UNITED NATIONS SECURITY COUNCIL JUNIOR

Study Guide

Agenda: "Addressing the global threat of extremism and violent extremism and throwing light on the work of counter-extremism groups in combating the same"

INDEX

Letter from the Executive Board

Dear Delegates,

I extend my heartfelt welcome to all of you to the UNSC junior committee of Annual World Summit 2024-25. United Nations Security Council, One of the most integral committees of the UN brings to light some of the most crucial issues in world security. A committee like such sets the stage for delegates to emphasize on Unresolved security disputes and go further than just addressing issues of world importance.

As a member of the executive board, I want to encourage the delegates to engage in constructive conflicts which give rise to rational, more practical solutions. I dont intend to restrict the committee with very little scope of knowledge and research, which is why research home-work from the delegates would be appreciated. Given that for some of the delegates, it must be their first time, adhering to the decorum of the committee and embarking professionalism will be crucial.
The executive board is not looking for heavily worded answers nor does it discourage the use of AI. AI can be a tool for research but not a direct source of information.

We have put in our complete efforts to make the guide speculative and vivid while also making it concise enough giving you enough scope for research and criticism. Given the fragility of the agenda, The executive board will look at your critical analysis of the agenda and make note of your strength with words and eclectic perspectives. The executive board strives to foster a committee of respect and intellectuality. While we understand the we can not expect too much from a junior committee we do hope you all do not fail to prove us wrong and surprise us with maturity and nous.

Letter from the Executive Board

We hope that the delegates feel free to contact us incase of any difficulties and put forth commendable arguments during the final day.

Best regards,

Executive Board, UNSC Junior
Chairperson: Khanjan Raval
Vice-Chairperson: Akshat Kala
Moderator: Siddhant Maniar

About the Committee

COMPOSITION

The UNSC consists of fifteen members. The Republic of China, France, Russia, the United Kingdom of Great Britain and Northern Ireland, and the United States of America are the permanent members of the Security Council. The General Assembly shall elect ten other Members of the United Nations to be non-permanent members of the Security Council, due regard being specially paid, in the first instance to the contribution of Members of the United Nations to the maintenance of international peace and security and to the other purposes of the Organization, and also to equitable geographical distribution.

The United Nations Charter established six main organs of the United Nations, including the Security Council. It gives primary responsibility for maintaining international peace and security to the Security Council, which may meet whenever peace is threatened.

According to the Charter, the United Nations has four purposes:

to maintain international peace and security;

to develop friendly relations among nations;

to cooperate in solving international problems and in promoting respect for human rights;

and to be a center for harmonizing the actions of nations.

All members of the United Nations agree to accept and carry out the decisions of the Security Council. While other organs of the United Nations make recommendations to member states, only the Security Council has the power to make decisions that member states are then obligated to implement under the Charter.
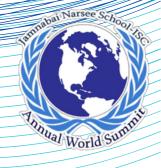
About the Committee

When a complaint concerning a threat to peace is brought before it, the Council's first action is usually to recommend that the parties try to reach agreement by peaceful means. The Council may: set forth principles for such an agreement; undertake investigation and mediation, in some cases; dispatch a mission; appoint special envoys; or request the Secretary-General to use his good offices to achieve a pacific settlement of the dispute.

When a dispute leads to hostilities, the Council's primary concern is to bring them to an end as soon as possible. In that case, the Council may:
issue ceasefire directives that can help prevent an escalation of the conflict; dispatch military observers or a peacekeeping force to help reduce tensions, separate opposing forces and establish a calm in which peaceful settlements may be sought.

A chief concern is to focus action on those responsible for the policies or practices condemned by the international community, while minimizing the impact of the measures taken on other parts of the population and economy.

Introduction

Extremism and violent extremism stand as formidable challenges to international peace and security, transcending borders and affecting communities worldwide. The United Nations Security Council (UNSC), as the principal organ responsible for maintaining international peace and security, plays a pivotal role in addressing these threats and fostering cooperation among member states.

In recent decades, the landscape of extremism and violent extremism has evolved significantly, driven by complex socio-political, economic, and ideological factors. Non-state actors, fueled by radical ideologies, exploit grievances and vulnerabilities to propagate their agendas, posing a direct threat to state sovereignty, stability, and human rights. The proliferation of extremist groups, facilitated by modern communication technologies and transnational networks, has intensified the challenge faced by the international community.

Amidst these challenges, the UNSC recognizes the importance of concerted efforts to counter extremism and violent extremism effectively. Central to these efforts is the role of counter-extremism groups, which operate at various levels– local, national, regional, and international, employing diverse strategies to prevent radicalization, disrupt terrorist financing, and combat extremist narratives.

Terrorism: While a universally agreed-upon definition within the UN remains elusive, the General Assembly has described terrorism as criminal acts intended to instill terror in the general public, specific groups, or communities to further political, ideological, or religious agendas (UN General Assembly resolution 54/109). These acts, often involving violence, intimidation, or coercion, are typically perpetrated by non-state actors.

Introduction

Violent Extremism: The United Nations defines violent extremism as the ideological, political, or religious beliefs that justify the use of violence to achieve those goals (UN Office of Counter-Terrorism). It encompasses ideologies that promote hatred, intolerance, and the rejection of fundamental human rights and democratic principles, often serving as a precursor to acts of terrorism and posing a significant threat to social cohesion and stability (ibid.).

Violent extremism is an affront to the purposes and principles of the United Nations. It undermines peace and security, human rights and sustainable development. No country or region is immune from its impacts.
Violent extremism is a diverse phenomenon, without clear definition. It is neither new nor exclusive to any region, nationality or system of belief. Nevertheless, in recent years, terrorist groups such as Islamic State in Iraq and the Levant (ISIL), Al-Qaeda and Boko Haram have shaped our image of violent extremism and the debate on how to address this threat. These groups' message of intolerance- religious, cultural, social, has had drastic consequences for many regions of the world.

The spread of violent extremism has further aggravated an already unprecedented humanitarian crisis which surpasses the boundaries of any one region. Millions of people have fled the territory controlled by violent extremist groups. Migratory flows have increased both away, from, and towards the conflict zones - involving those seeking safety and those lured into the conflict as foreign terrorist fighters, further destabilizing the regions concerned.

Counter Terrorist Groups

WHAT IS COUNTER–EXTREMISM?

Counter extremism in simple terms is the idea of combatting or countering extremism.

Countries and unions tend to have their own counter terrorist groups. Like UN-CTC, countering the scourge of terrorism has been on the agenda of the United Nations for decades. In the aftermath of the 11 September attacks against the United States in 2001, the Security Council unanimously adopted resolution 1373 (2001), which for the first time established a dedicated Counter-Terrorism Committee (CTC) of the Council. The CTC is assisted by an Executive Directorate (CTED), which carries out its policy decisions and conducts expert assessments of the 193 United Nations Member States. As of September 2022, CTED has conducted more than 182 visits to over one 112 United Nations Member States (including 11 virtual components of the hybrid visits during the COVID-19 period and 2 full hybrid visits), since it was declared operational 17 years earlier.

Over 20 Security Council resolutions exist that pertain to the CTC and CTED, an overwhelming majority of which were adopted over the last seven years, which demonstrate the complexity of the evolution of the threat of terrorism which prompted the Security Council to adopt resolutions outlining new measures for Member States to undertake in order to effectively counter the emerging threats of terrorism and foreign terrorist fighters, CTED's mandate was most recently renewed by Security Council resolution 2617 (2021), which extends the Special Political Mission until 31 December 2025. This resolution underscores that CTED's assessments, and the analysis and recommendations from those assessments, are an invaluable aid to Member States in identifying and addressing gaps in implementation and capacity, and calls on the UN Office of Counter-Terrorism (UNOCT), all other relevant United Nations funds and programmes,

Counter Terrorist Groups

Member States, donors, and recipients to use these expert assessments in their development of technical assistance and capacity-building projects. The resolution further underlines the essential role of CTED within the United Nations to identify and assess issues, trends, and developments related to the implementation of all relevant Security Council resolutions.

EXISTING COUNTER-EXTREMISM GROUPS
 Australia: Australian Security and Intelligence Organization (ASIO)
 Austria: Austrian Military Police
 Bangladesh: RABCTTC
 Bosnia and Herzegovina: SIPA
 Canada: Royal Canadian Mounted Police
 Integrated National Security Enforcement Teams
 Canadian Security Intelligence Service
 Integrated Terrorism Assessment Centre
 Croatia: RH Alfa
Georgia: Designated – Counter Terrorism Center State Security ServiceFederal: MIA – Special Emergency and Crisis Center
 Greece: Anti-Terror Division
            Greek Police
 Hungary: Counter Terrorism CentreAlert Police
            Hungarian Homeland Defence Forces
 India: Rashtriya Rifles
       NSG
 Iran: NAJA (Iranian Police)Police Amniat (Security Police)
 Iraq: Kurdistan Region Security Council
 Ireland: Defence Forces Directorate of Military Intelligence
 Israel: Shin Bet
 Nigeria: National Intelligence Agency
 Pakistan: Counter Terrorism Department

Counter Terrorist Groups

Slovenia: SEP Slovenian national police forces
 Spain: CITCO
 CGIS
 INC
 Thailand: Counter Terrorist Operations Center (CTOC)
 NIA
 Counterterrorism Division
 Ukraine: Security Service of Ukraine is the main body within the antiterrorist system.
 United Kingdom: Counter Terrorism PolicingIntelligence Corps
 United States: FBI Counterterrorism Division
 Federal Air Marshal Service
 Diplomatic Security Service
 Immigration and Customs Enforcements

Existing Legalities

Instruments regarding civil aviation

1963 Convention on Offences and Certain Other Acts Committed On Board Aircraft

1970 Convention for the Suppression of Unlawful Seizure of Aircraft

1971 Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation

1988 Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, supplementary to the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation

2010 Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation

2010 Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft PDF

2014 Protocol to Amend the Convention on Offences and Certain Acts Committed on Board Aircraft PDF

Instrument regarding the protection of international staff

1973 Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons

Instrument regarding the taking of hostages

1979 International Convention against the Taking of Hostages

Instrument regarding the nuclear material

1980 Convention on the Physical Protection of Nuclear Material PDF

2005 Amendments to the Convention on the Physical Protection of Nuclear Material PDF

Existing Legalities

Instrument regarding the maritime navigation

1988 Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation PDF

2005 Protocol to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation

1988 Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf

2005 Protocol to the Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms located on the Continental Shelf

Instrument regarding explosive materials

1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection

Instrument regarding terrorist bombings

1997 International Convention for the Suppression of Terrorist Bombings

Instrument regarding the financing of terrorism

1999 International Convention for the Suppression of the Financing of Terrorism

Instrument regarding nuclear terrorism

2005 International Convention for the Suppression of Acts of Nuclear Terrorism

History

The history of terrorism is as old as recorded history itself. Early instances can be traced back to ancient times, such as the Zealots of Judea who fought against Roman occupation using guerrilla tactics. This group, active in the first century, employed strategies that involved targeted assassinations and public killings to intimidate and drive out the Roman forces from their homeland. Similarly, in the 11th century, the Assassins, a sect of Ismaili Muslims, used targeted killings to spread fear and exert influence in the Middle East. Operating primarily in Persia and Syria, the Assassins targeted political and military leaders, using secrecy and surprise to achieve their goals, thus embedding terror deeply within their enemies.

The modern era of terrorism began in the late 19th and early 20th centuries with the rise of nationalist movements. These movements often emerged in response to colonial rule and were characterized by their use of violence to achieve political independence. One notable example is the Irish Republican Army (IRA), which used terrorism in its struggle against British rule. The IRA sought to end British presence in Ireland and reunify Ireland through a campaign of violence that included bombings, assassinations, and guerrilla warfare. Their actions were intended to disrupt the functioning of the British government in Ireland and force political concessions.

The latter half of the 20th century saw the emergence of various ideological groups employing terrorism as a tactic to further their causes. Left-wing groups, such as the Red Army Faction in Germany and the Red Brigades in Italy, engaged in terrorism to overthrow capitalist systems and establish socialist states. These groups believed that acts of terrorism would inspire a broader revolutionary movement among the working class. Their activities included bombings, kidnappings, and assassinations, targeting figures they deemed to represent the capitalist establishment.

History

On the other end of the spectrum, right-wing groups also utilized terrorism to further their extremist ideologies. The Ku Klux Klan in the United States, for example, used terror tactics to maintain white supremacy and intimidate African Americans and other minorities. The Klan's acts of violence included lynchings, bombings, and arson, aimed at terrorizing communities and deterring civil rights advancements.

State-sponsored terrorism also became a notable phenomenon during this period, where governments covertly supported terrorist activities to advance their political aims. Iran's backing of Hezbollah is a prime example of this type of terrorism. By providing funding, training, and resources to Hezbollah, Iran aimed to extend its influence in the Middle East and counteract Israeli and Western interests.

The evolution of terrorism has been marked by a significant shift towards religiously motivated terrorism in the late 20th and early 21st centuries. This period saw the rise of groups like Al-Qaeda and ISIS, which used terrorism to pursue their visions of establishing Islamic states governed by their interpretations of Sharia law. The September 11 attacks by Al-Qaeda in 2001, which resulted in nearly 3,000 deaths, marked a pivotal moment in global terrorism. This attack not only highlighted the lethal capabilities of modern terrorist groups but also led to substantial changes in international security policies and counterterrorism strategies. The subsequent War on Terror launched by the United States underscored the global impact and the transnational nature of contemporary terrorism.

Overall, the history of terrorism reveals a complex and evolving phenomenon. From ancient sects and nationalist movements to ideological extremists and religious militants, terrorism has taken many forms, each reflecting the sociopolitical contexts of its time. The persistent thread through this history is the use of terror as a tool to achieve broader goals, disrupting societies and instilling fear to effect change.

Pillars of the United Nations Global Counter Terrorism Strategy

The United Nations Global Counter-Terrorism Strategy in the form of a resolution and an annexed Plan of Action (A/RES/60/288) is composed of four pillars, namely:

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 of the fight against terrorism.

Since 2006, the United Nations General Assembly has reviewed the United Nations Global Counter-Terrorism Strategy every two years, making it a living document attuned to Member States' counter-terrorism priorities. The review of the Strategy represents an opportunity for Member States to renew international commitment to multilateral efforts to counter terrorism, take stock of progress in implementing the Strategy in the past two years and identify further areas requiring attention over the next two years.

In 2023, Member States undertook the eighth review of the Strategy. In anticipation of the review, the Secretary-General submitted a report, as requested by the General Assembly, on the Activities of the United Nations System in implementing the United Nations Global Counter-Terrorism Strategy and suggestions for its future implementation (A/77/718), covering the period of January 2021 to December 2022, and issued in February 2023. This report benefitted from submissions from Member States and international and regional organizations on their efforts, as well as inputs from civil society organizations gathered by UNOCT through public calls for feedback in 2022.

Pillars of the United Nations Global Counter Terrorism Strategy

All Member States participated in the review of the Strategy as part of the work of the General Assembly. To assist in the steering of this intergovernmental process, the President of the General Assembly has appointed the Permanent Representatives of Canada and Tunisia to act as co-facilitators, while UNOCT served as substantive secretariat, supporting the co-facilitators, negotiations and consultations from March 2023 until the conclusions of the General Assembly debate.

On 22 June 2023, the General Assembly adopted without a vote resolution 77/298 on the eighth review of the United Nations Global Counter-Terrorism Strategy, thus sustaining consensus behind the strategy.

Resolution 77/298 requests the Secretary-General to submit to the General Assembly at its eightieth session a report on progress made in the implementation of the Strategy, containing suggestions for its future implementation by the United Nations system. This marks a departure from the previous biennial timeline. The ninth review of the United Nations Global Counter-Terrorism Strategy in 2026 will then coincide with the twentieth anniversary of the adoption of the Strategy.

Terrorist Financing and State Support

Terrorism thrives in regions marked by state sponsorship, failed governance, and safe havens for extremist groups. The Islamic republics of Pakistan and Iran have faced allegations of sponsoring terrorist organizations, with Pakistan accused of supporting the Taliban in Afghanistan and Lashkar-e-Taiba in India, while Iran is implicated in aiding Hezbollah in Lebanon and militias in Iraq and Syria. Additionally, failed states like Afghanistan provide fertile ground for groups like Al-Qaeda to operate freely due to governance deficits. Moreover, terrorist financing plays a crucial role in sustaining these organizations, often through illicit means such as smuggling, extortion, and donations from sympathizers. Addressing these challenges requires concerted international efforts to disrupt terrorist financing networks and bolster governance in vulnerable regions.

COUNTERTERRORISM MEASURES

Within the UN Security Council (UNSC), concerted efforts are directed at combating terrorism, with a particular emphasis on thwarting the illicit financing of terrorist organizations. Through resolutions and sanctions regimes, the UNSC targets individuals and entities involved in terrorist financing, imposing measures such as asset freezes and travel bans to disrupt their operations. Moreover, the UNSC promotes international cooperation among member states to enhance information sharing and law enforcement capabilities, crucial for combating terrorism financing effectively. Capacity-building initiatives, including those led by the United Nations Counter-Terrorism Centre (UNCCT), assist member states in bolstering their counter-terrorism efforts, including addressing financial flows. By leveraging its authority and convening power, the UNSC plays a pivotal role in coordinating global action to stem the flow of funds to terrorist organizations, thus contributing significantly to global counter-terrorism efforts.

Case Study

MUMBAI TAJ ATTACK

Center for Strategic Analysis and Research eferred here to as CSAR) has taken up this national task and find out a mathematical model for the analysis and evaluation of crisis management.

According to the dates of terror attack plotted against the places of attack on INDIAN MAP, a logical trajectory was observed which had a uniform angle of 26 degrees and the hyperbola was lying on Visakhapatnam when the trajectory was extrapolated on wider scale the probable target with linear terrorist operation were found to be LUCKNOW/ KANPUR and GOA/ PANAJI with the striking dates as January 13 and March 26 respectively.

The hyperbola falling on Visakhapatnam reveals the bitter truth that a submarine of Pakistani origin was torpedo in the Jet by INDIAN Forces. The submarine PNS GHAZI was located in beneath the Visakhapatnam during the Bangladesh Liberation War and that was destroyed by INS RAJPUT. To avenge the ruthless defeat at the hands of INDIAN forces in 1971, the Pakistani army has developed a well planned trajectory to demonstrate its military might with a clear demonstration of their covering the entire INDIAN area.

On 26 November, 2008, the world experienced the most publicized sudden crisis, which was outbreak of anti social activity against common people of India. Total 183 people lost their lives and 314 were seriously injured in almost three days of terror that unleashed on Mumbai starting 26 November 10 attackers.

At the same time Indian Government was blamed by foreign government, international organizations & international press for being reluctant to admit the outbreak of terror attack. Why??...... One criticism was that the police force on the ground had World War II guns and that the bullet-proof jackets of the force were sub-standard. That's why we saw so many casualties in the police force.

Modernization of the force is the need of the hour and should be at the top priority So we need specialized teams in the police force to deal with such situations. But one must understand that policemen and officers from nearest police stations will be the first ones to reach the spot and will be the first in the firing line.

On bullet-proof jackets, I'd like to point out that there is no bullet-proof jacket that can stop a bullet fired from .303 rifles. In the case of modern assault rifles, if one gets hit from 10 metres, then too the bullet can pierce the shield. In the case of ATS chief Hemant Karkare, the bullet hit his throat, which is not protected by any jacket, Additional Commissioner Ashok Kamate was not wearing the jacket as it hampers mobility. Only in the case of Senior Inspector Vijay Salaskar did the bullet pierce his bulletproof jacket.

The Intelligence Bureau has confirmed that the attacks that took place in Mumbai on 26 Nov, 2008 might were an act of terror and aimed at disrupting peace and causing panic among Mumbaikers. The reason for IB to say that the terror attack is due to fact that operation was synchronized also it was a serial firing and apart from security personal only terrorist had access to AK-47 rifles. Also the purpose of this retrospective study is to examine the Indian Government's role in crisis management during this terror attack.

LOCKERBIE TERRORIST BOMBING

On December 21, 1988, Pan American Flight 103, on its way to New York's John F. Kennedy Airport, exploded over Lockerbie, a town in southern Scotland.

All 259 passengers on board were killed. Eleven Lockerbie residents also were killed as the shattered civilian carrier crashed to the ground. The investigation that followed indicated that Libya and Libyan agents were almost exclusively responsible for the bombing.

Case Study

On November 14, 1991, the United States handed down indictments against Abdel Basset Ali Al-Megrahi and Lamen Khalifa Fhimah for their role in the murder of the passengers and crew of Flight 103.

The Scottish Courts also issued a warrant for the arrest of these two individuals based on the extensive evidence gathered. On September 19, 1989, the French airliner Union des Transports Aerens (UTA) Flight 772, exploded over south eastern Niger, killing 171 passengers and crew.

Although the Islamic Jihad essentially claimed responsibility for the bombing, the investigation report submitted by the Congolese investigation team and endorsed by French judiciary officials stated that the bombing was "conceived and financed by Libya."

Legal Context of the Order

THE UN CHARTER

The U.N. Charter, to which all parties to this dispute are signatories, prohibits aggression. Specifically, article 2(4) states: ?All members shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any state, or in any other manner inconsistent with the Purposes of the United Nations. Indirect aggression, sometimes referred to as "low-intensity aggression" or "unconventional violence," falls somewhere short of full-security council armed invasion across national borders and may include external assistance to insurgents, secret warfare, massive human rights violations or narcotics trafficking.

The Security Council resolutions responding to the Libyan aggression specify article 2(4) as the basis for international action. According to Resolution 748, the Security Council was "convinced that the suppression of acts of international terrorism, including those in which states are directly or indirectly involved, is essential for the maintenance of international peace and security."

THE MONTREAL CONVENTION

Interpretation of the 1971 Montreal Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation [hereinafter "Montreal Convention"] Libya claimed that it had the right and the duty to investigate and prosecute the individuals and to exercise jurisdiction over them. Specifically, the letter called for the "implementation of article 14" of the Convention. Moreover, Libya primarily relied upon article 14, which provides: Any dispute between two or more Contracting States concerning the interpretation or application of this Convention which cannot be settled through negotiation, shall, at the request of one of them, be submitted to arbitration. If within six months from the date of the request for arbitration the Parties are unable to agree on the organization of the arbitration, any one of those Parties may refer the dispute to the ICJ by request in conformity with the Statute of the Court.

Legal Context of the Order

In addition to these two articles, several other provisions of the Convention also bear upon the issue at hand. For example, article 5(2) entitles Libya to establish jurisdiction over Al-Megrahi and Fhimah because they were present in Libyan territory. Article 5(3) allows Libya to exercise criminal jurisdiction over the individuals in accordance with Libyan national law. Article 7 requires Libya to submit the case to competent authorities for prosecution. Finally, article 11(1) requires the United States and the United Kingdom to provide assistance with the criminal proceedings against Al-Megrahi and Fhimah.

Libya has asserted that each of these articles has been violated.

THE SECURITY COUNCIL RESOLUTIONS

United Nations Security Council Resolutions 731 and 748 provoked Libya's request for provisional measures in the Lockerbie Incident Cases. Together, these resolutions had envisaged punitive actions against Libya for its failure to surrender Al-Megrahi and Fhimah, the two individuals allegedly involved in the bombing of Pan Am Flight 103.

A. THE RESOLUTION 731

Resolution 731 requested Libya to comply with U.S., U.K. and French requests concerning the bombing of Pan Am Flight 103 and UTA Flight 772. Under the terms of the resolution, Libya was required to renounce terrorism, to provide information regarding the individuals involved in the bombing of UTA Flight 772 and to surrender the individuals involved in the bombing of Pan Am Flight 103. None of the requests were unusually bold-except the request to surrender Al-Megrahi and Fhimah. This was an unprecedented request for the Security Council; it was the first time the Council had requested the surrender of a member nation's nationals as well as the first time the Council had ever directly implicated a member state in involvement in state-sponsored terrorism.

Legal Context of the Order

B. RESOLUTION 748

When the requests of Resolution 731 were not adequately addressed by Libya, the Security Council adopted Resolution 748. This resolution was adopted under Chapter VII of the United Nations Charter and imposed mandatory sanctions on Libya. Specifically, Resolution 748 called for three types of actions. First, the resolution demanded the surrender of Al-Megrahi and Fhimah in compliance with paragraph three of Resolution 731. Second, it required that Libya demonstrate its renunciation of terrorism by "concrete actions."

Finally, the resolution imposed specific sanctions. The sanctions included the prohibition of air flights, prohibition of the sale or supply to Libya or its nationals of military weapons, ammunition, vehicles, equipment or parts and prohibition of the supply to Libya or its nationals of military training or advice.

The ETA: Counter-terrorism fails and resources do not diminish

The history of ETA (Euskadi ta Askatasuna or Basque Homeland and Freedom) terrorism is a case in which counter-terror failed and resources did not diminish. The expectation, then, is increased terror. The ETA was factionalized into separate groups each with differing opinions regarding the relative value of armed struggle and concessions. The most salient of these divisions was between the ETA-militar (ETA-m) and the ETA-politico-military (ETA-pm).

As predicted, when the government offered concessions the more moderate ETA-pm engaged in the political process leaving terror in the hands of the most extreme factions. The government also followed the predicted strategy, increasing counter-terrorism efforts in an attempt to uproot the remaining extremists.

However, the government did not succeed in eradicating terror and, consistent with the theory, terrorist violence increased. I provide a brief overview of the history of the ETA leading up to the negotiations over Basque autonomy and then discus specifically how these historical events relate to the theoretical framework. ETA was formed in the late 1950s as a Basque nationalist response to the Franco regime's policy of Spanish unification. 4 ETA has undergone many changes in ideology (including Marxism, anti-colonialism, and national liberation) and formal structure throughout its history, but its core demands have remained fairly constant: democratization, national self determination, withdrawal of Spanish security forces from the Basque region, and cultural educational, linguistic and political autonomy for the Basque (Shabad and Llera Ramo 1995).

ETA began its use of terror in the mid-1960s. Throughout its history ETA has succeeded at seriously disrupting Spanish society, assassinating prominent political figures, and having a significant effect on economic growth.

Legal Context of the Order

In 1968 the Franco regime killed a member of ETA and in retaliation ETA assassinated a Spanish police officer. These were, respectively, ETA's first fatality and use of mortal violence. Franco responded to Basque nationalism generally, and ETA violence in particular, quite harshly. Between 1968-1975, half of all "states of exception" declared by the Franco regime in order to impose martial law were declared only in the Basque Country (Shabad and Llera Ramo 1995).

Thousands of Basques were detained by the Spanish police with dozens killed and many more tortured (Clark 1984). Counter-terror became more severe as ETA violence continued.

From 1978-1981, while negotiations for Basque autonomy were ongoing with moderate Basque nationalists, the Spanish government passed a series of strict counter-terrorism bills.

The government made it legal to arrest and hold suspected terrorists incommunicado and without charging them with a crime for 10 days, established elite counterterrorism commando units, built up its military presence in the Basque Country, and made it illegal to print or say anything publicly in defense of terrorism (Clark 1990).

In December of 1973 ETA assassinated Spanish Prime Minister Carrero Blanco, the heir apparent to General Franco. The destabilizing effect of this assassination and the death of Franco in 1975 led to democratization in Spain and to major divisions within ETA. The fundamental divide was between the relatively moderate ETA-pm – composed primarily of more moderate militants within the ETA in Spain – and the more radically militant ETA-m – composed of the leadership of the Basque extremists in France and radical militants in Spain.

Legal Context of the Order

While they shared similar ideologies regarding the desirability of Basque independence, the ETA-pm wanted to participate in elections for the new democratic Spanish parliament and to enter into negotiations with the Spanish government, while maintaining the armed struggle.

The ETA-m stressed the fundamental role of violence and focused on military victory rather than negotiated settlement (Shabad and Llera Ramo 1995). ETA-m and ETA-pm are thus paradigmatic examples of the ideologically heterogeneous factions that are a key building block of my theoretical framework. Major changes occurred in the mid to late 1970s in Spain. A new constitution was ratified, democratic elections were held, and partial autonomy was granted to the Basque.

In 1981 the autonomy had been sufficiently implemented that the more moderate ETApm disbanded, abandoning armed struggle in favor of mainstream politics.

As predicted, concessions left the terrorist organization in the hands of the extremists. The ETA-m continued as an underground terror organization as did some smaller extremist groups based in France. These extremists, including ETA-m, rejected autonomy as an unacceptable compromise and continued to insist on complete Basque independence, further demanding that the independent Basque state occupy a region larger than the area given by the Spanish government for the Basque autonomous region. In 1982 the level of ETA violence dropped, though it did not return to the low levels of the 1960s and 1970s.

Questions a Resolution Must Answer

COMBATTING TERRORISM

- What are the underlying socio-economic, political, and ideological factors driving extremism and violent extremism globally? How can the international community address these root causes to prevent radicalization and extremism?

- How can member states enhance cooperation and coordination at the regional and international levels to combat extremism and violent extremism effectively? What mechanisms can be established or strengthened to facilitate information sharing, intelligence cooperation, and joint operations against extremist groups?

- What strategies and measures can be employed to counter extremist narratives and ideologies, both online and offline? How can states and relevant stakeholders promote tolerance, social inclusion, and resilience within communities to mitigate the appeal of extremism?

- By what means can the United Nations gain efficiency in addressing the humanitarian consequences of extremism and violent extremism, including the displacement of populations, human rights abuses, and the impact on vulnerable groups such as women and children?

Questions a Resolution Must Answer

ANALYZING COUNTER-TERRORIST GROUPS

- **What role do counter-extremism groups play in preventing radicalization, promoting de-radicalization, and rehabilitating individuals involved in extremist activities? How can states support and collaborate with these groups to enhance their effectiveness in combating extremism?**

- **What preventive measures can be implemented to identify and address the early signs of radicalization and extremism within communities? How can education, youth engagement, and community-based initiatives be leveraged to prevent the recruitment and radicalization of individuals by extremist groups?**

- **What measures can be taken to disrupt the financing of extremist groups, including through illicit financial flows, money laundering, and the exploitation of legitimate financial channels? How can member states strengthen international cooperation and financial regulations to prevent the funding of terrorism?**

- **How can the effectiveness of counter-extremism efforts be evaluated and monitored over time by International forums?What indicators can be used to measure progress in preventing radicalization, countering extremist narratives, and reducing the incidence of extremist violence?**