Review Paper



International Organizations and their Role in Combating **Terrorism and Terrorist Financing**

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ABSTRACT

The increasing danger of terrorist acts and their financial foundation in the contemporary world present significant challenges to the global community in maintaining worldwide security. International organizations play a crucial role in devising and executing counter-terrorism strategies and suppressing financial backing for terrorist groups. This article explores the vital function of international entities in combating terrorism and the funding of terrorist activities. The authors analyse the mechanisms of cooperation between countries and international structures in ensuring global security. The text highlights the role of international organizations such as the United Nations (UN) and the EU in addressing terrorism. Cooperation and interaction of all stakeholders are deemed important for successful counteraction against terrorist groups and the prevention of financing their activities. The article aims to examine the role of international structures in countering terrorism and the mechanisms for curbing the financing of terrorist groups. It also analyses the main methods and strategies used by these organizations to achieve security goals. The paper employs analytical and comparative methods to study international counter-terrorism strategies. The material examines the role of major international actors, including the UN, the European Union, and Interpol, in identifying and disrupting financial flows that support terrorist organizations. It emphasizes the effectiveness of international entities in creating and executing counter-terrorism strategies. Analysing the methods of detecting and blocking financial flows enables us to identify current trends in countering terrorist activity. The study can provide a foundation for additional scientific and practical research in the area of countering terrorism and its financing on an international scale.

HIGHLIGHTS

• Global security and the fight against terrorism are significantly influenced by international organizations. These entities play a vital role in fostering collaborative efforts among nations to deter and combat terrorist threats. A prominent illustration of this is the United Nations (UN), which serves as a platform for states to collectively tackle security challenges, with a particular focus on counter-terrorism.

• International entities play a pivotal part in the fight against terrorism and the financing of terrorist activities through the promotion of collaboration between nations and the exchange of information. Their endeavors focus on formulating a cohesive strategy and implementing efficient mechanisms

to detect, prevent, and thwart acts of terrorism.

Keywords: International organizations, terrorism, terrorist financing, UN, EU, counter-terrorism strategies, international terrorism

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National and international security are topics that receive close attention from politicians, the military, and academia. This interest is natural as these issues affect crucial aspects of human, social, and state life. Terrorism is a violation of law and morality that obstructs international cooperation and undermines the democratic foundations of any state. In addition to causing economic and political damage, it destroys spiritual and cultural values that cannot be replaced for centuries (Yarova, 2018, p. 149). The fight against terrorism remains one of the most pressing issues of the twenty-first century. Its solution requires the efforts of the entire international community and the mobilisation of all existing mechanisms. The most effective approach is the treaty-based one, which involves active law-making by international organizations. Under the auspices of them, primarily the UN, the most consistent counter-terrorism activities are carried out and anti-terrorism international legal acts are adopted. The 2006 Global Counter-Terrorism Strategy is widely recognized as a crucial document adopted by states under the United Nations' guidance. The strategy serves as a proactive plan to address conditions that are conducive to the proliferation of terrorism and to actively work against it. Concurrently, nations are encouraged to endorse existing international agreements and protocols against terrorism. They should also strive to negotiate and finalize measures that strengthen global efforts to counteract terrorism (Hrytsaienko, 2022, p. 93).

Since the 1960s, 16 international agreements have been developed that are open to all member states, reflecting collaborative efforts among nations. Recently, significant work has been done to improve the regulatory framework for counter-terrorism. Since the introduction of the Global Counter-Terrorism Strategy, several documents have been adopted to address new aspects or provide clarity on existing elements of counter-terrorism. The documents include the Convention on Mutual Legal Assistance and Extradition for the Suppression of Terrorism, dated 16 May 2008 (www.unodc.org); the Convention for the Suppression of Unlawful Acts Relating to International Civil Aviation, dated 10 September 2010 (Beijing Convention); and the Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft, dated

10 September 2010 (Hague Convention) (Bacon, 2018, p. 81). On 16 May 2008, the Convention on Mutual Legal Assistance and Extradition for the Purposes of Combating Terrorism was adopted in Morocco during the fifth Conference of Ministers of Justice of Francophone Africa (Nesi, 2016, p. 116). This act was the first to address the issue of extradition and legal assistance for the purpose of countering terrorism. The Convention defines concepts as 'criminal matters', 'extradition of offenders', and 'general documents for combating terrorism'. Today, terrorism takes place in various situations, forms, and interpretations, including organized nature (regardless of the size of the organization), danger to life, health, and property, targeting the government (with the aim of influencing policymakers and lawmakers), and its unsystematic nature, which spreads fear among the population (Gunaratna, Aslam, 2021, p. 27).

Literature Review

Current research points to the significant role of international efforts in countering terrorism and its financing. S. Anaya, T. Bacon, R. Wilkinson, J. Geiringer, E. Grimm, L. Hrytsaienko, T. Johnson, O. Yılmaz, M. Karns, D.S. Likarchuk, M.I. Melnyk, O.V. Mikichurova, K. Pease, D. Wallace, L.V. Yarova note that international organizations perform important functions in establishing global standards and common strategies to prevent and counterterrorist threats. The studies emphasise that cooperation between countries in the format of international forums and committees plays a crucial role in identifying and analysing new trends in terrorist activities. The focus is on the exchange of information and the development of joint strategies aimed at preventing such threats.

In particular, one of the important research areas is the development and improvement of measures to counter the financing of terrorism. Such scholars as M. Aslam, T.Weiss, E. Veen van, H. Hannum, R. Gunaratna, J. Dunkay, J. Jordan, J. Davis, J.P. Kaufman, J. Klabbers, A. Martini, G. Nesi, D. Silander, W. Forde, I. Yaqub, J. Janzekovic reveal new approaches to the use of technology and analysis of financial flows. To summarise, recent studies demonstrate the continuous development of strategies and international mechanisms in the fight against terrorism and its financial support.

Aims

International organizations play a crucial role in countering terrorism and terrorist financing by developing and implementing strategies and policies to ensure global security. The main objective of this study is to evaluate the effectiveness of measures proposed and used by international entities, such as the United Nations and the European Union, in preventing and countering acts of terrorism. The article aims to analyse the involvement of international organizations in the fight against terrorism and terrorist financing. It considers various aspects of their activities, including intelligence and information exchange, coordination of measures against terrorist financing, training, and support for countries in the field of legislation and global awareness.

Methodology

The main emphasis is placed on the systemic analysis and comparative method. The systemic method allowed us to consider the formation of international counter-terrorism regimes as a holistic, complex system, a self-regulating mechanism that is in constant interaction with the outside world. The comparative method has enabled the analysis of the positions of international relations actors on the issue of terrorism and the identification of common areas of cooperation. The study employed various methods, including analysis and synthesis, deduction and induction, systematic approach, modelling, and logical method, as well as analogy. This allowed for a focus on the system of concepts, laws, and principles. The research objectives were achieved through the use of comparative studies, including case-study, cross-temporal comparison, binary, regional, and global methods, as well as historical extrapolation, institutional analysis, anthropological research, and behavioural analysis.

RESULTS AND DISCUSSION

International structures play a crucial role in ensuring global security and countering terrorism. They facilitate the joint development of strategies among countries to prevent and counterterrorist threats. The UN is a prime example of such an organization, bringing together states to address security issues, including counter-terrorism. Other entities, such as the European Union, NATO, and Interpol, jointly assist countries in preventing and suppressing acts of terrorism (Silander, Wallace, Janzekovic, 2018, p. 41).

In this context, a crucial area of activity is the collaborative enhancement of legal frameworks and instruments to counterterrorism, as well as assistance to countries in establishing sustainable security systems. This international approach is crucial in countering modern security challenges and threats, particularly in the fight against terrorism. A unified strategy for countering terrorism and eliminating its causes, as well as the exchange of intelligence and other specialized information, are necessary components of counterterrorism activities (Melnyk, Likarchuk,, 2023, p. 30). International cooperation is vital in effectively combating terrorist threats. Terrorism varies in its specifics across different regions of the world, which requires adapting unified norms and strategic provisions to local conditions.

The fight against terrorism places great emphasis on the advancement of international legal standards. Currently, the United Nations and its special groups have made 16 international agreements (conventions and protocols) to fight terrorism. Thomas Weiss, a Professor at the CUNY Graduate Center in New York, and Rorden Wilkinson, a Professor at Macquarie University in Sydney, note that international organizations have a crucial role in combating terrorism. They cooperate globally to ensure security and stability:

- 1. The United Nations, for example, the UN Security Council, adopts decisions and recommendations on combating terrorism and imposes sanctions against terrorist organizations, and the UN General Assembly discusses issues related to terrorism and approves resolutions to support international efforts in this direction.
- 2. The International Monetary Fund and the World Bank have a significant role in overseeing and thwarting the terrorism funding via financial systems.
- 3. INTERPOL provides a platform for the exchange of information and cooperation between law enforcement agencies of different countries in the fight against terrorism.

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- 4. The Financial Action Task Force (FATF) advocates for the development and implementation of standards to combat money laundering and the financing of terrorism.
- 5. EUROPOL and EUROJUST facilitate coordination and exchange of information between law enforcement agencies of the European Union in the fight against terrorism.
- 6. GCTF provides a platform for the exchange of experience and development of strategies in the fight against terrorism (Weiss, Wilkinson, 2023, p. 311).

The institutional mechanism of the UN, which is based on the implementation of the Charter's provisions on the individual rights and obligations of its member states, ensures their direct cooperation in the fight against terrorism. For instance, the right of each member to be represented in the UN General Assembly (Article 9, paragraph 1 of the Charter) enables this body to act as a universal forum for the consideration of the problem of terrorism. The provisions are crucial for an effective international fight against terrorism. For instance, UN member states are obligated to provide all possible assistance to the UN in its actions and refrain from aiding any state against which the UN takes preventive or coercive action (Article 2(5) of the Charter). Additionally, member states must comply with and implement decisions made by the UN Security Council (Article 25 of the Charter) (Bacon, Grimm, 2022, p. 16). In addition to developing international conventions, the UN places great emphasis on defining strategic directions and principles for combating terrorism. For instance, in 1994, the UN General Assembly adopted the Declaration on Measures to Eliminate Terrorism through Resolution A/RES/49/60 (Hannum and Anaya, 2023, p. 411). This document urges all nations to take necessary measures to prevent and eliminate the aftermath of terrorist acts. It provides a summary of the provisions of different international legal acts concerning this matter.

The provisions of the Charter on specialised agencies and regional arrangements, as well as the definition of bodies in the field of external action of the UN institutional mechanism, are crucial for ensuring international counter-terrorism cooperation. These provisions laid the groundwork for the establishment of the global system of the United Nations and a network of regional organizations, which are now integral components of international cooperation against terrorism (Veen, 2024, p. 107). The UN system comprises the United Nations and international intergovernmental organizations that operate in specialised areas with independent competence, but also have a certain legal relationship with the UN based on agreements on communication, cooperation and coordination (Kaufman, 2018, p. 11). This system covers various areas of international cooperation and provides opportunities to address the problem of terrorism.

The implementation of the UN Global Counter-Terrorism Strategy involves the cooperative efforts of various UN entities, including the World Health Organization, the International Atomic Energy Agency, the International Monetary Fund, the International Maritime Organization, the International Civil Aviation Organization, the United Nations Educational, Scientific and Cultural Organization, and the United Nations Development Programme (Pease, 2018, p. 174). In 2005, the UN Secretary-General launched the Counter-Terrorism Implementation Task Force to synchronize the actions of the UN system in addressing terrorism.

At the level of the European Union, Member States have reached consensus on a baseline definition of terrorism outlined in the EU Framework Decision on Combating Terrorism. This decision enumerates criminal activities that are deemed terrorist acts if they are driven by one of the following objectives: imposing significant pressure on the population, coercing a government or an international organization to act or refrain from acting unlawfully, or destabilizing or dismantling the fundamental structures of a state or an international entity (Martini, 2022, p. 36). The primary goal of the framework decision is to establish the essential criteria for categorizing crimes as acts of terrorism.

It's noteworthy that international collaboration in the realm of counter-terrorism is actively progressing through the establishment and support of various specialized international entities. The United Nations Security Council Counter-Terrorism Committee, created in response to Resolution 1373 in 2001, plays a crucial role in this cooperation. The primary objective of the Committee is to ensure that states fulfill the requirements delineated in Resolution 1373, outlining their responsibilities as follows:

- 1. Criminalizing the terrorism funding.
- 2. Promptly freezing any financial assets linked to individuals engaged in acts of terrorism.
- 3. Declining to offer any type of financial assistance to terrorist organizations.
- 4. Banning the offering of sanctuary, aid, or backing to terrorists.
- 5. Collaborating with other governments by exchanging information about groups involved in or plotting terrorist acts.
- 6. Engaging in cooperation with other governments in the inquiry, identification, apprehension, extradition, and prosecution of individuals implicated in such activities.
- 7. Instituting legal responsibility for both active and passive involvement in facilitating terrorism within national laws and ensuring the prosecution of offenders (Klabbers, 2022, p. 84).

The Global Terrorism Index serves as a vital instrument for assessing and ranking the extent of the terrorist threat in various countries, especially in the face of contemporary challenges. It assists in understanding and analysing the elements that foster the proliferation of terrorism, enabling the formulation of more efficient strategies for countering terrorism. The Institute for Economics and Peace prepares the Global Terrorism Index annually (Karns and Johnson, 2023, p. 206). Given the contentious nature of the definition of terrorism, it's important to highlight that the methods employed to gauge terrorism are also a subject of debate. The Global Terrorism Index assesses 163 countries using four indicators weighted over a fiveyear span. This article outlines four criteria utilized to quantify the impact of terrorism: the annual count of terrorist incidents, fatalities, injuries, and material damage caused by terrorism. (Terrorism: Facts and Statistics, 2023).

As per the most recent statistics, in 2022, the death toll resulting from terrorism saw a 9% decline, reaching 6,701, which is presently 38% lower than the peak observed in 2015. The decrease in the

number of fatalities aligns with a reduction in the overall number of incidents. The count of attacks diminished by nearly 28%, decreasing from 5,463 in 2021 to 3,955 in 2022. Nonetheless, excluding Afghanistan, the statistics reveal a 4% decrease in terrorism-related deaths (Global Terrorism Index 2023: Measuring the Impact of Terrorism, 2023). Terrorism manifests in diverse forms and is orchestrated by various groups driven by distinct motives. The elevated position of Afghanistan in the Global Terrorism Index 2023 can be partly attributed to the resurgence of the Taliban in 2021. However, the nation has grappled with terrorist activities for decades, involving numerous groups operating alongside or conflicting with the Islamic State and the Taliban, leading to a multitude of attacks (Global Terrorism Index 2023: Measuring the Impact of Terrorism, 2023). The research indicates that in 2022, Burkina Faso and Mali represented 17% and 14% of fatalities linked to terrorism, respectively, underscoring the increasing impact of terrorism in West Africa. Despite being a global concern, terrorism exhibits a disproportionate impact on specific geographical areas. In 2022, the Middle East and North Africa experienced the highest frequency of terrorist attacks (Fig. 1).

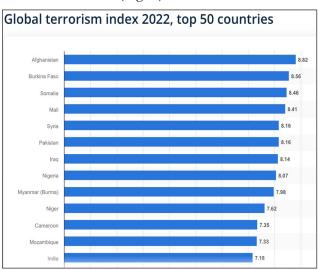


Fig. 1: Global Terrorism Index 2022

In 2014, the surge of Boko Haram, coupled with the Islamic State, led to a notable escalation in the frequency of terrorist attacks worldwide. However, by 2018, this number was decreasing, and then increased again due to increased terrorist activity in West Africa (Fig. 2). AESSRA

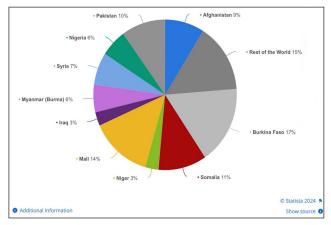


Fig. 2: Statistics of terrorist attacks

Developing effective countermeasures to terrorist financing is a priority. However, the absence of a universally agreed-upon approach to comprehending terrorist financing on the global stage markedly complicates this endeavour. This is due to the absence of a unified approach to defining terrorism itself (Yılmaz, 2021, p. 64). The lack of understanding in this matter is determined by several factors, including national interests of individual states, different interpretations of national security, the crisis of international legal regulation of the legitimate use of force, and the intersection of the concept of 'terrorism' with the concept of 'struggle for self-determination of nations'. The main challenge is that, according to international law, it is impossible to determine exactly what must be financed to constitute a criminal act (Davis, 2021, p. 210).

The definition of terrorist financing varies across different prevailing legal statutes. Article 2 of the 1999 Convention stipulates that an individual commits an offence related to the financing of terrorism if, through any means, they unlawfully and intentionally provide or collect funds with the purpose or understanding that these funds will be used, either wholly or partly, to commit an act considered an offence under various conventions included in the array of legal instruments targeting terrorism. Examples of such conventions are the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, adopted at Montreal on 23 September 1971, the Convention for the Suppression of Unlawful Seizure of Aircraft, adopted at The Hague on 16 December 1970, and the International Convention against the Taking of Hostages, adopted by the UN General Assembly on 17 December 1979.

Scholars, researchers, and experts on an international scale characterize terrorist financing as "the supply of financial and material support to terrorist groups or their members, with the foreknowledge that the transferred funds will be employed for terrorist activities" (Dunkay and Forde, 2018, p. 119). In this context, O.V. Mikichurova puts forth her own understanding of the concept: "terrorist financing involves purposefully gathering or supplying funds or other assets, encompassing rights to such funds and assets, with the intent of utilizing them or with the awareness that they will be employed to commit criminal offences, presenting a risk of loss of life, substantial material harm, or other socially perilous consequences. This is done in order to intimidate public officials, groups of persons or the population as a whole, or to force a government or an international organization to take any action" (Mikichurova, 2019, p. 130).

Concerning international terrorism, its funding should encompass actions carried out with the complicity or endorsement of representatives from one state against another. This stands as a defining trait of international terrorism.

Discussion. Currently, there are approximately forty regional and universal conventions. However, we believe that in the actual context, the total volume of international documents with an anti-terrorist focus needs to be systematised, and clearer outlines need to be created. Based on the presented doctrinal approaches to the definition of terrorist financing, we can offer the following universal definition: terrorist financing is intentional actions of an organizational, financial, or material nature, deliberately carried out by individual subjects of law, aimed at ensuring the activities of terrorist organizations or individuals with a view to committing terrorist criminal acts against a particular country and its population or group of states, as well as against the whole world.

It is important to understand that the fight against terrorism, as recognised worldwide, extends beyond the mere detection and suppression of individual acts of terrorism. The objective is to prevent terrorist activity itself, for which its financial base is crucial. This enables terrorism to obtain human and material resources, reproduce and increase its strength (Jordan, 2019, p. 263). The international community's experience in combating terrorist activities has shown that countering the financial self-sufficiency of terrorism is one of the most pressing issues for law enforcement systems. Terrorist activities are funded by both illegal sources, such as drug and arms trafficking, and other serious and especially serious crimes of a mercenary nature, as well as by legal sources, such as charitable foundations and NGOs. In some cases, national governments may also support terrorist activities for their political purposes.

The provision of material support, including financial, for the preparation, planning and execution of terrorist activities can take two forms. The first involves funding a specific, defined terrorist offence or a group of such offences (specific offences). The second form involves allocating funds to terrorist structures, which are then spent on their activities or transferred to individuals for the purpose of conducting terrorist acts in general. However, it does not specify what kind of terrorist crimes are to be committed, in what form, place and time (Geiringer, 2022, p. 70).

CONCLUSION

International organizations play a crucial role in combating terrorism and terrorist financing by promoting cooperation between countries and exchanging information. Their efforts are aimed at developing a unified strategy and effective mechanisms for detecting, preventing, and suppressing acts of terrorism. International organizations are crucial in coordinating measures to combat the financing of terrorism. This involves promoting the implementation of international standards and fostering cooperation between countries in the field of financial intelligence. Such efforts increase the effectiveness of detecting, stopping the flow of funds that support terrorist groups. International entities provide training and support to countries to develop and improve their legislative frameworks for combating terrorism. This contributes to unifying approaches and creating a common system of legal instruments to counterterrorist threats.

Thus, international entities are actively engaged in the fight against terrorism using various mechanisms and strategies. These efforts encompass streamlining information exchange among nations and security agencies for the identification and neutralization of terrorist threats. They advocate for the formulation and execution of global conventions and laws dedicated to combating terrorism. Additionally, collaboration with various entities, including states, regional bodies, and civil society organizations, is encouraged to formulate collaborative strategies and policies against terrorism. Finally, these endeavors play a role in training personnel engaged in counterterrorism efforts.

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