



**Counter Terrorism Implementation**  
**Task Force**

**Zenith Model United Nations 2014**

**BACKGROUND GUIDE**

**Agenda: Border Management Relating  
To Counter-Terrorism**

ZENITH MUN'14  
MIRANDA HOUSE

## **Message from the Executive Board**

Dear Delegates,

In today's conflict ridden global scenario the Counter Terrorism Implementation Task Force has taken on a new and more potent role than ever before. And it is this substantial responsibility that you as delegates must keep in mind as you try and live up to the expectations of your own nations and the people of the world in need. We, the Executive Board, look forward to two days of energetic and fruitful debate during which we expect strict adherence to the respective foreign policies of all nations involved as well as stringent observance of parliamentary procedure. We look for spontaneity, confidence, leadership, negotiation skills and, preferably, a working knowledge of international humanitarian law.

Moreover, feel free to explore the various dimensions that are there to the agendas at hand. Don't restrict yourself to any particular school of thought. Any viable solutions to these issues can come only by a comprehensive understanding of the various conflicting opinions. Also, you as the delegates shall have the responsibility of giving a set character to the debate and defining the scopes within which you wish to see the agendas discussed. Please remember, you the delegates will make the committee. The Executive Board is a mere facilitator. It shall be your prerogative to decide the direction in which you want to take this committee.

Also, please note that only news reports, facts and articles from sources like Reuters, UN official reports and journals shall be accepted in the committee. Links mentioned in this guide are for your aid and understanding only, and will not be accepted as credible sources of information.

Rohan Dev Talwar  
(Chairperson)

Eklavya Malvai  
(Vice-Chairperson)

## **Mandate**

The Counter-Terrorism Implementation Task Force (CTITF) was established by the Secretary-General in 2005 and endorsed by the General Assembly through the United Nations Global Counter-Terrorism Strategy PDF, which was adopted by consensus in 2006. The mandate of the CTITF is to enhance coordination and coherence of counter-terrorism efforts of the United Nations system. The Task Force consists of 31 international entities which by virtue of their work have a stake in multilateral counter-terrorism efforts. Each entity makes contributions consistent with its own mandate.

While the primary responsibility for the implementation of the Global Strategy rests with Member States, CTITF ensures that the UN system is attuned to the needs of Member States, to provide them with the necessary policy support and spread in-depth knowledge of the Strategy, and wherever necessary, expedite delivery of technical assistance.

The primary goal is to maximize each entity's comparative advantage by delivering as one to help Member States implement the four pillars of the Strategy, which are: measures to address the conditions conducive to the spread of terrorism; measures to prevent and combat terrorism; measures to build states' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in that regard; measures to ensure respect for human rights for all and the rule of law as the fundamental basis for the fight against terrorism.

CTITF organizes its work through Working Groups and counter-terrorism related projects in areas where cooperation among United Nations system actors can add value for the implementation of the Strategy.

The mandate of the Border WG is drawn from the **United Nations Global Counter-Terrorism**<sup>1</sup>

### **Strategy:**

**Pillar II – Paragraphs 4, 5, 7, 8, 13 and 14 to 16**

**Pillar III – Paragraphs 2, 4 and 11 to 13**

## **Group Work Approach**

The entities of the Border WG will coordinate their efforts to:

- Identify relevant stakeholders involved in border management and the application of controls
- Identify and compile their individual key contributions to border control

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<sup>1</sup> <http://www.un.org/en/terrorism/ctitf/pdfs/A%2066%20762%20English.pdf>

- Increase sharing of relevant information regarding border management and control themes which address the threat of terrorism
- Raise awareness that border control agencies play an essential role in countering terrorism
- Identify and compile existing international standards, legislation, strategies, guidelines, procedures, recommended practices and other applicable instruments for border management and control, and disseminate them to States for distribution to their relevant authorities
- Identify current and developing technologies to be utilized in support of border control measures
- Engage with a range of experts covering a variety of sectors/communities, to include the development of new ideas for effective implementation of international standards and operational best practices.
- Ensure that due account is taken of human rights issues and concerns that may arise in the context of border management and control, and will assist member States in ensuring that all border management and control measures fully comply with international law, including human rights, humanitarian and refugee law, as mandated by the Strategy".

### **Border management and control themes**

The Border WG will deal with the following themes of border management and control that are relevant to addressing the threat of terrorism:

- Compliance of 'goods' crossing international borders with international conventions, legislation, prohibitions and restrictions
- Mobility and processing of people, including refugees and asylum seekers
- Integrity of identity and travel documents and their issuance process
- Movement of cash and other bearer negotiable instruments
- Cargo reporting and security
- Security of facilities
- Security of modes of transport
- Early warning and alert systems
- Open border controls and cross-border communities
- Movement of weapons (small arms, explosives and ammunition/conventional/WMD) across borders
- Prevention, detection, response, investigation and prosecution of border-related offences
- Technologies in support of border control
- Role of private sector cooperation, coordination and information exchange at national, regional and international levels

- Anti-corruption programmes and best practices

## **Outputs**

Bearing in mind the focused objective of its work, the Border WG will perform the following:

- Compile reference material and make it available to States (as appropriate), including:
  - Relevant international and regional conventions, legislation, strategies, procedures, instruments, tools, guidelines and recommended practices that are relevant to addressing the threat of terrorism in relation to border management and control
  - Information on available technologies in support of border management and control measures
  - Available training material (e.g. e-learning, off-shelf training courses)
- Distribute available reports to States (as appropriate), including:
  - New and emerging trends and patterns in border management and control
  - Relevant assessments and studies available from participating entities or other sources as appropriate
- Contribute to missions to areas where specific border management and control needs are identified and assistance is requested
- Present to States good practices of border management systems in the context of regional meetings or other events
- Produce and disseminate promotional material and strategies for raising awareness of the outputs of the Border WG, the relevance of border management and control to the Global Counter-Terrorism Strategy and to the work of the CTITF
- Provide regular update of the Border WG activities at the annual CTITF event.

## **Background**

The rise of modern terrorism has been more complex and often tied to diverse ideological/religious and political goals, an astounding capacity for lethal violence, and a transnational extension beyond regional or local borders. Terrorist groups have mastered a deliberately unpredictable quality in order to achieve greater psychological effect and to create fear and anxiety in a given target group. They have succeeded in

(1) Creating a sense of vulnerability across the world;

(2) Gaining attention and publicity by acts of violence and by the use of the media to enhance the effectiveness of their violence; and

(3) Gaining support from similar groups around the world.

Several factors explain the rise of terrorism as a more global phenomenon and the steady increase in their destructive capacity. First, terrorism now has a global reach due to technology and communication. The development in terrorist weaponry is getting smaller, easier and more powerful. With the dramatic progress in communications and information processing these groups have greater opportunities to divert non-weapon technologies, namely cell phones, the Internet, and publicly available websites—all off-the-shelf technologies—to destructive ends.

Second, terrorism today has become more lethal and layered in terms of leadership and cadre membership. Groups are more diffuse in structure and the rise of sleeper cells and amateur terrorists has added to the complexity. The lack of a discernible organizational structure with a distinguishable chain of command enables these groups to avoid easy identification and evasion of detection.

### **Terrorism in South Asia**

Almost every country in South Asia is faced with the problem of terrorism—in one form or the other. Sri Lanka has successfully managed to eliminate the LTTE.

However, it remains to be seen how the situation is managed by the Sri Lankan government from here on, so that no such group emerges there in future.

The situation in Nepal is also very interestingly poised. In Nepal, the Maoists were waging war against the monarchy. Now that the monarchy has been overthrown, the Maoists along with other political forces are trying to draft a Constitution for the country.

Terror has managed to mark its footprint even in the Maldives. The country has seen a rising phenomenon of Islamic extremism. There was a bomb blast in Sultan Park which left some people dead. Maldivians have fought and died in Waziristan. The problem of growing extremism has been acknowledged by none other than President Nasheed himself, who now wants to take action in consultation with his country's defence and security agencies.

Bhutan had successfully destroyed the camps of the ULFA and few other Indian Northeastern terror organisations in December 2003 but several reports now suggest that these groups are trying to regroup in Bhutanese territory. Bhutan also faces a threat from the Maoist groups who are active in both India and Nepal.

India, geographically being the largest country in South Asia, also faces major challenge from terrorism. In fact, this is one country where terrorists of all hues have been operating. Hence, it has suffered the most. For a long time, India fought its battle against terrorism alone and it has been successful to some extent.

## **Cross-border challenges**

Conflicts rarely remain within states. They cross borders. They are dynamic and incorporate regional and international challenges such as, refugee flows, and 'nomadic' armed groups.

An exclusive emphasis on bilateral relations and state building response strategies risks incorrect analysis and inflexible engagement, missing important entry points and opportunities for peace building.

The UN has been investing in regional offices such as the UN Office for West Africa (UNOWA). Whilst this has been a welcome and effective initiative, UN country missions also need to develop coherent cross-mission, cross-country approaches to common challenges facing states and tackle triggers of violence that do not respect borders.

Similarly, the Peace building Commission could adopt a cross-regional approach to its engagement with the countries on its agenda. The UN Peace building Fund for example could be used to incentivise this focus on problems rather than countries.

A regional approach does not need to be solely preventative, however: regional forums and commissions focusing on issues such as youth and resource exploitation can foster dialogue and trust between countries, and create vital linkages between communities and government. In order for the UN to effectively support such regional initiatives, enhanced coordination and collaboration between UN country missions across regions should be developed.

## **Regional Organisations as the Response**

Regional organisations can be essential peace building partners. They can often help overcome obstacles created by an emphasis on state sovereignty, and help readdress power asymmetries, through creating the political space for dialogue or collaborative action. But regional organisations do not provide 'off the peg' solutions. They can lack capacity and can be highly politicised. For example, the Intergovernmental Authority on Development (IGAD) in eastern Africa successfully facilitated the Comprehensive Peace Agreement in Sudan but has been ineffectual in the Ethiopian–Eritrean conflict. The UN can help regional organisations move beyond security responses, enhance their ability to address underlying grievances and conflict drivers and encourage them to engage more with regional civil society.

The UN could also look beyond state-based regional architecture. Community actors often have a far better understanding of cross-border conflict dynamics and the possible peace building priorities and solutions.

Conciliation Resources has supported a number of innovative cross-border community coalitions, including the regional Civil Society Task Force (CSTF), which is helping join up local communities in countries affected by the Lord's Resistance Army (Uganda, South Sudan, DRC and Central African

Republic (CAR)). It brings together community, religious and traditional leaders to share experiences, discuss common challenges and agree on joint action plans.

### **Talking borders**

In West Africa Conciliation Resources developed a docudrama called Talking Borders which gives a voice to marginalised border communities in the border areas of Sierra Leone, Liberia and Guinea allowing them to convey their security concerns to policymakers in Freetown and Monrovia. Women make up 90 per cent of small-scale traders in cross-border communities, with involvement in trade presenting great opportunities for economic empowerment but also serious threats to their security.

Talking Borders has been screened at a workshop of national security agents in Sierra Leone, and issues raised from community screenings were also presented to policy-level actors at a meeting in Freetown in late 2011. The docudrama has also sparked the interest of the region's parliamentarians and has led to a fact-finding process to explore how they can contribute to better cross-border relations.

### **World Custom's Organisation**

Recent incidents of terrorism and other mass violence against civilians have shocked and saddened the global community. Governments, international institutions such as the World Customs Organization (WCO), and other stakeholders are committed to implementing controls and safeguards to protect borders and the supply chain in order to deter misuse for illegal activity.

Along with many other agencies, Customs contributes to such efforts because it is responsible for securing and facilitating cross-border flows of goods, people, and transport through the promotion of compliance with laws and regulations embodied in Customs legislation, or in other legislation it is empowered to administer. Customs thus must remain vigilant and strive towards full implementation of instruments, standards, and tools aimed at security, economic competitiveness, and Customs modernization.

Through the deployment of effective and efficient control measures, Customs contributes to national security (through prevention and detection of smuggling of restricted and prohibited goods), public health and safety (through suppression of illicit trade), national economic prosperity (through fair and efficient revenue collection), and economic development (through trade facilitation).