Research Paper Law

Evaluation of Counter-Terrorism Committee

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KEYWORDS

The organization which this paper is going to analyze is the United Nations Counter-Terrorism Committee. This paper seeks to analyze the CTC in terms of its log frame, philosophical foundations of its strategic objective, organizational structure, work strategy, its performance in terms of the fulfillment of the strategic objective and finally the bottlenecks in achievement of the targets. It also seeks to provide the necessary recommendations to for the achievements of the targets as articulated in the log frame. Since the organization has no formal log frame so I have created the log frame from its objectives, modus-operandi stated in different policy statements and declarations. The paper discusses the log frame and the rationale behind it and in the end makes necessary recommendations to Counter-Terrorism Committee.

Background and Context:
The Counter-Terrorism Committee (CTC)was established by the resolution 1373(2001) which was adopted unanimously on 28th September 2001 in the wake of September, 2011 terrorist attack on United States. The committee was formed to monitor the implementation of the resolution 1373, which required U.N. member nations to create legal and institutional mechanisms to counter terrorist activity at home, in their regions and around the world. They were required to take the following steps:

a) Criminalize the financing of terrorism
b) Freeze without delay funds related to any person involved in the acts of terrorism
c) Deny all forms of financial support for terrorist groups
d) Suppress the provision of safe heavens, sustenance or support for terrorists
e) Share information with other governments on any groups practicing or planning terrorist attacks
f) Cooperate with other governments in the investigation, detection, arrest, extradition and prosecution of those involved in such acts; and
g) Criminalize active and passive assistance to terrorism in domestic law and bring violators to justice

The resolution also calls on states to become parties to relevant international counter-terrorism legal instruments. In 2005 Security Council passed resolution 1624 which pertained with the incitement of terrorist acts. It asked the states to prohibit by law, deny safe heavens to anyone about whom there is credible information certifying his or her involvement in the acts of terrorism. This resolution also asked the states to continue international efforts to enhance dialogue and broaden the understanding among civilizations. The CTC has incorporated this resolution in its agenda and now it is the part of its dialogue with U.N. member countries. Mr. Mohammed Loulichki (Permanent Representative of Morocco to U.N.) assumed the chairmanship of the committee in January 2013.

Process and Structure:
Basically, CTC functions with a policy advise from CTED (Mentioned below in detail). The following paragraphs will provide information about the working strategy, CTED, its administrative structure, priorities and key activities undertaken by it:

Working Methods:
- Country visits - at their request, to monitor progress, as well as to evaluate the nature and level of technical assistance a given country may need in order to implement resolution 1373 (2001);
- Technical Assistance - to help connect countries to available technical, financial, regulatory and legislative assistance programmes, as well as to potential donors;
- Country Reports– to provide a comprehensive snapshot of the counter-terrorism situation in each country and serve as a tool for dialogue between the Committee and Member States;
- Best Practices – to encourage countries to apply known best practices, codes and standards, taking into account their own circumstances and needs; and
- Special meetings – to develop closer ties with relevant international, regional and sub-regional organizations, and to help avoid duplication of effort and waste of resources through better coordination.

Counter-Terrorism Committee Executive Directorate:
In 2004 Security Council passed resolution 1535 and created CTC Executive Directorate (CTED) to assist the work of CTC and coordinate the process of monitoring the implementation of the resolution 1373 (2001). It includes all 15 Security Council members. It became fully operational in 2005 and its mandate was extended till 2013 by Security Council resolution S/RES/1963 (2010). It comprises 40 members half of whom are legal experts analyzing reports submitted by the states in areas such as legislative drafting, border and customs control, financing of terrorism, law enforcement, refugee and migration law, arms trafficking and maritime transportation security. CTED also has an officer for human rights matters. It has an Assessment and Technical Assistance Office (ATAO) which is divided into three geographical clusters to enable the officials to specialize in different geographical regions. It also has an Administrative Information Office (AIO). CTED also has five technical groups to disseminate the expertise on technical matters in three geographical clusters. These groups deal with the issues of arms trafficking, terrorist financing, border control, law enforcement and general legal issues including legislation, extradition, mutual legal assistance, issues raised by resolution 1624 and aspects of human rights in the context of resolution 1373.

In AIO, there is a quality control unit to keep the quality and consistency in CTED documents.

CTED is like the policy making body for CTC. It is thedefacto secretariat.Dr Mike Smith became the Executive Director of CTED. He is of the rank of Assistant Secretary General.

Priorities of the Counter-Terrorism Committee Executive Directorate:
The organizational plan of the Executive Directorate, endorsed by the Security Council identified the priorities of the Executive Directorate as follows:

(a) To ensure the collection of information for monitoring the efforts of member states in their implementation of resolu-

tion 1373 (2001), including through visits with the consent of the State concerned;
(b) To strengthen the facilitation of technical assistance aimed at increasing the capabilities of Member States in the fight against terrorism and ensuring that its provision is adjusted to the countries' needs;
(c) To enhance cooperation and coordination among international, regional and sub-regional organizations in the fight against terrorism, as well as among other United Nations bodies;
(d) To ensure consistency among all the activities of the Counter-Terrorism Committee while maintaining a tailored approach to each State Member of the United Nations and with regard to every subject under resolution 1373 (2001);
(e) To provide adequate and complete follow-up of all the Committee's decisions;
(f) To ensure the correct exchange of information at the proper level, from the Offices (Assessment and Technical Assistance Office and Information and Administrative Office), the Executive Directorate itself and between the latter and other relevant bodies of the United Nations.
(g) To participate actively in the Counter-Terrorism Implementation Task Force established to assist Member States in their implementation of the Global Strategy.

Key Activities and Tools of CTED:
In the task of advising CTC, the CTED has developed following activities and tools:

(a) Conducting dialogue with Member States on their implementation of resolutions 1373 (2001) and 1624 (2005), including through selected visits and, as appropriate, the identification of technical assistance needs;
(b) Developing the preliminary implementation assessment as the primary tool for assessing countries' implementation of resolution 1373 (2001) and drafting a total of 193 such assessments (one for each Member State, plus one for a non-member State);
(c) Preparing an annual global assessment (implementation survey), on the basis of the preliminary implementation assessments, to help the Committee identify particular gaps and general trends;
(d) Developing the website of the Counter-Terrorism Committee containing, inter alia, the technical assistance matrix and the directory of best practices;
(e) Maintaining close, collaborative and cooperative relations with other United Nations bodies working in the area of counter-terrorism, in particular the Analytical Support and Sanctions Monitoring Team of the Security Council Committee established pursuant to resolution 1267 (1999) concerning Al-Qaida and the Taliban and associated individuals and entities, the Expert Group of the Security Council Committee established pursuant to resolution 1540 (2004) concerning the non-proliferation of weapons of mass destruction, the United Nations Office on Drugs and Crime and the other members of the United Nations Counter-Terrorism Implementation Task Force.

Part 2: Purpose and Objectives of the Evaluation:
Purposes:
The purpose of the evaluation is to determine whether the Counter-Terrorism Committee achieved its intended outcomes by 2012. It is going to be a summative evaluation as it is happening after the end of the time period stated in the strategic objective. Basically, it is to assess the progress of CTC's work on the various performance indictors until 2012 because the task of CTC is still going on and its mandate is still relevant.

This evaluation will focus on outcomes, rather than outputs as outcomes define the long-term and real success or failure achieved by the organization. By focusing on the outcomes, it will find out that whether the initiatives mentioned in the logical framework were taken by the CTC or not and if they were taken to what extent they were complied with, by the member states.

Major issues to be addressed:
The logical framework provided below enlists the objectives, outcomes, outputs, performance indicators, baseline and the data sources for the evaluation. Since the organization does not have its own logical framework so in this paper I have created the logical framework based on the in-depth study of the official documents pertaining to the CTC's mandate, mission, activities and the minutes of the meetings. In this evaluation major emphasis will be on the impact generated by the measures taken on the outcomes. This exercise will also explore and critically analyze the causal links between the activities and final outcomes. The idea behind this is to measure the changes happening in the real world. This evaluation will also address the qualitative issues influencing the functioning of international public sector agencies like diplomatic, religious, cultural and political factors. In the functioning of international agencies the geo-political factors play a very important role so any evaluation initiative needs to take them into account to find out the true measure of the success or failure. Finally, this exercise will end up with identifying the reasons for success or failure and will give appropriate recommendations to improve the performance.

This evaluation will address:
1) Whether CTC provided the services or products mentioned in the output section or not and If yes then the factors which aided and which hindered will be explored.
2) Whether the countries complied with the legal, financial, political and cultural mechanisms instituted by the CTC i.e. whether the countries were supportive or not. If not, what were the reasons and if yes, what were the reasons. This is the key issue to be addressed in the evaluation plan.
3) The changes needed for streamlining the process of implementing CTC's mandate.

Evaluation Approach and Methodology:
1) Document Review and Work plan Development: The evaluation team will review documents of the CTC to determine if changes need to be made to the logical framework and develop a work plan. In this case there was no logical framework so it has been created.
2) Management review of the workplan: the evaluation team will present the work plan to the chairman of the committee and the director of the CTED for comment. The evaluation team will encourage the agency to be democratic in this exercise as the inputs from lower staff and field staff forms astrong base for any evaluation.
3) Focus groups and telephone interviews with selected stakeholders: the evaluation team will seek input from CTC and CTED, observer organizations, member states, government officials that received training for input on overall approach, potential barriers and challenges and survey questions

Evaluation Design and Execution:
The evaluation will require following methods for acquiring information:

1)*Primary Research*-The evaluation will start with the basic research into the activities like number of the country visits undertaken by CTC, the status of financial, technical, regulatory and legislative assistance provided by the CTC and the status of linkages between the donor countries and recipient countries. The primary research will also include the findings about the number of special meetings held with international, regional and sub-regional organizations for achieving effective co-ordination in the counter-terrorism efforts, the status of best practices disseminated and adopted by the member states, the status of inter-faith dialogue initiatives, the number of country reports and how far they have complied with the requirements of the information asked by the CTC and implementation of the legal, financial, regulatory and legislative mechanism implemented by the member states .

2)*Interviews andSurveys*- The surveys and interviews will be the most important sources of information for this evaluation. Firstly the evaluation will begin with interviewing the internal stakeholders. The rationale behind interviewing the internal stakeholders is that their number is less, for instance,CTED has just 40 staff members, and sointerviewing them is feasible as well as very valuable for deriving substantial information for evaluation analysis.This includes interviewing the internal stakeholders like CTC staff and CTED staff. The main intention behind this will be to find out behavioral patterns and opinions of the organizational staff regarding the activities undertaken by CTC. This kind of exercise is very important for evaluation because success or failure of any initiative depends to a large extent, on the attitude and morale of the organization's staff. The interview questions will differ according to the category of staff surveyed. For instance, the researchers will be interviewed with the questions like this, 'How far the country reports satisfy the criteria established down by CTC? , being a staff member, what are the subjective and objective factors that you consider while analyzing reports in terms of least and the best compliance?'. For technical assistance wing questions will pertain to the services provided by their wing and their opinion about the shortcomings and corrections needed. Then there will be a few general questions to assess the attitude of the staff towards the activities undertaken by CTC.

For external stakeholders, the evaluation team will conduct interviews and surveys. The external stakeholders will include member countries, international, regional, sub-regional organizations, client groups like international banks and non-profit organizations.The C.T.C negotiates with sovereign governments and independent organizations like regional, sub-regional and non-profits so the survey cannot be addressed to a government or an organization. However, for collecting authentic data, the evaluation team will get the list of key individuals of the countries, regional and sub-regional organizations who played a linchpin role in the negotiations with CTC. For example, in the case of non-profit organizations the organizational heads will be interviewed, in the case of governments, the diplomatic representatives will be interviewed or surveyed. The choice of deciding between the interview and survey will be based on the individual cases. For instance, if any nation, which has been accused of harboring terrorists and providing safe heavens to them, then in that case its representative will be interviewed to know the details of their responses. The non-complying members will be interviewed. The countries which requested and did not get the technical assistance will be interviewed. If the process of compliance has been smooth with a certain region then, it will fall in the category of surveys. Those non-profits whose record has been controversial, their heads will be interviewed. This is being done to minimize the effort and expenditure as all the nations, organizations can not be interviewed (as it will require huge amounts of expenditure on travel and interviews and it is often a difficult and politically sensitive process to get access to such representatives).These interviews and surveys will be aimed at exploring the behavioral patterns of the external stakeholders. The questions will be tailored to fulfill this purpose. For example, 'Did your country ratify the international legal conventions against terrorism? , If not, then what are the reasons for non-compliance? , Did your country implement the financial, regulatory and legislative measures specified by the CTC? , If not then, what are the reasons for non-compliance? , Is your country satisfied with the technical and financial assistance facilitated and provided by CTC? If not, then what are the reasons for that and what can be the possible solutions? (This question will be the part of the interview, which will be done of a country representative which requested and did not get the technical assistance.)

The surveys will be distributed via the web in the case of non-profits to keep the finances within limits and in the case of member countries and organizations, official mails will also be sent because in some countries and organizations official mails sent through posts have more credibility. In the case of external surveys and interviews, political factors may come up as an hindrance so the evaluation team will have area experts(those who are familiar with the politics, society and culture of external stakeholders).

In the case of non-responses the evaluation team will try to convince the non-responding stakeholders of the importance and purpose of the survey. It will also try to observe the patterns of similarity and differences among responders and non-responders.

3)*Case Studies* will be done to find out detailed impact of interventions in the respective member countries. The criteria for selecting cases will depend on the gravity of the situation. Since the agenda of CTC include non-military dimensions of terrorism like governance, socio-cultural, economic, religious and political factors so evaluation team will select the model cases as representative of these aspects in different settings. This will help the evaluation team to give sound recommendations for future activities and programs of CTC especially about the issues concerning area-specific diverse programs. For instance, in South Asia Afghanistan will be selected. It presents a classic example of feudal polity, bad governance, economic woes, poverty, religious extremism and other socio-cultural factors abetting and sustaining terrorism. In Africa, Somalia could be selected for case study because it also presents the classic example of all the above-mentioned conditions abetting and sustaining terrorism but in Somalia's case the society, culture, politics and religious dynamics are different from Afghanistan. This exercise will give a good insight into the qualitative factors sustaining terrorism, active in different socio-political settings and the differences among them. It will be an important source of information to find out the results of technical assistance provided, status of donor-recipient linkages, assistance provided to establish regulatory frameworks. They will done through focus groups and semi-structured interviews so that the team can get information and the perceptions in detail.

4) *Content Analysis*- It is the cheapest, easiest and non-intrusive method of collecting information. To begin with, the evaluation team will define the process for analyzing the official and other relevant documents by drafting a codebook and then in accordance with the codebook. The evaluation team will analyze the official documents of CTC and CTED. The evaluation team will also analyze the official reports of the member–states on security, terrorist threat and financial intelligence. The team will also go through the reports of INTERPOL, regional, sub-regional and international organizations and it will also analyze the bilateral extradition treaties of the member states.

Logical Framework: Counter Terrorism Committee United Nations
Date of preparation: 3/1/2013
Date of revision: 4/3/2013

Counter Terrorism Committee

Summary Problem Statement:
Overall Objective: "To monitor and increase compliance for the implementation of resolution 1373 and 1624 from all the U.N. member states, by the end of 2012."

Outputs	Outcomes	Performance Indicator of Outcome	Data Source	Method of collecting data
1)Encouraging the U.N. member-states to ratify all the international conventions, treaties and the laws against terrorism, including working out an effective plan of action for this which will include moral persuasion, incentives and diplomatic pressure	1)Improved compliance with international legal mechanisms for counter terrorism.	1) Total number of countries that ratified the international conventions against terrorism.	1)Country Reports	1)Content Analysis
2)Providing technical and legal assistance for creating FIUs (Financial Intelligence Units) and freezing of funds associated with terrorist groups and individuals, including creating a rational, moral, economic, social and humanitarian argument and basis for convincing states to set-up FIUs and freeze funds of terrorist individuals and organizations.	2)Reduced access to financial resources by terrorist groups and individuals.	2)Total figure of money or accounts worth frozen, total number of informal sources of money transfer registered, the number of arrests made in money laundering and the status of laws passed achieve above goals in different countries.	2)Country Reports, Surveys, Interviews,Individual reports of states on security and terrorist threat. Member-States police and financial intelligence agencies and the information derived from INTERPOL.	2) Content Analysis of the official documents of CTC and member -nations, Surveys, Interviews with internal and external stakeholders
3) Encouraging the states to submit reports in time and allow for increased site visits by: (3.1) Verbal persuasion at an individual level and through multilateral conferences (3.2) Incentives of economic and political nature (3.3) Providing technical, legal and financial assistance in drafting of reports (3.4) Creating smooth, effective and quick mechanism, involving the member countries in the process, for facilitating the timely submission of accurate reports. (3.5) Devising easy and simple (technically and politically) procedures for facilitating country permissions for increased site visits.	3)Increased involvement and association of U.N. member-states in and with counter-terrorism strategy, procedures and measures.	3)Total number of reports submitted and analyzed, the status of the response shown by member nations to the suggestions made in the feedback on reports and the status of legal, financial and administrative infrastructure prepared by countries to implement the counter-terrorism agenda i.e. resolution 1373.	3) Country Reports, Individual Reports of member-states on security, financial intelligence and terrorist threat, Surveys and Interviews related to the status of financial and technical assistance provided.	3)Content Analysis of the official documents of CTC like country reports and the documents of individual member –states like reports on security, financial intelligence and terrorist threat and , surveys and interviews.
4)Encouraging and enabling the states to deny safe heavens, sustenance and support to terrorist groups, arrest and detain individuals charged of involvement in terrorist activities or inciting terrorist activities by: (4.1) Appealing to moral conscience of the member-states, by framing an economic, political and humanitarian argument for this. (4.2) Making efforts to facilitate legal arrangements between the nations for extradition of individuals involved in terrorist acts (4.3) Making efforts to mobilize member countries against those who give safe heavens to terrorist groups and individuals. (4.4) Facilitating technical, financial and legal assistance to member countries at its own level and by other resourceful and capable member countries in developing investigative and intelligence infrastructure to nab terrorist organizations and individuals.	4) Reduced fear of terrorist threats, bombings and increased levels of safety felt by citizens of the U.N. member countries.	4) The reduction in the incidents of terrorist violence, number of terrorist organizations blacklisted, expelled and terrorist individuals arrested and the safety/ security index i.e. the average level of safety felt by citizens (as known through surveys).	4)Country Reports, Official documents of CTC, Outcome Document, Webcasts posted on their website, INTERPOL documents and reports, Surveys and interviews pertaining to the status of technical and financial mechanisms established by member states.	4) Content Analysis of the official documents of CTC, member-states, INTERPOL, surveys and interviews.
5)Developing information-sharing protocols to facilitate sharing of the information between member countries about the terrorist groups, individuals and enhancing the levels of cooperation among member nations and regional organizations in the arrest, detainment and extradition of such entities by organizing conferences to draft legal mechanisms for this.	5)Enhanced co-ordination between different member countries in the execution of counter-terrorism agenda i.e. resolution 1373 and 1624	5) Number of agreements signed between the CTC and regional, sub-regional organizations for cooperation in intelligence sharing, number of joint initiatives taken by member countries, number of bilateral extradition treaties signed between member states.	5) Official documents of CTC, CTED and international, regional and sub-regional organizations, bilateral extradition treaty documents of member-states.	5) Content Analysis of the official documents of CTC, international, regional and sub-regional organizations and treaty documents of member nations
6) Enhanced technical assistance to developing countries and LDCs in legislative drafting, technical equipment and border control mechanisms .	6)Improved administrative , legal and financial infrastructure in developing or L.D.Cs (Least Developed Countries)	6) The status of administrative structure, law, financial and technical abilities of developing countries and LDCs i.e. the number of countries that have such mechanisms, the number of laws passed, the effectiveness of such laws not only in terms of wording but also in terms of implementation.	6) Country Reports , surveys and interviews pertaining to the status of technical and financial assistance provided.	6) Content Analysis of the official documents, surveys and interviews done by the evaluation team.

7) Encouraging regional bodies like SAARC, ASEAN, neighboring governments, international non-profit organizations and other global bodies like U.N.'s other departments to provide	7)Better governance and improved socio-economic opportunities in conflict ridden nations, especially for the dissatisfied groups.	7) The status of governance in conflict ridden countries i.e. the rights like freedom of speech, expression available to them, the number of unemployed, poor, availability of jobs for minority groups and amount of development aid made available to them through the efforts of CTC and also the status of its use for development projects.	7)Reports on Governance and human rights conditions in the member-states, prepared by human rights agencies like Human Rights Watch, Amnesty International and think tanks like Brookings Institution and Hoover Institution and the World Development Report and reports of ADB.	7) Content Analysis of the reports of human rights groups and think tanks and developments banks.
8) Specifying the set of conditions which constitute substantial grounds for arrest and freezing of funds after consideration of several facets of the matter like verification procedures, distinction between the sympathizers of the cause and people actually involved in the acts of carnage and violence.	8)Increased concern and respect for human rights in counter-terrorism measures and strategy.	8) Decrease in the number of cases registered for human rights violations, number of laws passed for the protection of human rights, number of officials punished for violating human rights and the number of officers appointed for seeing into the matters pertaining to human rights.	8) Human Rights reports by Human Rights Watch and Amnesty International	
		9) The total number of requests made for assistance in non-technical legislative matters, technical matters like customs, border control and equipment, cyber security.	9)Country Reports, Surveys and Interviews pertaining to the status of technical, financial and legal assistance provided.	9) Content Analysis of the official documents of CTC like country reports and surveys and interviews done by the evaluation team.

The CTC was formed in 2001 for the implementation of resolution 1373 but its mandate and agenda has gone through many changes because of the different resolutions passed in the decade of 2000 like 1624 and 1535 etc. The formation of CTED brought a major change in the organizational structure of the CTC. In the wake of all these developments it is an appropriate time to define its objectives and chart its course as well as evaluate its performance so far.

The strategic objective is the ultimate condition which an individual, organization or an agency wants to see in effect at the end of a specified time period. It should be specific, measurable, achievable, time bound and relevant. The CTC is the part of U.N. global counter terrorism strategy. It is the main instrument through which this mission is to be fulfilled. But this paper is dealing with CTC as an international agency. So the strategic objective for CTC needs to be spelled categorically in terms of the purpose for which the agency has been created. Keeping these criteria in mind the ideal objective for CTC should be:

"To monitor and increase compliance for the implementation of resolution 1373 and 1624 from all the U.N. member states, by the end of 2012."

This objective is rationally justified and it seems to be fulfilling the requirements mentioned above for the following reasons: Firstly, it has a time frame. The reason for keeping the target year as 2020 is that now CTC is clear with its mandates and tasks and it is also well equipped in terms of organizational structure after the formation of CTED. The different resolutions like 1540,1624,1566 have more or less clearly defined it's purposes and tasks. In 2005 it started site visits and inspections so the scope of its authority is also clearly defined. Lastly it is now the highest repository of information about counter-terrorism capacity of U.N member states as, as early as 2004 it has 550 reports from the U.N member states about the status of their implementation of 1373 resolution and counter-terrorism capacity. Hence CTC is in the position to achieve this objective because of clear mandates, well-defined authority, huge data base and organizational resources in terms of staff and clearly defined legal frameworks.

Outcomes: Analysis

Outcomes are the changes in the behavior of the parties involved or the environment as a result of initiatives taken by an organization as a part of program of action to pursue a desired objective. They are beyond the control of the organization and are influenced by factors of the external environment. They could be various factors like the political dynamics, stakeholder interests, interests of the pressure groups etc. Many outcomes are desired for pursuing an objective. Generally, they are confused with performance indicators or outputs which are in the nature of activities. Keeping this definition in the background this paper seeks to outline the outcomes of CTC.

1) Improved compliance with international legal mechanisms for counter terrorism.

This is an appropriate outcome for CTC, considering its objective and activities. The CTC's objective is to monitor the implementation of resolution 1373 and in pursuance to that it becomes imperative for it to secure increased compliance with the international legal mechanisms of the counter-terrorism strategy, from all the U.N. member states. This is not under the control of CTC as it cannot force any country to comply with such legal arrangement.

2) Reduced access to financial resources by terrorist groups and individuals.

This is an appropriate outcome because it is beyond the control of the agency as CTC can only pursue the member states to put in place financial structures and laws to this effect and even after putting the laws in place it does not have the complete control over the access to financial resources by terrorist groups.

3) Increased involvement and association of U.N. member-states in and with counter-terrorism strategy, procedures and measures.

This is an apt outcome because it is something which is required to achieve the strategic objective of CTC but it is not in the control of CTC given its authority

4) Reduced fear of terrorist threats, bombings and increased levels of safety felt by citizens of the U.N. member countries.

This is an apt outcome because it is not under the control of the CTC. It can only take measures permissible by its agenda and authority to achieve this end.

5) Enhanced co-ordination between different member countries in the execution of counter-terrorism agenda i.e. resolution 1373 and 1624.

This outcome is very important for the achievement of strategic objective of CTC but it is not under the control of CTC to make this happen perfectly and completely as CTC has no power to impose sanctions. It can work through negotiations and persuasion only.

6) Improved administrative , legal and financial infrastructure in developing or L.D.Cs (Least Developed Countries)

7) Better governance and improved socio-economic opportunities in conflict ridden nations, especially for the dissatisfied groups.

This is a desired outcome because in many nations the fertile breeding grounds for extremism are provided by poverty, lack of opportunities for economic growth, social and political freedom and the suppression of minority groups, denial of right to self-determination to them either by the governments or majority extremist groups. So in order to achieve a terror free world these larger factors will have to be corrected but it is not in CTC's control to govern all these changes in the social, political and economic environment.

8) Increased concern and respect for human rights in counter-terrorism measures and strategy.

This outcome is very essential to curb the forces of terrorism emanating from fundamentalism. If human rights are violated in pursuing counter terrorism agenda then the whole exercise may become self-defeating. It can provide reasons for dissatisfaction and ensuing extremism.

Outputs: Critical Analysis

Next logical step in the Results Based Management framework of an organization is outputs. Outputs are products or services produced by the organization in order to realize the desired objective. The outputs are the result of activities or initiatives taken by the organization and are completely within the control of an organization. The outputs are casually related to the outcomes, at least from the agency's point of view as outcomes cannot be fully controlled by the agency. Keeping these criteria in consideration the paper comes out with the following outputs for CTC.

Encouraging the U.N. member-states to ratify all the international conventions, treaties and the laws against terrorism, including working out an effective plan of action for this which will include moral persuasion, incentives and diplomatic pressure.

1)To achieve better compliance with international legal mechanisms against terrorism it is essential for CTC to make the member states sign the U.N.'s 12 anti-terror conventions and International convention for terrorist bombings (1997) and International convention for suppression of the financing of terrorism (1999)

2) Providing technical and legal assistance for creating FIUs (Financial Intelligence Units) andfreezing of funds associated with terrorist groups and individuals, including creating a rational, moral, economic, social and humanitarian argument and basis for convincing states to set-up FIUs and freeze funds of terrorist individuals and organizations.

To achieve the outcome of reduced access to financial sources it is essential to freeze the accounts of terrorist groups and individuals. Apart from this their access to funds from charitable institutions and illegal money transfers also needs to be checked. All informal sources of money transfer like money laundering or Hawala needs to be registered. The financial intelligence units and laws need to be created in accordance with the guidelines provided by CTC and also the cooperation between different member-nations need to be achieved for controlling cross border movement of funds.

3)Encouraging the states to submit reports in time and allow for increased site visits by:

(3.1) Verbal persuasion at an individual level andthrough multilateral conferences

(3.2) Incentives of economic and political nature

(3.3) Providing technical, legal and financial assistance in drafting of reports

(3.4) Creating smooth, effective and quick mechanism, involving the member countries in the process, for facilitating the timely submission of accurate reports.

(3.5) Devising easy and simple (technically and politically) procedures for facilitating country permissions for increased site visits.

4)Encouraging and enabling the states to deny safe heavens, sustenance and support to terrorist groups, arrest and detain individuals charged of involvement in terrorist activities or inciting terrorist activities by:

(4.1) Appealing to moral conscience of the member-states, by framing an economic, political and humanitarian argument for this.

(4.2) Making efforts to facilitate legal arrangements between the nations for extradition of individuals involved in terrorist acts

(4.3) Making efforts to mobilize member countries against those who give safe heavens to terrorist groups and individuals.

(4.4) Facilitating technical, financial and legal assistance to member countries at its own level and by other resourceful and capable member countries in developing investigative and intelligence infrastructure to nab terrorist organizations and individuals.

5) Developing information-sharing protocols to facilitate sharing of the information between member countries about the terrorist groups, individuals and enhancing the levels of cooperation among member nations and regional organizations in the arrest, detainment and extradition of such entities by organizing conferences to draft legal mechanisms for this.

6) Enhanced technical assistance to developing countries and LDCs in legislative drafting, technical equipment and border control mechanisms etc.

7) Encouraging regional bodies like SAARC, ASEAN, neighboring governments, international non-profit organizations and other global bodies like U.N.'s other departments to provide development assistance and facilitate security capacity building in conflict ridden and poor countries.

8) Specifying the set of conditions which constitute substantial grounds for arrest and freezing of funds after consideration of several facets of the matter like verification procedures, distinction between the sympathizers of the cause and people actually involved in the acts of carnage and violence.

On the closer analysis all the outputs seem to be in control of

the organization and in sync with its ultimate strategic objective. It has direct control over all these outputs as it provides technical assistance to all the U.N member nations in developing legislative, financial and administrative infrastructure to counter terrorism and it does site visits. CTED analyzes the reports and CTC facilitates in matching donor countries and recipient countries in furnishing technical and development aid.

Performance Indicators: Critical Analysis

Next logical step in the log-frame model is performance indicators. Basically, these are the predicted results/traits to verify that the objectives have been met or not. They verify that the whole effort of the agency has been in the right direction or not. If the predicted features are not visible then it calls for finding the hindrances in the achievement. They are mainly in the nature of activities. They are the tangible products of the agency's efforts. Keeping these criteria in mind the paper proposes following performance indicators for CTC:

1) Total number of countries that ratified the international conventions against terrorism

This is an apt performance indicator as the objective of CTC is to increase compliance of the member-states with international counter-terrorism conventions and laws, and the ratification of such conventions by member countries as a result of CTC's efforts shows the progress in willingness of member countries to work towards the realization of this strategic objective of CTC.

2) Total figure of money or accounts worth frozen, total number of informal sources of money transfer registered, the number of arrests made in money laundering and the status of laws passed achieve above goals in different countries.

This is a suitable performance indicator as it measures the progress done towards realization of the objective of CTC in terms of specific developments reflecting progress towards the outcomes of freezing of financial assets and blocking the access to money supply.

3) Total number of reports submitted and analyzed, the status of the response shown by member nations to the suggestions made in the feedback on reports and the status of legal, financial and administrative infrastructure prepared by countries to implement the counter-terrorism agenda i.e. resolution 1373.

4) The reduction in the incidents of terrorist violence, number of terrorist organizations blacklisted, expelled and terrorist individuals arrested and the safety/security index i.e. the average level of safety felt by citizens (as known through surveys).

5) Number of agreements signed between the CTC and regional, sub-regional organizations for cooperation in intelligence sharing, number of joint initiatives taken by member countries, number of bilateral extradition treaties signed between member states.

6) The status of administrative structure, law, financial and technical abilities of developing countries and LDCs i.e. the number of countries that have such mechanisms, the number of laws passed, the effectiveness of such laws not only in terms of wording but also in terms of implementation.

7) The status of governance in conflict ridden countries i.e. the rights like freedom of speech, expression available to them, the number of unemployed, poor, availability of jobs for minority groups and amount of development aid made available to them through the efforts of CTC and also the status of its use for development projects.

8) Decrease in the number of cases registered for human rights violations, number of laws passed for the protection of human rights, number of officials punished for violating human rights and the number of officers appointed for seeing into the matters pertaining to human rights.

9) The total number of requests made for assistance in non-technical legislative matters, technical matters like customs, border control and equipment, cyber security.

Conclusion and Critical evaluation of the Performance of the CTC so far:

The formation of CTC in the wake of September,2001 attacks is a landmark event in the history of counter-terrorism measures. Before that counter-terrorism was not pursued in a very systematic and institutional manner. It was pursued mainly through the international conventions like the one for terrorist bombings (1997), for suppression of financing of terrorism(1999) and 1267 committee on Al Quaida formed by General Assembly. But the creation of CTC marks the beginning of the systematic, institutional, organized and global program of action against terrorism.

The menace of terrorism has become an all pervading one threatening the peaceful existence of humanity so it becomes imperative to tackle it in a systematic manner based on the cooperation between different countries and international organizations. It also becomes imperative to look at the problem in all its facets. Not only the military aspects have to be taken into account but also the other aspects like financial network of terrorist groups, development issues, religious fundamentalism, suppression of minorities and denial of self-governance issues also need to be taken into account. The formation of CTC marks a departure from U.S. centered approach based on coercion and military approach to a broad based strategy harnessing the strengths of both preventive and protective measures. It signifies a strong effort for nonmilitary, cooperative law enforcement measures to counter terrorism with the mobilization of international community.

On a closer analysis one comes across the fact that CTC has made considerable achievements in pursuing its objectives. U.N. member-states' compliance with CTC reporting requests have been high. All the 191 member states submitted their preliminary reports to CTC giving details of their efforts to implement resolution 1373. By 2004, CTC had about 550 reports from all the member countries (Cortright, David; A Critical Evaluation of the UN Counter-Terrorism Program: Accomplishments and Challenges). The CTED analyzed all the reports and sent Preliminary Internal Assessment to all the member countries. It is a feedback suggesting the member countries about what they need to do in terms of legal, administrative, financial and technical infrastructure in order to achieve the implementation of resolution 1373 and 1640. This made the states more aware and informed about the details of counter-terrorism strategy, reports and actions needed to be taken. These high levels of member-state responses indicate the importance which member-states give to the objective of CTC and these also indicate the concrete steps taken by member-states to enhance their enforcement capacity to comply with the CTC's counter-terrorism mandate (Cortright, David; pg.5).The increased compliance and enthusiasm among the member-states for CTC's counter-terrorism mandate can also be seen in the form of increase in the assistance requests for legislative drafting, police & law enforcement training, immigration and border control training, immigration and border control equipment and travel document fraud detection training. In 2004 about 59 countries requested assistance in legislative drafting and since then the number has been consistently increasing.

After the formation of CTC the number of countries ratifying international conventions against terrorism has increased dramatically. There was 20 to 40% increase in the ratification of conventions on specific areas of terrorist activity like preventing and punishing crimes against internationally protected persons, measures against taking hostages, protecting nuclear materials and marking plastic explosives etc.

The CTC has made important strides in seeking international cooperation in its efforts. Many regional organizations have created their own counter terrorism units, especially in

Asia-Pacific, Europe and Latin America. But Middle East and North Africa have not developed their counter-terrorism units. Broader coverage is also needed in South Asia and Eastern and Southern Africa. In Caribbean nations also counter terrorism units have been formed but the progress in Africa has been the slowest. An important reason for this is the civil conflicts, unstable governments and lack of economic and technical resources.

Coming to the areas where CTC has not achieved much it can be said that it still needs to include poor and developing countries in its decision making. The initial years saw most of the resolutions drafted by U.S. and U.K. It needs to include countries like India, Latin- American countries and African nations in its decision making. The slowest progress has been made in the field of bilateral extradition arrangements. It has not been able to develop strong partnerships with organizations like SAARC (South Asian Association for Regional Cooperation). This is not a very good sign for its success considering the fact that South Asia is the epicenter of terrorism. So far arrangements which it has made with other regional organizations have been mostly very formal in nature without something substantial coming out in terms of action.

Due to the formation of many parallel bodies like 1267 committee on Al Quaida and Taliban monitoring group, 1540 committee (Prohibits states from providing any form of support to non-state actors that attempt to acquire nuclear, chemical and biological weapons), 1566 committee(cooperation in fight against terrorism and additional measures against terrorism leads to potential for duplication of efforts and bureaucratic inefficiency).

Another hindrance for CTC is the late submission of reports by member countries.Thus it can be said that CTC has done a significant job as a friendly facilitator in promoting the counter-terrorism agenda. It has created a model for pursuing the counter-terror task through non-military, law-enforcement based efforts with the active cooperation of international community. It does not have the power to impose sanctions or identify specific terrorist groups or states. Its effort has been based more on cultivating mutual trust between the countries and ensuring transparency and consent.

But to sum up it can be said that the task of CTC is not just technical, but it is political also at some level. It needs to pursue the matters of human rights more effectively. It should try to involve poor and developing nations more in its decision making. For organizational efficiency the parallel committees should function in coordination with CTC. Last but not the least, it should make efforts in the direction of promoting inter-faith and inter-cutural dialogue, economic development aid for poor nations, and good governance in conflict ridden nations because terrorism is a phenomenon which has roots in religious fundamentalism, socio-economic deprivation and denial of right to self-determination

In the lack of agreed definition of terrorism there occurs policy paralysis in the drafting and implementation of anti-terror program. CTC should take up this matter seriously and identify the cases of suppression of rights and cases of unreasonable violence to pursue an agenda. It needs a dialogue with sincere intentions and firm will. It will be too much to expect from CTC to come out with substantial results in this matter but still a good start will make some progress in this arena of philosophical ignorance where definition of terrorism brings every positive strategy to a halt.

Remaining Sections of the Log Frame:

Baseline

a) Different domestic and international laws against terrorism and sources of financing it.
a) Resolution 1373,1624 and 12 anti-terror conventions.

Data Source

b) Individual reports of states on security and terrorist threat.
c) Member-States police and financial intelligence agencies and the information derived from INTERPOL.

REFERENCES

1) Official website of Counter-terrorism Committee, United Nations; http://www.un.org/en/sc/ctc/ | 2) Murthy, C.S.R; " The U.N. Counter-Terrorism Committee: An Institutional Analysis" | 3) Cortright, David; " A Critical Evaluation of the UN Counter-Terrorism Program: Accomplishments and Challenges" |