateral format and norm setting and the sharing of best practices across regions and platforms for better coordination and collaboration in dealing with threats from transnational terrorist networks. It is crucial that the individual who occupies the proposed post of Under-Secretary-General

for counter-terrorism be able to take positions and speak on behalf of “all of the United Nations” and begin the critical task of building an “all United Nations” approach in dealing with the terrorist threat at the multilateral level, including:

(a) A certain convening power/authority/role on counter-terrorism matters with the different United Nations bodies, including not only General Assembly-mandated bodies, bodies of the Department of Political Affairs and the Economic and Social Council, but also bodies mandated by the Security Council, so as to be on the top of issues to be dealt with, and to set the counter-terrorism agenda on behalf of and in consultation with Member States;

(b) In addition to the cooperation with regional bodies like the Shanghai Cooperation Organization regional counter-terrorism structure, the Organization for Security and Cooperation in Europe (OSCE) and the African Union, which is envisaged, there should also be cooperation with crucial international organizations such as the Financial Action Task Force on Money Laundering and the International Monetary Fund (IMF), which work in the fields of terrorist financing and investigating funding of terrorist networks. Coordination with all such organizations should be strengthened to bring greater coherence and effectiveness in the United Nations response to the terrorist threat;

(c) Enhanced political and technical engagement with Member States so as to build strong relations in advancing their collective counter-terrorism agenda;

(d) To develop, and to be considered by all, as the United Nations voice on counter-terrorism issues, not merely one voice on counter-terrorism; this is especially important for building the United Nations narrative for the ordinary people at large.

3. India supports the proposal of the Secretary-General for the creation of an office of counter-terrorism in order to address the need to enhance coordination of United Nations counter-terrorism efforts. India will extend all possible support in bringing the proposal to its fruition.

Islamic Republic of Iran

1. The creation of the office of counter-terrorism and the new post of Under-Secretary-General to coordinate counter-terrorism related activities across the United Nations system can contribute to the enhancement of the Organization’s capacity as a whole and bring stronger coherence to the entire United Nations system. It can also expand the capacity of the United Nations to better address the root causes of terrorism and violent extremism. In this process, we also underline the significance of a sustainable approach to counter-terrorism by taking long-term policy directions and reinforcing the capacity of Member States to implement the United Nations Global Counter-Terrorism Strategy, particularly by focusing on preventive measures.

2. In the preamble of the Global Counter-Terrorism Strategy, there is a reaffirmation that the “international community should take the necessary steps to enhance cooperation to prevent and combat terrorism in a decisive, unified, coordinated, inclusive and transparent manner”. Transparency and inclusiveness are among the core principles that should be upheld and mainstreamed in all areas of United Nations counter-terrorism activities, including the United Nations Counter-Terrorism Centre and its Advisory Board. In our view, the Counter-Terrorism Centre is one of the main bodies, which needs to be well reformed in this process to reflect those main principles. Given the important role of the Centre in providing capacity-building projects to Member States, transparency and inclusiveness should be the main characteristics in dealing with sovereign Member States

apart from any irrelevant political or other considerations. The new structure should also improve in a way that encourages active engagement of all Member States in the activities of the Centre without distinction, paving the way for voluntary and other forms of support from a larger number of the general membership.

3. We are of the view that the Centre should be bound by United Nations rules and long-standing respected traditions. The Centre, at its inception, could have seen some exceptions in this regard, but after years of operation as part of the United Nations system, it needs to be enhanced to the level of other normative United Nations entities. Therefore, the members of its Advisory Board should be elected or appointed in a transparent process, after consultation with regional groups, and for a limited time period, with due regard to geographical distribution, ensuring the widest form of representation by the Member States. This would provide the basic requirements for equal opportunity for the entire membership in the active participation and effective engagement in its activities. This is something that we expect to see in the clear development of any draft proposal by the Secretariat. A detailed draft proposal to meet those conditions will bring about confidence in Member States and coherence in the ability of the United Nations system to deliver quality services with regard to the high objectives of the United Nations Global Counter-Terrorism Strategy, including capacity-building measures. While voluntary contributions play a key role in implementing counter-terrorism projects, any attempt to create an exclusive arbitrary decision-making apparatus within the United Nations is a clear deviation of the principles of the Charter of the United Nations.

4. For a balanced implementation of the Global Counter-Terrorism Strategy, guaranteeing the professionalism, impartiality and transparency of the proposed office of counter-terrorism in providing technical assistance, the following conditions seems to be inevitable: (a) funding for any new structure or office should be met through the regular budget, or at least a mix of regular budget and voluntary contributions; (b) extrabudgetary contributions are highly welcomed, but need to be limited to the provision of technical assistance only; (c), the General Assembly should allocate sufficient and sustainable funding from the regular budget for capacity-building to meet the needs of Member States, upon request, in an impartial, balanced and sustainable manner.

5. My delegation supports the ongoing process, based on the mandate of General Assembly resolution 70/291, and is ready to engage with other partners to find best viable ways to strengthen the counter-terrorism structure with a view to countering terrorism as the “global and unprecedented threat to international peace and security”.

Kenya

1. The adoption by Member States of the United Nations Global Counter-Terrorism Strategy in 2006 established horizontal cooperation and coordination structures within the United Nations, in particular through the Counter-Terrorism Implementation Task Force. During the review of the Global Counter-Terrorism Strategy at its tenth anniversary in 2016, Member States noted that, due to many challenges, the United Nations system response to counter terrorism was not functioning optimally in terms of coherence and coordination. They called for measures to improve this response, as captured in paragraph 70 of General Assembly resolution 70/291.

2. This paper reaffirms Kenya’s commitment to the implementation of the United Nations Global Counter-Terrorism Strategy, including its four pillars, in a balanced manner and expresses its solidarity with the call by Member States for more coherence and coordination of global efforts against terrorism. We believe that the leadership of the

United Nations is crucial in fostering inter-organizational cooperation within and between nations and regions in the fight against terrorism. The United Nations provides a unique framework for understanding and comprehending the complexity of the ever-evolving transnational threat posed by terrorism to international peace and security. This calls for a United Nations system with the necessary horizontal cooperation networks and capacity to manage the many intertwined inter-organizational challenges. At a minimum, this entails a strong, unified leadership of United Nations efforts in addressing the transnational menace.

3. Terrorism is a networked transnational threat. Kenya, from its own experience, believes that the United Nations system should embrace a truly comprehensive network approach to decimate the threat.

On coordination and coherence

4. There have been persistent concerns on how to optimally coordinate the over 30 United Nations entities with unique primary mandates and funding mechanisms in the fight against terrorism. Studies have shown that coordination problems generally occur when two or more agencies share the same policy responsibilities for a common set of problems. In addition, competition over the control of policy can lead to conflict among agencies and the development of parallel/duplicitous, redundant and costly systems. Furthermore, agencies in a shared policy space can become rivals when they seek funding from the same limited sources.

5. While it has been noted that coordination problems inhibit the overall effectiveness of agencies to respond to a problem, solutions can be realized through cooperative policymaking. This is what the Counter-Terrorism Implementation Task Force has been doing over the last 10 years, as attested in the report of the Secretary-General. The report calls for an “All of United Nations” collective approach to systematically implementing the Global Counter-Terrorism Strategy as well as measures to implement the Secretary-General’s Plan of Action to Prevent Violent Extremism.

6. Kenya, from its own experience, believes that the following options will further enhance the coherence and coordination of the United Nations system in counter-terrorism activities, including its efforts to assist Member States to implement the Global Counter-Terrorism Strategy in a balanced manner:

(a) We support the Secretary-General’s proposal to create a dedicated office of counter-terrorism headed by an Under-Secretary-General, accountable to the General Assembly. The office will provide unified leadership to the 38 entities of the Counter-Terrorism Implementation Task Force and will reduce their ability to compete over policy space given their different mandates. It will provide an avenue for various United Nations entities to recognize their shared interests and objectives in counter-terrorism through an open exchange of information among them;

(b) The evolving nature of terrorism as a transnational threat that exploits globalization and advances, through the use of modern communications and transportation technology, to recruit, fundraise and finance itself through credible trading enterprises, calls on the United Nations system to respond in a unified manner. It calls on the United Nations system to invest its resources efficiently by encouraging its entities to invest more in dual-purpose initiatives, such as dual-use information systems, joint training and data repositories on best practices against the evolving threat;

(c) The need for the United Nations system to expand its policy focus to include long-term planning and the establishment of durable linkages and international cooperation

with regional and subregional entities, other international organizations, academia and civil society to promote cooperative regimes against terrorism in all its forms. Sustainable ways of mobilizing resources and capacity-building for Member States will be achieved through such cooperative regimes with leadership by the United Nations. However, all such initiatives must be nationally owned, regionally anchored and internationally supported;

(d) The activities of the office of counter-terrorism must be coherent in carried out in an inclusive manner, including the overarching United Nations goals on peace and security, development and human rights. It must align its vision and activities with the 2030 Agenda on Sustainable Development, particularly Goal 16 of the 2030 Agenda regarding peace, justice and effective, accountable and inclusive institutions, as well as an emphasis on prevention strategies in counter-terrorism.

Liechtenstein

1. Liechtenstein thanks the Secretary-General for the transparent and inclusive consultative process launched on the basis of paragraph 70 of General Assembly resolution [70/291](#) and, in this regard, welcomes his proposal to create a new office for counter-terrorism. Liechtenstein attaches high importance to having adequate Secretariat structures in place to allow for the comprehensive and balanced implementation of the United Nations Global Counter-Terrorism Strategy and for improved promotion of the prevention of violent extremism in accordance with the relevant Plan of Action. With respect to the Secretary-General's proposal, Liechtenstein would like to submit the following comments.

2. The Secretary-General has put prevention at the top of his political agenda and enjoys broad support on the part of the United Nations membership in that regard. Liechtenstein welcomes the fact that the Secretary-General proposes to firmly embed the prevention of violent extremism among the core responsibilities of the new office for counter-terrorism. The prevention of violent extremism agenda is a key component of a comprehensive approach to counter-terrorism, which should be reflected in all aspects of work of the new office, including in the terms of reference of the leadership structure, through the allocation of dedicated staff, in the office's reporting as well as in the allocation of funding to operational activities. Increasing the share of the regular budget in the overall budget of the new office could assist this process. Strengthening the prevention of violent extremism agenda within the United Nations system is soundly based on other key commitments and obligations of Member States, including in the areas of sustainable development and human rights, and will contribute to their realization.

3. Creating a new office for counter-terrorism is an opportunity to put human rights at the forefront of the United Nations response to international terrorism and to ensure a more balanced implementation of the Global Counter-Terrorism Strategy across its four pillars. The United Nations system must speak with one voice on the need to respect fundamental rights and freedoms while countering terrorism. The new office, its leadership and staff, should lead by example on this issue, also with respect to other United Nations counter-terrorism activities. To that effect, the leadership and staff of the new office should build on and benefit from existing expertise within the United Nations system and establish effective forms of cooperation with relevant stakeholders from civil society, in particular those representing youth, women, victims, religions and academia. In the area of capacity-building, effective cooperation with other United Nations actors, including with those also responsible for counter-terrorism activities, should be sought to the extent possible.

4. The new office will also have a particular responsibility in contributing to the efforts of the United Nations system to implement the 2030 Agenda for Sustainable Development. While the Global Counter-Terrorism Strategy as a whole can make a substantive contribution to achieving the Sustainable Development Goals and commitments, pillars I and IV are of particular importance in this regard. The new office should be fully committed to promoting their implementation as a matter of priority and to providing stronger financial support for activities under these pillars, with a view to arriving at a better overall balance in the funding of activities under the Global Strategy.

5. Liechtenstein looks forward to the report of the Secretary-General to be submitted on the basis of his consultations and stands ready to engage constructively in the upcoming discussions.

Morocco

1. Morocco welcomes the holding of an informal meeting on 22 February 2017, at the request of the Secretary-General, to consult Member States on strengthening the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy in a balanced manner, in accordance with General Assembly resolution [70/291](#).

2. It welcomes the seriousness, good will and commitment of the Secretary-General in providing new impetus to the United Nations counter-terrorism architecture, only one month after assuming his duties, and his focus on working closely in consultation with Member States on such an important and sensitive issue that concerns all Member States.

3. The fifth review of the United Nations Global Counter-Terrorism Strategy noted the existence of anomalies, incoherence, redundancy and duplication in the counter-terrorism work of the United Nations. Hence, at the conclusion of the review, the General Assembly adopted resolution [70/291](#), in which it called for reinvigorating the capability of the United Nations system to assist Member States in implementing the Global Counter-Terrorism Strategy in a balanced manner. The objective is to increase synergies and coherence and to reduce overlap and fragmentation in the work of the United Nations in this area.

4. Morocco expresses its strong support for the relevant proposal of the Secretary-General to establish an office of counter-terrorism that would be headed by an Under-Secretary-General.

5. Given that terrorism poses an ongoing global threat, it is imperative to break with the piecemeal approach, which has shown its limitations, and to work towards a new approach that is holistic, comprehensive and proactive. The latter can succeed only if its implementation is entrusted to a senior official on a full-time basis, within the framework of an integrated structure that is capable of meeting the challenge of countering terrorism in all its dimensions.

6. The future Under-Secretary-General should have a thorough understanding of the complexity of the various facets of terrorism and of the regions that are greatly affected by terrorism and, in particular, be able to establish direct contacts with Member States in a spirit of cooperation, understanding and exchange of experience, far from any interference in the internal affairs of Member States and with respect for their sovereignty and territorial integrity, in accordance with the principles of the Charter of the United Nations.

7. Terrorism threatens the whole of humanity, its values and its civilization. The office of counter-terrorism should therefore not depend on voluntary contributions. Its funding

must be a part of the regular budget in order to avoid any adverse effects on staff performance and on the implementation of United Nations programmes and activities.

8. The future senior United Nations counter-terrorism official will also need to pay special attention to the prevention of violent extremism, as part of a comprehensive vision to counter terrorism and violent extremism.

9. That official must be supported by civil servants who are experts on the issues of terrorism and violent extremism. Hence, it will be important to ensure equitable representation in the new office. It should be noted that Moroccan experts have in-depth and proven knowledge in this area.

10. As part of its counter-terrorism strategy, Morocco has adopted an approach based on bilateral cooperation, regional and subregional coordination and multilateral engagement, both within the United Nations and within the framework of international initiatives and forums.

11. It has put in place a national strategy to combat terrorism and violent extremism, based on prevention and action, consistent with the provisions of the four pillars of the United Nations Global Counter-Terrorism Strategy. The Moroccan strategy has incorporated a component that works both to suppress, through the mobilization of security and justice services, as well as prevent, through the adoption of political, economic, social, cultural, educational and religious reforms. The reform of the religious sector, in particular through the training of young male and female preachers in the precepts of Islam, is based on the values of dialogue, tolerance, moderation, coexistence and respect for others, which are enshrined in Islam. Similarly, there is also a programme for the deradicalization, rehabilitation and integration of foreign terrorist fighters.

12. Morocco is ready to work with the United Nations, through bilateral and triangular arrangements, in order to provide the necessary assistance and to share its experience and expertise with States upon request.

13. The importance of the centrality of the United Nations in the fight against terrorism should not come at the expense of an open and proactive approach by the new Under-Secretary-General towards initiatives and forums that have demonstrated their serious commitment to the fight against terrorism over the years. Such is the case with the Global Counterterrorism Forum, which is co-chaired by Morocco and the Netherlands.

14. During the seventh ministerial meeting of the Forum, held in September 2016 in New York, the Director of the Counter-Terrorism Implementation Task Force and the Executive Director of the Counter-Terrorism Committee Executive Directorate (CTED) were invited to participate in the meeting. The objective was to involve the United Nations in the work of the Forum.

15. Finally, Morocco will spare no effort to ensure the success of this endeavour by the Secretary-General and will send its proposals at a subsequent date, as requested, in order to enrich the new United Nations counter-terrorism architecture.

New Zealand

1. The Government of New Zealand welcomes the initiative of the Secretary-General to implement the request of the General Assembly as contained in paragraph 70 of its resolution [70/291](#) and supports his proposal to establish a dedicated office of counter-terrorism, as described in his letter of 3 February 2017.

2. While New Zealand values the work the United Nations does on counter-terrorism, we think improvements could be made to make it more effective. We see the establishment of the office of counter-terrorism and the position of Under-Secretary-General as a first step towards more effective implementation of the United Nations Global Counter-Terrorism Strategy.

3. We stress that the mandate of the office of counter-terrorism and the Under-Secretary-General should be focused on the balanced implementation of all four pillars of the Global Counter-Terrorism Strategy, including the prevention of violent extremism.

4. The key aspects of the office and the role of the Under-Secretary-General should be to:

(a) Improve coherence and coordination both within the United Nations and with external actors, including the Global Counterterrorism Forum and civil society. The Under-Secretary-General should be the clear United Nations focal point and spokesperson for engagement on counter-terrorism and prevention of violent extremism;

(b) Provide leadership on policy development and strategic communications;

(c) Enhance the United Nations capacity-building role, especially in relation to small States.

5. New Zealand supports the Secretary-General's Plan of Action to Prevent Violent Extremism and has continually stressed the importance of both prevention and the promotion of human rights. It will be important that a highly qualified individual be appointed into the position of Under-Secretary-General role, with experience across all four pillars of the Global Counter-Terrorism Strategy.

6. While, as set out in the Secretary-General's proposal, there would be no supervisory role of the Counter-Terrorism Committee Executive Directorate (CTED), further cooperation and information sharing with the office of counter-terrorism should be encouraged to avoid duplication.

7. As the Secretary-General has stressed, the role should not involve any supervision or monitoring of Member States but instead build a new partnership with them in both countering terrorism and preventing violent extremism.

Nigeria

1. Nigeria believes that the proposed office of counter-terrorism, headed by an Under-Secretary-General, with a direct reporting line to the Secretary-General, would give the United Nations more coherence and provide for better strategic leadership in internal and external communication in the fight against terrorism.

2. Nigeria also believes that the United Nations Counter-Terrorism Centre should be encouraged to continue to provide support to Member States in terms of capacity-building as well as liaising with them in the development and implementation of various programmes for rehabilitation and reintegration of victims of violent extremism, internally displaced persons and refugees.

Norway

1. The spread of radicalization and returning foreign terrorist fighters is a matter of serious concern, not only in the Middle East region, but also on a global scale. Threats from non-State actors in the form of terrorism and violent extremism are growing and

converging. The nature of conflict is becoming increasingly complex. We must prevent terrorism and violent extremism in all its forms.

2. Norway noted, with great interest, the Secretary-General's remarks to the Security Council open debate on conflicts in Europe on 21 February 2017, highlighting that, within Europe, there are serious unresolved, protracted conflicts, while new threats and challenges are emerging. Populism, nationalism, xenophobia and violent extremism are both causes and effects of conflict. More than ever, we need an effective, cohesive and adaptable United Nations that is equipped to tackle the new security challenges.

3. Norway supports the proposal for a strategic coordinator for counter-terrorism activities and countering violent extremism. The strategic coordinator should be appointed at the Under-Secretary-General level. Ideally, the architecture of the office and the work of the Under-Secretary-General should cover both counter-terrorism activities and the prevention of violent extremism in order to bring greater coherence and a high-level focus to these interrelated issues.

4. The mandate of the Under-Secretary-General should be clear, non-duplicative and contain a strong reference to the prevention of violent extremism agenda — reinforced by encouraging a holistic whole-of-society approach.

5. One key qualification for the position of Under-Secretary-General should be that she or he has experience in both development and security as well as the ability to work inclusively and cooperating effectively with a range of stakeholders, including civil society actors.

6. We would also welcome the appointment of a strategic coordinator/Under-Secretary-General with a proven record that is consistent with the values outlined in the United Nations Global Counter-Terrorism Strategy (2006) and the Secretary-General's Plan of Action to Prevent Violent Extremism (2016).

7. The responsibilities of the Under-Secretary-General should reflect an appropriate balance across all four pillars of the United Nations Global Counter-Terrorism Strategy.

8. The office of the Under-Secretary-General must collaborate and interact with civil society and other non-governmental stakeholders in order to be effective. It should also engage with actors on the ground and serve as a clearinghouse of information between relevant entities, including those in the field.

9. Moreover, it is crucial that the strategic coordinator/Under-Secretary-General draw upon the expertise that the United Nations has on a wide variety of issues, as well as streamline and coordinate core activities related to conflict prevention, development, education and other fields considered essential for countering terrorism and preventing violent extremism.

10. The appointment would further improve the ability of the United Nations system ability to implement all four pillars of its Global Counter-Terrorism Strategy in a cohesive and coordinated manner, thereby enhancing its ability to pool and mobilize resource and support from Member States.

11. Once again, we would like to thank the Secretary-General for his commitment to improving the ability of the United Nations to counter terrorism and violent extremism. We look forward to working with you and Member States to implement your vision in the most appropriate way.

Pakistan

1. Pakistan welcomes the efforts to review the existing counter-terrorism architecture, pursuant to General Assembly resolution [70/291](#).
2. In paragraph 70 of its resolution [70/291](#), the General Assembly called on the Secretary-General “to review, in consultation with the General Assembly, the capability of the United Nations system to assist Member States, upon their request, in implementing the Strategy in a balanced manner, including by strengthening cooperation with other international and regional organizations and improving the mobilization of resources necessary for capacity-building projects”. This paragraph clearly provides the ambit of review and reform of the counter-terrorism architecture.
3. In addition, in the same paragraph of resolution [70/291](#), the General Assembly, while requesting the Secretary-General to carry out a review, also requested him to “provide concrete suggestions to the Assembly” for its consideration.
4. In this regard, review of the capability of the United Nations system should include an assessment of its strengths and weaknesses, including details regarding the nature of, and gaps in, existing funding of the United Nations in assisting Member States in implementation of the United Nations Global Counter-Terrorism Strategy. Furthermore, we request the Secretary-General to reflect in his report the percentage of funds available for capacity-building from budgetary and extrabudgetary resources, as well as the percentage of earmarked and non-earmarked funds.
5. The creation of a new structure/office for enhancing the capability of the United Nations ability to assist Member States, upon their request, in implementing the Global Counter-Terrorism Strategy is inextricably linked to its mandate and capability. Our priorities for mandate are clearly outlined in this submission. Also included are our views on adequate staffing and resources from the regular budget, which are important determinants of the capability of a new structure to carry out its mandate in an effective, balanced and sustained manner.

Mandate

6. In the preambular section of resolution [70/291](#), the General Assembly stated that, “terrorism and violent extremism as and when conducive to terrorism cannot and should not be associated with any religion, nationality, civilization or ethnic group”. It is imperative that the United Nations not only uphold this principle but also discourage any effort to the contrary.
7. The General Assembly, in paragraph 6 of resolution [70/291](#), clearly assigns the primary responsibility of implementing the Global Counter-Terrorism Strategy to the Member States. Therefore, the main role of any United Nations structure created to assist Member States in implementation of that Strategy must focus on enhancing the Organization’s capability, coordination and coherence to effectively address the needs of Member States upon their request.
8. Any newly created structure/office must not seek to monitor or assess Member States’ implementation of the Global Counter-Terrorism Strategy, as the same remains within the purview of respective Member States.
9. The principle of non-interference in the internal affairs of States, as contained in Article 2(7) of the Charter of the United Nations, must be fully respected. It is imperative that any new structure should not be used to establish new norms.

10. The separation of mandates of the General Assembly and the Security Council should be clear and unambiguous.

11. We believe that without addressing the underlying and root causes of terrorism, we will only be fighting its symptoms. We have always advocated that protracted unresolved conflicts, the unlawful use of force, aggression, foreign occupation, denial of the right to self-determination and political and economic injustice, as well as political marginalization and alienation contribute to the spread of terrorism. Therefore, it is important not to delink terrorism from its political context.

12. We consider it important to maintain close interface of a stand-alone structure/office of counter-terrorism with the Department of Political Affairs, and to ensure that its views are heard in high-level decision-making processes of the United Nations.

13. The mandate and capability of any new structure/office of counter-terrorism must reflect the need for balanced implementation of the Global Counter-Terrorism Strategy, without prioritizing one pillar over the other.

14. No funds of the United Nations Global Counter-Terrorism Centre should be used to pay for any of the costs attached to the creation of a new structure/office of counter-terrorism and the Centre's funds should be dedicated to its projects. The structure and role of the Advisory Board of the United Nations Global Counter-Terrorism Centre should also be maintained.

Capability

15. We take note of the proposal of the Secretary-General to create an office of counter-terrorism and, consistent with the request made by Member States in paragraph 70 of General Assembly resolution 70/291, believe that various options could be provided for their consideration, including, in particular, variations of his preliminary proposal, based on proper/adequate staffing requirements of a stand-alone office of counter-terrorism.

16. We believe that any structure created for effective coordination and coherence of the counter-terrorism-related work of United Nations bodies must have the requisite wherewithal, both in terms of human and financial resources, to assist Member States in implementing the Global Strategy in a balanced and sustained manner.

17. Pakistan, therefore, requests the Secretary-General to provide different versions of his proposal for effective functioning of a stand-alone office of counter-terrorism, in particular its ability to carry out its mandate across the four pillars of the Strategy.

18. It is essential to ensure autonomy, impartiality, predictability and sustainability of any new structure/office of counter-terrorism. In this regard, it is important that funding for any new structure or office should be met by the regular budget and that extrabudgetary contributions should be limited to the provision of technical assistance.

19. However, to ensure that any new structure/office of counter-terrorism has the capability to assist Member States in an impartial, balanced and sustained manner, it is imperative to allocate sufficient and sustainable funding from the regular budget for the capacity-building needs of Member States, upon their request.

20. Pakistan therefore requests the Secretary-General to propose how, and to what extent, resources and funds can be generated from the regular budget of the United Nations for meeting the capacity-building needs of the Member States, upon their request.

Peru

1. States should adopt a joint comprehensive strategic vision for combating terrorism. The practical implementation of the strategic vision at the national, regional and international levels should be based on the United Nations Global Counter-Terrorism Strategy and respect for international law and international humanitarian law and should enjoy strong support from the United Nations system.
2. The office of counter-terrorism, headed by an Under-Secretary-General reporting directly to the Secretary-General, should make the actions of the system more visible, effective, coherent and coordinated, in particular between the Counter-Terrorism Implementation Task Force and the Counter-Terrorism Centre.
3. The work of the prevention of violent extremism unit should reflect the mandate covered by the first pillar of the Global Counter-Terrorism Strategy, which concerns the important matter of addressing the conditions conducive to the spread of terrorism, such as hate speech and the recruitment of foreign terrorist fighters.
4. The activities of the combating terrorism unit should reflect the objective of the second pillar by focusing on addressing the various aspects and manifestations of the threat, such as the misuse of civil society organizations to promote and disseminate terrorist ideologies for the purposes of recruiting followers, obtaining funds or even justifying the actions of terrorist entities and their leaders.
5. The human rights, rule of law and cross-cutting issues unit should deal with the issues covered by the fourth pillar of the Strategy and also provide care for victims of terrorist attacks.
6. The office of counter-terrorism should maintain the balance between the four pillars of the Strategy as a matter of crucial importance. In that connection, there should be greater emphasis on prevention and building the capacity of States, in line with the third pillar of the Strategy, which underscores the role of international cooperation and the exchange of experiences and information.

The Philippines

1. The Philippines concurs with the following elements of General Assembly resolution [70/291](#):
 - (a) Strong and unequivocal condemnation of terrorism in all its forms and manifestations, committed by whomever, wherever and for whatever purposes;
 - (b) Significance of a sustained and comprehensive approach, including through stronger efforts, where necessary, to address conditions conducive to the spread of terrorism, bearing in mind that terrorism will not be defeated by military force, law enforcement measures and intelligence operations alone;
 - (c) Engaging relevant local communities and non-governmental actors, highlighting the role of women in countering terrorism and violent extremism and involving the youth in the promotion of a culture of peace;
 - (d) Denying terrorist groups safe haven, freedom of operations movement and recruitment, and cooperating to exchange information in preventing foreign terrorist fighters from crossing borders.
2. The following are the programmes and initiatives of the Philippine National Police in preventing terrorism:

(a) Target hardening: this uses the synergy of partnerships involving the community, police, local government leaders and all other concerned sectors in preventing terrorist attacks from happening or minimizing impact;

(b) Law enforcement: this pertains to the arrest of persons involved in terrorist attacks such as the case of the bombing of the Davao Roxas night market on 2 September 2016 and the case of the improvised explosive device found near the United States Embassy on 28 November 2016;

(c) Countering violent extremism: this includes the issuance of media posts, the posting of bomb threat awareness/explosive company (EC) materials alerts, counter-radicalization and deradicalization activities and techniques on countering the use of social media by terrorists;

(d) Intelligence fusion: this includes the attendance by representatives of the law enforcement agency at meetings with the International Police (Interpol) and participation in the Counter-Terrorism Leaders' Forum, among others;

(e) Crisis management: the Philippine National Police has issued three memorandums pertaining to crisis management, including: (i) Memorandum Circular No. 2016-035, "Task Force Manila Shield"; (ii) Memorandum Circular 2016-059, "Police Operational Procedure on the Conduct of Condition Situation Response System";

(f) Border control: this pertains to the capacity of the security forces to patrol and control and maritime borders.

3. On pillar I (Address conditions conducive to the spread of terrorism), the Philippines, through Republic Act No. 10697 or the "Strategic Trade Management Act", seeks to ensure that the country is free from weapons of mass destruction. Effective measures are in place to establish domestic controls to prevent their proliferation.

4. The countering violent extremism activities conducted by the Philippine National Police reflect the thrust of pillar 2 (Preventing and combating terrorism). The Salaam Police Centre of the Directorate for Police Community Relations conducted a total of 60 counter-radicalization and deradicalization activities nationwide through community dialogues, peace forums, Islamic symposia, interfaith rallies, the signing of peace covenants, the settlement of clan wars or "Rido" settlements, and the distribution of information materials to different areas nationwide. These activities were designed to strengthen the Philippine National Police personnel as well as to bolster the Muslim community's knowledge and understanding on how to effectively address terrorism issues.

5. The Philippines respectfully recommends the following:

(a) More effective means of preventing terrorists from acquiring weapons of mass destruction, means of delivery and related materials;

(b) It is the principal responsibility of Member States to implement the United Nations Global Counter-Terrorism Strategy, while encouraging the further elaboration and development of national, subregional and regional plans, as appropriate, to support the Strategy's implementation;

(c) Capacity-building programmes and initiatives aligned with pillar 3 (Building the capacity of States and strengthening the role of the United Nations), specifically for law enforcement, policymakers and practitioners. Enhanced dialogue among stakeholders with a view to placing national perspectives at the centre of capacity-building measures is also suggested;

(d) As an input to pillar 4 (Ensuring respect for human rights and compliance with the rule of law), it is recommended that support and assistance be provided to victims of terrorism through financial, medical and psychosocial support, and through the criminal justice process.

Russian Federation

1. The Russian delegation welcomes the initiative of the Secretary-General, in his letter of 3 February 2017, to reach out to the Member States on the issue of establishment of an office of counter-terrorism and other related institutional arrangements.

2. We support the intention of the Secretary-General, as voiced at the informal meeting of the General Assembly on 22 February 2017, to issue the report requested by the Assembly in paragraph 70 of resolution 70/291 as soon as possible prior to the date set by the Assembly.

3. We also believe that the issue of institutional arrangements proposed by the Secretary-General, by nature and importance, deserve the special attention of the General Assembly. Therefore the Russian delegation's preference is to thoroughly and expeditiously address the proposals by the Secretary-General in this respect, including by the taking of a relevant decision by Assembly (with prior engagement of the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee, as appropriate).

4. In case additional elements arise with respect to 70 of resolution 70/291 related to capability of the United Nations to support Member States in implementing the Global Counter-Terrorism Strategy, it would be practicable to detach those from the issue of institutional arrangements.

5. As for the substance of the matter, the letter of the Secretary-General of 3 February 2017 is, in our view, a solid basis for the upcoming report.

6. We would be ready to support the idea of establishing the office of counter-terrorism headed by an Under-Secretary-General, who would coordinate counter-terrorism-related activities across the United Nations system and report to the General Assembly through Secretary-General. The following elements are essential in this regard.

7. The arrangements, as presented by the Secretary-General, are rightly directed at improving the efficiency of United Nations counter-terrorism efforts without changing the different mandates in the field of counter-terrorism. We encourage improvement of the coordination between the bodies mandated by the Security Council and by the General Assembly, which may be effectively achieved within working groups and the 38 entities, including the Counter-Terrorism Committee Executive Directorate (CTED) and the ISIL/"Al-Qaida" Monitoring Team, participating in the Counter-Terrorism Implementation Task Force to be chaired by the new Under-Secretary-General.

8. Our principled position is that the new office should duly prioritize, in a systematic and full manner, the thematic areas of counter-terrorism, for instance, those of curbing the activities of foreign terrorist fighters and preventing the spread of terrorist ideology, including through the use of information and communications technologies (ICTs). This work should be done in the way consistent with the Global Counter-Terrorism Strategy and its subsequent reviews. We are encouraged by the assurances of the Secretary-General that the four pillars of the Strategy would be given equal and balanced consideration by the office of counter-terrorism.

9. That is also relevant to the concept of “preventing violent extremism as and when conducive to terrorism”, which has been given increased attention recently. It should be taken into account that the response of Member States to the Plan of Action to Prevent Violent Extremism advanced by the former Secretary-General was not unequivocal. The Plan of Action was neither endorsed nor welcomed by the General Assembly. The preventing violent extremism agenda is, in any event, complementary to the preventive pillar of the Global Counter-Terrorism Strategy and subordinate to the broader counter-terrorism context, and is not a separate independent topic. The outline set by the Secretary-General in his letter of 3 February 2017 points to the right direction in this regard, including the intention to keep the preventing violent extremism agenda within the framework of the Global Counter-Terrorism Strategy and to ensure its “added value” in terms of counter-terrorism goals.

10. We also fully share the Secretary-General’s conviction that the new office shall not impinge upon national sovereignty. Any activities of the office and the new Under-Secretary-General should be in support of and upon the request of Member States, who have the primary responsibility for the implementation of the Global Strategy.

11. The Russian delegation is looking forward to the report of the Secretary-General in anticipation that it would be drafted in the same balanced manner as the concept presented in his letter of 3 February.

Switzerland

1. Switzerland thanks the Secretary-General for his proposal to reinforce the efforts of the Organization and support States with the comprehensive, coherent and effective implementation of the United Nations Global Counter-Terrorism Strategy. Switzerland considers this proposal as a necessary first step.

2. Switzerland fully supports the establishment of a new entity, which we suggest calling the “office for the implementation of the Global Counter-Terrorism Strategy” (hereinafter “the office”). The office would be headed by an Under-Secretary-General possessing, either individually or by virtue of his/her team, expertise in matters relating not only to security, but also to peace, development, international law, particularly to human rights and international humanitarian law, and the rule of law. The expertise mentioned above should be fully taken into account when organizing this new office.

3. The office should strive to guarantee the comprehensive and balanced implementation of the four pillars of the Strategy, but also to ensure linkages with different global agendas concerning prevention, human rights and the promotion and maintenance of peace.

4. In accordance with the principle of delivering as one, Switzerland supports strengthening cooperation among all the United Nations entities, including Headquarters and United Nations country teams, that are involved in the implementation of the Strategy. Furthermore, Switzerland also calls for close cooperation between the Office and the Counter-Terrorism Committee Executive Directorate (CTED), in order to better utilize existing synergies and avoid duplication of efforts.

5. Switzerland emphasizes the role of civil society and of the communities affected by violent extremism and terrorism, not only as recipients, but also as actors in the implementation of the Strategy. Switzerland also attaches great importance to cooperation between the office and multilateral international or regional actors, such as the Global Counterterrorism Forum and the Global Community Engagement and Resilience Fund.

6. Switzerland is of the view that the new Under-Secretary-General should endeavour to consider the issue of sustainable financing for the office and clarify the existing structures and processes to ensure that the United Nations is fully able to support States in their efforts to implement the Strategy.

7. Switzerland reiterates its full support for that proposal and considers that having a short General Assembly resolution to endorse the proposal of the Secretary-General would be an appropriate measure. Switzerland stands ready to provide any further information.

Syrian Arab Republic

1. My Government welcomes the proposal of the Secretary-General, which reflects his belief that counter-terrorism must be treated as a matter of utmost priority at this juncture. Terrorism is the greatest threat to international peace and security, and hinders national development plans and the 2030 Agenda for Sustainable Development adopted by the Organization.

2. The proposal would make counter-terrorism one of the highest priorities of the United Nations. Doing so would mark a paradigm shift in how that global threat is addressed, and would be in keeping with the call that the Syrian Arab Republic has been making for decades. This paradigm shift is now imperative in view of the terrorism directed against the Syrian Arab Republic and other countries, which, unfortunately, is sponsored, funded and facilitated by the Governments of Member States.

3. The proposed office for counter-terrorism will not be effectively and genuinely independent unless it is protected from the political considerations and agendas of the Governments of certain Member States and their efforts to politicize its work or impose a working method that hinders it from achieving its objectives.

4. Accordingly, the proposed office should, from the very outset, be funded through the United Nations regular budget under the collective oversight of the General Assembly, in order to protect it from the political and financial pressure exerted by the Governments of certain Member States. The United Nations Counter-Terrorism Centre will remain an affront to collective action within the framework of the United Nations. It is inconceivable that this Centre should be funded in the amount of more than \$100 million by the Government of Saudi Arabia even as that same Government violates Security Council resolutions concerning counter-terrorism by giving billions of dollars in funding to armed terrorist groups in the Syrian Arab Republic. It is also spending hundreds of millions of dollars on religious centres around the world to spread extremist Wahhabi ideology that promotes hatred of other religions and calls for death and destruction. Those centres recruit hundreds of young people and send them to the Syrian Arab Republic and Iraq as foreign terrorist fighters to join the ranks of Islamic State in Iraq and the Levant (ISIL), the Nusrah Front and terrorist groups associated with them.

5. In that regard, my Government trusts and hopes that the new Under-Secretary-General who will head the office of counter-terrorism will be appointed according to specific standards and considerations, including the neutrality, competence and integrity of the candidate for the post. The candidate should also be a national of a country the Government of which abides by the principles of the Charter of the United Nations and the Organization's working methods, particularly with regard to the equality of Member States in sovereignty and rights, and someone who rejects double standards and remains aloof to political and financial pressure, considerations and polarization. Above all, the candidate must be committed to the pillars of the United Nations Global Counter-Terrorism Strategy and the relevant Security Council resolutions.

6. While my Government encourages the Secretary-General to use the powers vested in him by the Charter in order to take the necessary measures to combat terrorism effectively, it believes that eradicating terrorism must begin with the consolidation of international efforts in that regard and genuine political will on the part of the Governments of all Member States to eliminate terrorism. It should be clear to the Secretary-General that the Governments of certain Member States continue to violate the Charter and refuse to abide by the Security Council resolutions concerning counter-terrorism, some of which were adopted under Chapter VII of the Charter. I should like to recall, for example, resolution Security Council resolution [2253 \(2015\)](#), the second paragraph of which sets forth a number of obligations for Member States, including ensuring that funding is not made available to ISIL, Al-Qaida and associated individuals, groups and entities; preventing the supply of weapons to them; and preventing their entry into or transit through the territories of these States. However, the Governments of certain Member States, particularly Saudi Arabia, Qatar and Turkey, continue to violate the aforementioned resolution and to employ terrorist groups within and outside Syrian territory. Those States also continue to use terrorism as a political and military tool to achieve specific agendas, a policy that has led to an increase in the number and variety of terrorist attacks throughout the world, and they continue to threaten international peace and security.

7. My Government is of the view that abiding by and applying the following principles will guarantee the success of the Secretary-General's proposal to create a United Nations office of counter-terrorism:

(a) There must be a commitment to the principles and provisions of the Charter and the rules of procedure for the distribution of powers and mandates within the framework of the United Nations and its various bodies, especially with regard to the Security Council's mandate to maintain international peace and security;

(b) Due importance must be given to implementing the relevant Security Council resolutions in a serious and transparent manner, including by: conducting a comprehensive review of the work and reports of various departments, teams and bodies involved in counter-terrorism; ensuring that they develop recommendations and conclusions that are realistic, defined and not overly technical; regulating the diversity and complexity of the mandate holders, departments and teams working on counter-terrorism; and controlling unproductive expenditure in these areas;

(c) Above all, it must be acknowledged that combating terrorism through international collective action means that the political will and commitment of all Member States must be marshalled in support of this objective, and that Member States must refrain from any action that violates the relevant Security Council resolutions and eschew the use of terrorism as a political and military tool to interfere in the internal affairs of Member States and to undermine their security, stability and legitimate Governments;

(d) It is necessary to identify the aim and genuine intentions behind the regular use of the term "violent extremism" in conjunction with the term "terrorism", particularly given that the international community has not yet been able to agree on a specific definition of terrorism, which the Governments of Member States are using as a political weapon. My Government believes that violent extremism is linked to terrorism and that the former is both a root cause and a product of the latter. Accordingly, the priorities must continue to be defining terrorism and identifying ways to combat it. There is no such thing as "non-violent extremism"; any extremism paves the way for hatred, violence and terror!

8. The challenges facing the international community in the fight against terrorism are great and fraught with danger. The problem of foreign terrorist fighters, tens of thousands of whom have been recruited and brought to my country from over 101 Member States of this international organization according to United Nations reports, alone warrants a serious examination of the extent to which the Governments of certain Member States of this Organization abide by their counter-terrorism obligations.

9. The incitement to hatred, extremism and violence, and the recruitment of terrorists and the directives to terrorist cells throughout the world that appear in the media and social media and on the Internet should suffice to hold accountable some Governments and actors that indulge in such dangerous conduct under the pretext of upholding the human right of expression, yet they show no regard for the basic right to live in peace.

10. A review of the funds and sources of funding and financial support of these terrorist groups should provide adequate grounds to demand that the Governments of certain States commit to cutting off the funding of terrorist organizations. That funding comes from the direct support provided by those Governments and from the indirect support derived from the trade in oil, gas and antiquities between those same Government and the terrorist groups, particularly ISIL and the Nusrah Front.

11. There is therefore only one question that must be answered before approving any new proposals relating to United Nations counter-terrorism efforts: would it have been possible for hundreds of armed terrorist groups and tens of thousands of terrorists to continue committing acts of terrorism against the Government, army and people of the Syrian Arab Republic for more than six years without external support from the Governments of certain known States and without the indulgence of other known States for terrorists and their sponsors?

12. A transparent, sincere answer to those questions underscores the importance of the Secretary-General's proposals, which come at a critical time, as my country, the Syrian Arab Republic, and many others are afflicted by the scourge of terrorism.

Thailand

1. Thailand welcomes the effort to better coordinate the works of various United Nations bodies and mechanisms in charge of counter-terrorism by creating an office of counter-terrorism. Thailand also recognizes the importance of integrating the work of all key actors and believes that unified United Nations policy and action through the newly created office will bring stronger coherence to the counter-terrorism related activities carried out by Counter-Terrorism Implementation Task Force.

2. Thailand believes that office of counter-terrorism will play a vital role as the central point of contact for all United Nations entities, Member States, regional organizations, non-United Nations agencies, civil society and other players in efforts to counter terrorism. Thailand has no doubt that the office will help improve the system-wide coordination of United Nations bodies, as well as outbound coordination with relevant stakeholders, which will, in turn, help improve the efficiency and effectiveness of the United Nations system in the implementation of the Global Counter-Terrorism Strategy.

3. However, the role and responsibilities of the office of counter-terrorism should not duplicate the responsibilities of the existing Counter-Terrorism Committee Executive Directorate (CTED), but should seek to complement each other to create synergy and enhance practical cooperation.

4. Thailand encourages the office to emphasize and balance its work across all four-pillars of the United Nations Global Counter-Terrorism Strategy, as well as to promote an inclusive and holistic approach to countering-terrorism through development, education, engaging communities, empowering youth and enhancing the role of women. Thus, the Under-Secretary-General undertaking the new position should have experience in both development and security and with a demonstrated ability to work inclusively with a range of stakeholders.

5. As transparency is one of the working principles of the United Nations, one of the jobs of the new office should include the ability to design and develop a framework to ensure more effective monitoring and evaluation of all aspects of related United Nations programming and project activities, as well as implementation and follow-up. This will not only keep track of all the activities conducted as a part of counter-terrorism, but also ensure that the efforts to implement the Global Counter-Terrorism Strategy are synchronized, monitored and improved.

Tunisia

1. While we support the initiative of reforming the current United Nations architecture by establishing an office of counter-terrorism, led by an Under-Secretary-General, Tunisia considers that bringing more coherence and coordination across counter-terrorism activities carried out by the related United Nations entities and other relevant partners is at the core of its mission.

2. Tunisia believes that preventing violent extremism cannot be envisioned as an add-on component in our common fight against terrorism and that, hence, it should be considered as a central tenet of our long-term strategy to combat this threat. In this regard, Tunisia is of the view that preventing violent extremism, as firmly rooted within the four pillars of the United Nations Global Counter-Terrorism Strategy, should be one of the main components of the responsibilities of the new Under-Secretary-General.

3. Tunisia welcomes the appointment of a consensual Under-Secretary-General who embodies the standards of integrity, impartiality and competence and demonstrates extensive experience, expertise and deep knowledge in prevention and countering terrorism. We are confident that the future designated Under-Secretary-General will have the required qualifications and leadership that would meet our expectations to develop efficient and coordinated United Nations responses to overcome these challenges.

4. As one of the countries affected by the scourge of terrorism, Tunisia is looking forward to constructively engaging with this timely initiative and further sharing its insights toward the effective functioning of the proposed office.

Turkey

1. Turkey would like to reiterate that it supports in principle any initiative aimed at enhancing coordination and coherence as well as streamlining of United Nations counter-terrorism efforts. We have full confidence in the wisdom of the Secretary-General on the new structure and its leadership.

2. In this regard, Turkey welcomes the commitment of the Secretary-General to a fully transparent and consultative process for the preparation of the aforementioned report. Since counter-terrorism is a global threat to which no country is immune, Turkey believes that the views and sensitivities of all States should be taken into account. Moreover, this process, aimed at reviewing and enhancing the capability of the United Nations system to

assist Member States in their counter-terrorism efforts, should be led in a transparent and consultative way throughout.

3. Turkey believes that the report should provide a clear and comprehensive picture of the current activities of the United Nations system in the field of counter-terrorism and of the entities involved, outlining the structural challenges and gaps that render reform necessary.

4. The mandate of a possible new entity and of its head should be well defined, leaving no room for ambiguity or misinterpretation. In particular, it should not include any form of monitoring or assessment of performances of individual or groups of Member States.

5. Assistance to Member States, including capacity-building, upon their request, for the balanced implementation of the United Nations Global Counter-Terrorism Strategy across its four pillars should be the main task. In this regard, while activities aimed at preventing violent extremism and individual radicalization within the framework of pillars I and IV of the Strategy are necessary, measures to combat terrorism and to build States' capacities to this end remain crucial in view of the level of the current terrorist threat.

6. On the other hand, preventive efforts in the framework of pillars I and IV should focus on combating intolerance, social exclusion and all forms of xenophobia.

7. The new entity should pursue a close, regular and sincere dialogue with Member States.

8. Close coordination mechanisms with the Department of Political Affairs should be maintained, since terrorism cannot be addressed in isolation from political contexts.

9. Further streamlining of United Nations counter-terrorism activities in order to avoid any sort of duplication and, in this regard, close coordination between the head of the new entity and the Executive Director of the Counter-Terrorism Committee Executive Directorate (CTED) is essential.

10. The status of the United Nations Counter-Terrorism Centre as the main capacity-building arm in counter-terrorism should be preserved.

11. Throughout the process, it should be kept in mind that the proposed new entity will have to handle delicate matters. The contributions of the countries suffering the most from terrorism should be taken into account. Turkey remains ready to contribute to this process.

Ukraine

1. Ukraine consistently supports the need to enhance coherence, coordination and leadership of the United Nations system in dealing with the threats posed by terrorism and violent extremism, including by conducting a reform of the United Nations counter-terrorism architecture and establishing an office of counter-terrorism.

2. We proceed from understanding that the creation of an office of counter-terrorism as a separate structural department of the Secretariat, headed by an Under-Secretary-General, will improve the coordination of counter-terrorism efforts within the United Nations system and contribute to the proper implementation of the United Nations Global Counter-Terrorism Strategy as well as Secretary-General's Plan of Action to Prevent Violent Extremism.

3. Main requirements for the mandate of the office of counter-terrorism were outlined in the joint statement on Principles for United Nations Global Leadership on Preventing

Violent Extremism, issued on 14 October 2016 on behalf of 73 states, including Ukraine, during the main part of the seventy-first session of the General Assembly.

4. In particular, to safeguard that the United Nations stance on countering terrorism remains strong, the United Nations, as represented by the office of countering terrorism, has to:

(a) Show strategic leadership and commitment to action, tackling the conditions conducive to the spread of terrorism on a basis of an “All of United Nations” approach;

(b) Ensure appropriate resources and expertise to produce policy advice on countering terrorism and preventing violent extremism and on the targeting of programme resources;

(c) Explain the strategic rationale and benefits of activities countering terrorism and preventing violent extremism at the Headquarters level, regionally and in the field, while employing communications tools to deliver targeted messages, and support to Member States in their efforts to do so, including when developing campaigns with counter and alternative narratives;

(d) Strengthen its strategic policy and programme guidance to Member States based on an understanding of risk, vulnerabilities and gaps, including through close cooperation with relevant international, regional and subregional organizations and forums;

(e) Enhance collaboration among all United Nations entities, particularly in the field.

5. Ukraine shares the view about the need for the adoption of an appropriate decision of the General Assembly to ensure the flawless transfer of the Counter-Terrorism Implementation Task Force and the United Nations Counter-Terrorism Centre from the Department of Political Affairs to the newly established office of counter-terrorism.

6. Another important task is ensuring a balanced geographical staff representation in the office of counter-terrorism, particularly with regard to professional positions.

7. In our view, it is vitally required that the incumbent candidate for the position of Under-Secretary-General, who will head the office of counter-terrorism, has to demonstrate high professional competencies and extensive experience in the respective field and, particularly, impartiality, in order not to be influenced by different actors. We think that these requirements completely stipulate with the core values of the United Nations: integrity, professionalism and respect for diversity.

8. A draft General Assembly resolution, which should encompass basic functions, tasks, powers and principles of work of the office of counter-terrorism, has to be a subject for additional consideration by Member States.

United Arab Emirates

1. The United Arab Emirates welcomes the initiative of the Secretary-General to enhance the counter-terrorism architecture at the United Nations. In this context, the United Arab Emirates supports the proposal of the Secretary-General to create a new office of counter-terrorism, headed by an Under-Secretary-General. The **United Arab Emirates** wishes to stress the following points.

2. The United Arab Emirates believes that it is vital to provide a clear mandate for the office of counter-terrorism that aims to enhance coordination, coherence and cooperation within the United Nations counter-terrorism-related activities. The United Arab Emirates

wishes to stress that the mandate of the office should respect the purposes and principles enshrined in the Charter of the United Nations, including the principle of national sovereignty, and should ensure their full implementation in the light of the rising threat of non-State actors in a complex and rapidly evolving global order.

3. The United Arab Emirates stresses the importance of prioritizing prevention in the mandate of the Under-Secretary-General. In this regard, the prevention of extremism, as and when conducive to terrorism, should be a central aspect of the mandate. The Under-Secretary-General shall ensure that preventing extremism activities are truly “value-added” in terms of counter-terrorism goals.

4. The United Arab Emirates hopes that the Under-Secretary-General will work to promote cooperation with external international entities that work on counter-terrorism, including the Global Counterterrorism Forum.

5. The United Arab Emirates stresses that the role of the Under-Secretary-General should prioritize the provision of assistance to Member States, upon their request, in implementing the four pillars of the United Nations Global Counter-Terrorism Strategy in a balanced manner.

6. The United Arab Emirates call for Arab representation on the staff of the new office.

7. The United Arab Emirates looks forward to further engaging with the Secretary-General on this proposal, and also wishes to express its full support for and readiness to work with the Secretary-General towards the effective establishment and functioning of the office of counter-terrorism.

United Kingdom of Great Britain and Northern Ireland

1. The United Kingdom of Great Britain and Northern Ireland would like to praise the drive and determination of the Secretary-General in prioritizing the request of the General Assembly to examine the United Nations counter-terrorism architecture. We support this initiative, which will enable effective and streamlined delivery of both counter-terrorism and prevention of violent extremism activity. We also support in principle the key functions outlined in the concept note of the Secretary-Generals.

2. We would reiterate that a United Nations approach to countering terrorism that excludes prevention would be a failure. Preventing violent extremism is an area with immense potential added value for the Organization, because it is a challenge that goes beyond peace and security policy alone, into the other United Nations pillars, including development and human rights. We therefore hope and expect that the prevention of violent extremism will remain a core part of any new office mandate, within the parameters of the United Nations Global Counter-Terrorism Strategy.

3. For further guidance on the vital functions to prevent violent extremism we hope to see from the United Nations, we would refer to the joint statement of Principles for United Nations Global Leadership on Preventing Violent Extremism that was co-signed by 73 Member States on 14 October 2016.

4. On structure, we are particularly interested in the future staffing model, and fully support the creation of sub-teams to support and coordinate United Nations activity in each of the four pillars of the Global Counter-Terrorism Strategy. We believe a sub-team on preventing violent extremism/and conditions conducive to violent extremism should remain an integral part of the new office proposal, in particular in order to directly oversee implementation of the United Nations Plan of Action to Prevent Violent Extremism and to

coordinate all activity of the Organization in this field. The financial support of the United Kingdom, through the United Nations Counter-Terrorism Centre, is a strong possibility to support such roles.

5. We also fully support the appointment of a senior (Under-Secretary-General) United Nations coordinator to champion and embed counter-terrorism and prevention of violent extremism policy and programmes throughout the United Nations system. We encourage the appointment of a credible and well-qualified candidate who is able to implement the Global Counter-Terrorism Strategy in its entirety. It is also vital that the candidate be able to work with all Member States and other regional organization working in this field.

6. We reiterate that any new Under-Secretary-General, and the new office of counter-terrorism, should strive to address terrorism and its prevention comprehensively. The United Nations should, as always, not single out any particular religious or ethnic group in pursuing these matters. Violent extremism must be prevented and countered in all its forms, and United Nations human rights standards and international law must be respected at all times.

7. The exact mandate of this new Under-Secretary-General, and the precise structure of the new office of counter-terrorism, including the prevention of violent extremism, clearly requires careful consideration, but we are fully supportive of the functions outlined thus far. We look forward to working with the new office on this important initiative.

8. I would like to finish by indicating full the support of the United Kingdom for the written contribution of the European Union that you will have also received on this matter.

United States of America

1. United Nations counter-terrorism efforts require streamlining, and call for greater coordination among United Nations entities and with external partners. A senior United Nations official is also needed to provide leadership for the Organization's increasing workload related to the United Nations Global Counter-Terrorism Strategy and oversight to eliminate redundancies. The United States of America strongly supports the proposal of the Secretary-General to appoint an Under-Secretary-General to serve as his senior adviser on counter-terrorism. The role of the Under-Secretary-General will be to improve the Organization's ability to address contemporary terrorist threats. The United States wants to see the United Nations advance its Global Counter-Terrorism Strategy, including by seeking progress equally on all four of its pillars. We also want the Organization to make counter-terrorism efforts part of its core work to advance peace and security, sustainable development, human rights and the rule of law.

2. We encourage the Secretary-General to propose the office as "coordinator of the United Nations Global Counter-Terrorism Strategy." In addition to a clear articulation of the role of the office in its terms of reference, this title will help ensure that the new Under-Secretary-General focuses on improving coordination and a balanced implementation of the Global Counter-Terrorism Strategy. It will also allow a clearer division of labour between the mandate of the Security Council on counter-terrorism issues and the new office.

3. The work of the coordinator should neither impinge upon the mandate of the Counter-Terrorism Committee and its Executive Directorate (CTED) nor have any supervisory responsibilities over CTED. However, we expect the Under-Secretary-General to work closely with the Executive Director, including regularly engaging with the Security Council and the Counter-Terrorism Committee. The Committee's

multi-stakeholder meetings on key topics and the country assessments and recommendations of CTED are valuable tools that the coordinator can use to enhance strategic planning of capacity-building and technical assistance programmes for Member States.

4. The United States supports the proposal of the Secretary-General to establish a post of Under-Secretary-General to serve as the chair of the Counter-Terrorism Implementation Task Force and as the Executive Director of the United Nations Counter-Terrorism Centre. The Counter-Terrorism Implementation Task Force and the United Nations Counter-Terrorism Centre should be moved from the Department of Political Affairs and placed directly under the Under-Secretary-General. To ensure minimal additional costs, we encourage the Secretary-General to retain the experienced staff of both the Task Force and the Centre. Noting the significant extrabudgetary contributions that currently fund the Centre and the Task Force operations, we encourage the new Under-Secretary-General to ensure the efficient use of funds, including the streamlining of operations, as appropriate. In addition, the Under-Secretary-General should also report to the Advisory Board of the Centre, which can provide the Under-Secretary-General with a regular forum in which to engage Member States as well as to receive resource contributions from Member States for the new offices activities.

5. The Under-Secretary-General should provide strategic planning for the 38 entities of Counter-Terrorism Implementation Task Force, expand the donor base and resources, facilitate engagement between United Nations Headquarters and United Nations country teams, serve as a spokesperson and represent the Organization on issues related to the Global Counter-Terrorism Strategy, and engage Member States at a high level in capitals. The Under-Secretary-General should facilitate the implementation of the recommendations of the Plan of Action to Prevent Violent Extremism, as recommended by the General Assembly in resolution [70/291](#). The coordinator should also work closely with other regional and expert forums, including the Global Counterterrorism Forum, to take advantage of work under way and avoid unnecessary and costly duplication of efforts.

6. To be most effective, the United States proposes the following qualifications for consideration. The candidate should:

(a) Have achieved ministerial or equivalent rank, and have management qualifications and communications skills necessary to effectively rationalize and coordinate the work of the 38 entities of the Counter-Terrorism Implementation Task Force;

(b) Enjoy credibility with the security, development, and human rights sectors;

(c) Have a demonstrated record of professionalism and integrity, with a good record on countering corruption and increasing transparency.

European Union

1. The European Union and its Member States support the proposal of the Secretary-General to strengthen the United Nations counter-terrorism architecture, both to create a post for a new Under-Secretary-General to implement, in a balanced manner, all four pillars of the United Nations Global Counter-Terrorism Strategy and to reform some of the current offices into a more strategic entity, as presented at the informal meeting on 22 February 2017. This should count as a necessary first step in a process aimed at improving the role of the United Nations and its impact in countering terrorism and preventing violent extremism. Our arguments and suggestions are as follows.

Preventing violent extremism agenda

2. We strongly support the elements of the proposed office of counter-terrorism, including the role of the Under-Secretary-General, to address the prevention of violent extremism as a core part of their responsibility for implementation of the entire United Nations Global Counter-Terrorism Strategy. Working under pillars I and IV of the Strategy on conditions conducive and human rights and the rule of law, a United Nations approach to the prevention of violent extremism can unlock resources and expertise and create impact around the world that have been sorely lacking from much of the United Nations approach to counter-terrorism over the last decade. It bears repeating that preventing violent extremism has been welcomed as an initiative by the General Assembly. We fully endorse efforts by the United Nations to react to this agenda — and to the urgent terrorist threats so many of us face — by embedding efforts to prevent violent extremism into the work of the new office. That means a comprehensive approach, often outside the counter-terrorism sphere. In implementing a comprehensive agenda, the proposed office and Under-Secretary-General need to pay specific attention to involvement of civil society, youth, women, local communities and victims of terrorism. A United Nations approach to counter-terrorism that neglects the prevention of violent extremism agenda, as captured under pillars I and IV of the Global Counter-Terrorism Strategy would be a failure. Strengthening the United Nations ability to counter terrorism and prevent violent extremism is for the benefit of the entire United Nations membership.

3. **Suggestion 1:** the responsibilities of the proposed Under-Secretary-General and office need to reflect a clear balance and emphasis across all four pillars of the Global Counter-Terrorism Strategy and be mindful of the strategic message that it sends. The mandate needs to reflect and promote a “whole of society” approach to countering terrorism and preventing violent extremism, drawing on the expertise of the United Nations in a wide variety of issues, including human rights, gender and development.

4. **Suggestion 2:** the prevention of violent extremism agenda should not only be reflected in the mandate of the Under-Secretary-General, it should also be supported by the subsequent staffing arrangements, including the staff dedicated to preventing violent extremism.

5. **Suggestion 3:** one key qualification for an applicant for the Under-Secretary-General position should be that [s/he](#) has not only counter-terrorism and security experience, but also an understanding of wider United Nations policies such as human rights, gender equality and development, as well as a demonstrated ability to work inclusively, cooperating effectively with a range of stakeholders, including civil society actors, youth, women, local communities, victims of terrorism, the private sector, religious leaders and academia.

Strategy and long-term financial sustainability

6. We support the establishment of the proposed office and the post of Under-Secretary-General for the office in order to provide better coherence and leadership in the strategic challenges we face. The added value of this new arrangement should be strengthening the ability of the United Nations to address counter-terrorism and to prevent violent extremism for the benefit of the entire membership of the Organization. We expect the new Under-Secretary-General to prioritize United Nations actions, to measure their impact and to evaluate their outcome against the proposed deliverables. We expect the Under-Secretary-General and office to have a mature and professional approach towards strategizing capacity-building, including by developing a framework for monitoring and

evaluation of relevant programming and project design, implementation and follow-up, including through cooperation with actors outside the proposed office. Within the proposed office there will be a need to clearly distinguish between the responsibilities of the United Nations Counter-Terrorism Centre (capacity-building, taking into account the important role played by other entities across the United Nations system in providing technical assistance and assessment of capacity-building needs) and the Counter-Terrorism Implementation Task Force (coordination and policy work), including through considering having separate leadership and staffing in order to ensure financial sustainability of the office in the medium- to long-term, deconflict mandates and make appropriate use of the different skills and expertise required in each area.

7. **Suggestion 4:** the responsibilities of the proposed Under-Secretary-General and office (capacity-building side) should include impact measurement, including through the development of a framework for integrating monitoring and evaluation into all aspects of relevant programming and project design, implementation and follow-up.

8. **Suggestion 5:** the organizational structure of the proposed office should be evaluated in the medium- to long-term, including with the aim of separating technical assistance capabilities from those tasked with overall coordination and policy work.

Coordination

9. We have continuously advocated for better United Nations coordination and coherence at the policy and capacity-building levels.

10. At the internal level: the proposed Under-Secretary-General should address the need for better institutional communication and cooperation among the relevant United Nations entities, including the Counter-Terrorism Committee Executive Directorate (CTED), and those entities that can best support prevention, such as the United Nations Development Programme (UNDP), the United Nations Office on Drugs and Crime (UNODC), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the United Nations Children's Fund (UNICEF) and United Nations field offices. Within the mandates of the existing entities, the proposed Under-Secretary-General will have to invest on a daily basis in creating more linkages, fostering a spirit of systematic cooperation between the bodies mandated by the Security Council and the office and having a coherent cycle of assessment, programming, delivery, impact measurement and reporting. Coordination between the Counter-Terrorism Committee/CTED and the proposed office will be of the utmost importance in order to break the silos and avoid duplicated efforts, as well as competing or contradicting actions within the United Nations system. The entities of the United Nations should work complementarily on counter-terrorism and prevention of violent extremism policies and capacity-building, supporting each other and exchanging views and information.

11. At the external level: (a) there is a need for better external coordination between the United Nations and other international and regional organizations and forums, like the Global Counterterrorism Forum, in particular in the area of capacity-building and exchanging good practices. The United Nations field offices and entities should play a more active role through clear guidance from the proposed Under-Secretary-General and office; (b) as indicated in the Plan of Action to Prevent Violent Extremism, there is a need for enhanced communication of the United Nations focus and activities regarding counter-terrorism and the prevention of violent extremism to external stakeholders, in order to avoid duplication, create synergy and enhance practical cooperation with other international and regional organizations, forums and non-governmental actors: this means

more than just representing the United Nations, it will require active liaising, exploring ways to enhance cooperation and communication. Overall, greater external coordination will also enhance the counter-terrorism and prevention of violent extremism profile of the United Nations, thereby establishing a United Nations counter-terrorism brand in the outside world and among citizens.

12. **Suggestion 6:** the proposed Under-Secretary-General and office should be tasked with creating a more efficient method of engaging: (a) at the internal level with relevant United Nations entities, including crucial actors on the ground, such as United Nations field offices and United Nations funds and programmes, so that they take the lead in the field, and also more effectively feed information to the proposed office; and (b) at the external level with other international and regional organizations and forums, such as the Global Counterterrorism Fund, to allow for a better coordinated and better communicated effort by the whole of the United Nations.

13. **Suggestion 7:** the proposed Under-Secretary-General should consider implementing the recommendation contained in the Secretary-General's Plan of Action to Prevent Violent Extremism to "launch a United Nations global communication strategy" on the United Nations efforts to prevent violent extremism, "grounded in United Nations core values of peace, tolerance, and human dignity" (para. 58 (e)).

League of Arab States (sent by Oman on behalf of the League of Arab States)

1. The Arab Group believes that the new Under-Secretary-General the position is a positive step for the United Nations system to tackle more efficiently counter-terrorism related issues. Furthermore, the Group believes that accepting the establishment of this post is directly linked to an agreement on its mandate.

2. The Arab Group stresses that the new post should have a clear mandate with a detailed job description.

3. The mandate of the post should include a provision to ensure that the incumbent of this post will not interfere, in any form, in the domestic affairs of Member States, in particular in their efforts to counter terrorism, and that he/she shall respect the principle of sovereignty and assist Member States only upon their request. This assurance should also be reflected explicitly in the resolution of the General Assembly establishing the post of Under-Secretary-General.

4. The Arab Group emphasizes that the Security Council and the General Assembly resolutions, including the United Nations Global Counter-Terrorism Strategy, represent the normative policy framework for the mandate of the new Under-Secretary-General.

5. The Arab Group believes that the Global Strategy-related assistance and capacity-building efforts in all Member States, upon their request, must be the cornerstone of the responsibilities of the new Under-Secretary-General, and, thus, the Group understands that the status of the United Nations Counter-Terrorism Centre and its financial resources shall not be changed.

6. Bearing in mind that the four pillars of the Strategy should be implemented in a comprehensive and balanced manner, and based on national priorities of Member States, the Arab Group believes that prevention of violent extremism conducive to terrorism, within the four pillars of the Strategy, is key and should also be a part of the responsibilities of the new Under-Secretary-General.

7. The structural reform of the Secretariat related to counter-terrorism should include eliminating or ending any sort of duplication or contradiction between the functions or activities being undertaken by the United Nations entities in charge of countering terrorism.
8. The Arab Group is of the view that the Under-Secretary-General should have meaningful resources. The Group would like to draw the attention of the Secretary-General to the fact that the availability of financial resources from the regular budget of the United Nations is a crucial condition for the autonomy and impartiality on the new Under-Secretary-General; it is evident that the autonomy of the Under-Secretary-General would be enhanced by sustainable funding to carry out his/her agreed mandated tasks.
9. The Arab Group stresses the importance of the adequate representation of the Arab countries in the office of the new Under-Secretary-General, from the regular budget.
10. The Arab Group believes that the qualifications of the new Under-Secretary-General are very important in implementing his or her mandate.
11. In this regard, the Arab Group would welcome the appointment of a consensual individual, who embodies standards of integrity, impartiality and competence, and demonstrates extensive experience, expertise and deep knowledge in the prevention and countering terrorism, as well as the ability to forge political compromises.
12. It is important to encompass the new Under-Secretary-General as a member of the Counter-Terrorism Committee Executive Directorate (CTED) so as to enable him/her to participate in taking decisions on issues of strategic consequence.

Organization of Islamic Cooperation (sent by Saudi Arabia on behalf of the Organization of Islamic Cooperation)

1. The Organization of Islamic Cooperation (OIC) believes that the review of the United Nations counter-terrorism architecture is a positive step for the United Nations system in order to tackle counter-terrorism-related issues more efficiently. In this regard, OIC believes that the creation of an office of counter terrorism, headed by an Under-Secretary-General, is directly linked to an agreement on its clear mandate and to a detailed job description.
2. The mandate of the proposed post should include a provision ensuring that the incumbent of this post will not interfere in any form in the internal affairs of Member States, in particular in their efforts to counter terrorism, that he/she shall respect the principles and purposes of the Charter of the United Nations, in particular the principle of sovereignty, and shall assist Member States only upon their request. The mandate should also not include any form of monitoring or assessment of Member States. OIC intends to explicitly reflect this assurance in the resolution of the General Assembly on this issue. It is imperative that any new structure or office should not be used to establish new norms.
3. While OIC notes the stand-alone status of the office on counter-terrorism, it believes that the office should maintain a close interface and coordination with the Department of Political Affairs, as terrorism cannot be addressed in isolation from political contexts.
4. The structural reform of the Secretariat related to counter-terrorism should enhance coordination and coherence and prevent duplication and overlapping between the functions or activities being undertaken by the relevant United Nations entities in charge of countering terrorism.

5. OIC believes that implementation of the United Nations Global Counter-Terrorism Strategy in a comprehensive and balanced manner across its four pillars remains key, and that no pillar should be given priority over the other. Based on national priorities of Member States, and within the context of the creation of the office on counter-terrorism headed by an Under-Secretary-General, OIC believes that prevention of both terrorism and violent extremism conducive to terrorism, within the four pillars of the Global Counter-Terrorism Strategy, is important. In this regard, the OIC underscores the importance of addressing the root causes of terrorism.

6. For a balanced implementation of the Global Counter-Terrorism Strategy and to guarantee the autonomy, impartiality and predictability of the office of counter-terrorism in providing technical assistance: (a) funding for any new structure or office should be met by regular budget; (b) extrabudgetary contributions should be limited to provision of technical assistance; and (c) the General Assembly should, however, allocate sufficient and sustainable funding from regular budget for capacity-building to meet the needs of Member States, upon their request, in an impartial, balanced and sustainable manner.

7. OIC attaches great importance to the United Nations Counter-Terrorism Centre and, in this regard, would like to reiterate that no funds of the Centre shall be used to pay for any of the costs attached to the creation of the office of counter-terrorism and that the Centre's funds shall be dedicated to its projects.

8. In this connection, OIC attaches great importance to the Advisory Board of the United Nations Counter-Terrorism Centre and would like to maintain Saudi Arabia's status as head of the Advisory Board, and to maintain the overall structure and role of the Advisory Board (the Islamic Republic of Iran dissociates with this point).

9. To lead the office of counter-terrorism, OIC would welcome the appointment of an individual who embodies standards of integrity, impartiality and competence, and demonstrates extensive experience, expertise and deep knowledge in the prevention and countering of terrorism.

10. It would be important to include the head of the office of counter-terrorism as a member in the Counter-Terrorism Committee Executive Directorate (CTED) to enable him/her to participate in taking decisions on issues of strategic consequences.

11. OIC requests that the Secretary-General provide, in his final report, options regarding the proper/adequate staffing requirements of the newly established office of counter-terrorism headed by an Under-Secretary-General.

12. OIC suggests that OIC countries be adequately represented in the office of the new Under-Secretary-General as well as in the office of counter-terrorism by establishing posts financed from the regular budget.

13. To conclude, OIC recalls that in the preamble of its resolution [70/291](#), the General Assembly stated that "terrorism and violent extremism, as and when conducive to terrorism cannot and should not be associated with any religion, nationality, civilization or ethnic group". It is imperative that the United Nations not only upholds this principle but also discourages any effort to the contrary.

附件二

Terms of reference for the Advisory Board of the United Nations Counter-Terrorism Centre

Background

The **United Nations Counter-Terrorism Centre** is being created to support the implementation of the United Nations Global Counter-Terrorism Strategy.

The Centre will be established within the office of the Counter-Terrorism Implementation Task Force. The Chair of the Task Force will be Executive Director of the Centre, supported by a small team of Professional and General Service staff members who will run the day-to-day activities.

The work of the Centre must be consistent with the United Nations Global Counter-Terrorism Strategy and its follow-up resolutions.

The work of the Centre will be managed under the United Nations rules and regulations.

Objectives

The key objectives of the **United Nations Counter-Terrorism Centre** include:

- (a) To support the implementation of all four pillars of the United Nations Global Counter-Terrorism Strategy (resolution [60/288](#));
- (b) To foster international cooperation in the field of counter-terrorism;
- (c) To help address the capacity-building needs of Member States;
- (d) To promote awareness of the United Nations Global Counter-Terrorism Strategy and develop a comprehensive database of counter-terrorism best practices around the world;
- (e) To organize international, regional and national workshops and conferences to promote awareness, build capacities and strengthen political support for the efforts of the United Nations in the field of counter-terrorism.

Responsibilities of the Advisory Board

The Advisory Board will be established to provide guidance to the Executive Director on the annual programmes and the budget of the **United Nations Counter-Terrorism Centre**.

The Executive Director of the Centre will be responsible for managing all of its operations.

The guidance of the Advisory Board will be taken into account by the Executive Director.

Membership

The **United Nations Counter-Terrorism Centre** will be supported by an Advisory Board of up to 20 Member States.

The Member States on the Advisory Board will be represented at the Permanent Representative level at the United Nations in New York.

Terms of service

Members of the Advisory Board will serve for a 3-year term.

Chairmanship

In recognition of the efforts of Saudi Arabia towards the establishment of the **United Nations Counter-Terrorism Centre**, the Secretary-General has asked the Permanent Representative of Saudi Arabia to serve as Chair of the Advisory Board for the first three years.

A successor will be designated by the Advisory Board.

The Chair of the Centre will be an ex officio member and Secretary of the Advisory Board.

Supporting structure

The office of the Counter-Terrorism Implementation Task Force will provide the Advisory Board with the biannual financial, administrative, budgetary and all other reports of the **United Nations Counter-Terrorism Centre**, as requested by the Board.

Meetings

The Advisory Board will be called to meet regularly twice a year, and may be called exceptionally, as needed.
