

## COUNTERING TERRORISM: LEGAL ANALYSIS AND PROSPECTS FOR IMPROVEMENT

<https://doi.org/10.5281/zenodo.17388520>

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### **Annotation**

This article presents the current state of the fight against terrorism, an analysis of national and international legislation, the need for international cooperation in the fight against terrorism, as well as proposals and recommendations for its implementation.

### **Key words**

terrorism, legislation, international documents, agreement, contract, cooperation.

## ТЕРРОРИЗМГА ҚАРШИ КУРАШИШ: ҚОНУНЧИЛИК ТАҲЛИЛИ ВА УНИ ТАКОМИЛЛАШТИРИШ ИСТИҚБОЛЛАРИ

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### **Аннотация**

Мазкур мақолада, терроризмга қарши курашишнинг бугунги кундаги ҳолати, миллий ва халқаро қонунчилик таҳлили, терроризмга қарши курашишда халқаро ҳамкорлик зарурати асослантирилган ҳолда, уни амалга ошириш бўйича таклиф ва тавсиялар баён этилган.

### **Калит сўзлар**

терроризм, қонунчилик, халқаро ҳужжатлар, келишув, шартнома, ҳамкорлик.

## БОРЬБА С ТЕРРОРИЗМОМ: АНАЛИЗ ЗАКОНОДАТЕЛЬСТВА И ПЕРСПЕКТИВЫ ЕГО СОВЕРШЕНСТВОВАНИЯ

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### **Аннотация**

В данной статье представлены современное состояние борьбы с терроризмом, анализ национального и международного законодательства, необходимость международного сотрудничества в борьбе с терроризмом, а также предложения и рекомендации по его реализации.

### **Ключевые слова**

терроризм, законодательство, международные документы, соглашение, контракт, сотрудничество.

Despite the large-scale measures being taken around the world to combat terrorism, the number of such crimes is not decreasing. The scope of terrorism and its transnational nature necessitate the improvement of the international system of counter-terrorism, the highest level of coordination among countries in achieving their development goals, and effective cooperation with international organizations in the fight against terrorism.

As a result, there is an increasing need to improve the legal and criminal-legal framework for combating crimes related to terrorism. It has also become essential to align existing national legislation with international legal norms, enhance the effectiveness of counter-terrorism activities, and further develop the relevant legal framework.

Within the framework of the United Nations Global Counter-Terrorism Strategy, for the first time, all UN member states agreed on a common strategic and operational approach to combating terrorism and began taking practical measures individually and collectively. To support member states in implementing the strategy, the United Nations Office of Counter-Terrorism was established through Resolution 71/291 adopted on June 15, 2017. The Office's mandate is based on the Strategy and the resolutions of the UN General Assembly.

In 2011, another significant step was taken to ensure regional security in the fight against terrorism and extremism. To support the principles and mechanisms of the Global Counter-Terrorism Strategy, the United Nations Regional Centre for Preventive Diplomacy for Central Asia, the UN Counter-Terrorism Implementation

Task Force, and the European Union jointly facilitated the adoption of the first regional document – the Joint Plan of Action for the Implementation of the UN Global Counter-Terrorism Strategy in Central Asia. This historic document serves to combat terrorism, strengthen and coordinate regional and international cooperation, and implement a wide range of comprehensive measures.

The Joint Plan of Action enabled the development of a regional consensus on common principles and approaches to combating terrorism in Central Asia, as well as the creation of effective mechanisms for bilateral and multilateral mutually beneficial cooperation.

At present, all countries in the region have assumed international obligations in the fight against terrorism. Specifically, Kazakhstan has ratified 19 international documents, Turkmenistan – 16, Tajikistan – 14, Kyrgyzstan – 12, and Uzbekistan – 14.

In addition, the countries of the region have joined the SCO conventions on combating terrorism and extremism, and effective cooperation has been established with organizations such as the United Nations, the Organization for Security and Co-operation in Europe (OSCE), the Secretariat of the Conference on Interaction and Confidence-Building Measures in Asia (CICA), the Commonwealth of Independent States (CIS), the Shanghai Cooperation Organization (SCO), and the Collective Security Treaty Organization (CSTO). As a result, effective systems for combating terrorism and extremism, a solid institutional and legal framework, as well as national strategies and programs for countering extremism and terrorism have been developed.

One of the urgent tasks to be carried out within the framework of implementing these norms was outlined in Presidential Decree No. PF-60, signed by the President of Uzbekistan on January 28, 2022. The Decree emphasizes the formation of effective mechanisms to combat extremism and terrorism and identifies the following implementation measures:

Ensuring an effective state policy on countering extremism and terrorism that guarantees the protection of citizens' rights and freedoms;

Improving preventive mechanisms aimed at eliminating the causes of extremism and terrorism, enhancing the socio-spiritual environment, preventing the spread of extremist ideologies, and systematically addressing the problems of those exposed to such ideas;

Forming a strong and stable immunity among the population, especially the younger generation, against the ideologies of terrorism and extremism;

Improving the international legal foundations for combating extremism and terrorism, and expanding the contractual and legal basis of cooperation in this field with foreign countries, regional, and international organizations;

Strengthening the human resources and capacities of diplomatic missions, consular institutions, the Agency for External Labor Migration, and other agencies involved in working with citizens going abroad for extended periods or residing abroad;

Facilitating information and experience exchange with foreign countries and international organizations in the field of countering extremism, terrorism, and their financing;

Actively participating in international and regional organizations engaged in combating extremism and terrorism;

Coordinating joint efforts within the framework of the UN Global Counter-Terrorism Strategy in Central Asia;

Expanding Uzbekistan's role in implementing international initiatives that support information exchange and cooperation in the fight against extremism and terrorism in Central Asia;

Intensifying initiatives to attract the attention of the international community and regional organizations to ensuring peace and harmony in Afghanistan and involving that country in regional cooperation processes, including the fight against extremism and terrorism.

According to available information, nearly 500 terrorist organizations are active in the world today. Eighty percent of them operate under the guise of Islam. Among them are organizations such as "ISIS (Islamic State of Iraq and al-Sham)", "Jabhat al-Nusra", "Ansar al-Sham" (Syria), "al-Qaeda", "Al-Jihad al-Islami", "Takfir wal-Hijra" (Egypt), "Abu Sayyaf" (Philippines), "Free Aceh", "Lashkar i Jihad" (Indonesia), the "Armed Islamic Movement" (Algeria), "Boko Haram" (Nigeria), the "Organization of Islamic Jihad", the "Islamic Movement of Uzbekistan", and the Taliban (Afghanistan, Pakistan).

Religious-political movements that seek political power while using religious slogans attempt to exert a negative influence on the socio-political situation in the countries of Central Asia, particularly in Uzbekistan. In recent years, religious-political groups such as "jihadists", pseudo-"Salafis", and the religious-extremist group "Hizb ut-Tahrir" have tried to operate actively in our Republic.

In recent years, fanatic movements have been expanding their activities among young people by influencing migrant workers in foreign countries, conducting propaganda via the Internet, recruiting family members, relatives and neighbors

into their groups, organizing secret “cells”, and distributing religious-extremist materials in printed and electronic forms.

Experts conclude that over the last 10 years the global economy has suffered losses amounting to USD 583 trillion due to religious extremism and terrorism, and over a 15-year period more than 100,000 innocent people have died as a result of terrorist attacks. In 2019 alone, the total negative global impact of violence, extremism and terrorism amounted to USD 14.1 trillion, or 11.2% of global GDP, while the economic damage was USD 33.19 billion.

These figures show that carrying out terrorist activities requires substantial financial resources.

At present, as terrorism poses a threat to international security and the scale of criminal acts and objects of criminal assault has expanded, the approach to combating terrorism has changed. In particular, Article 155 of the Criminal Code of the Republic of Uzbekistan, adopted in 1994, defined terrorism as acts aimed at forcing a state, an international organization, a natural or legal person to commit or refrain from committing some action – expressed in killing or use of violence, seizure or detention of property or holding a person hostage, intimidation, or attacks against buildings of foreign state diplomatic missions under international protection or service premises of international organizations, or attacks on residences or premises belonging to them or leased by them.

Subsequently, pursuant to the law “On Amendments and Additions to the Codes of the Republic of Uzbekistan on Criminal, Criminal Procedure and Administrative Liability” dated August 29, 2001, the disposition of Article 155 of the Criminal Code of the Republic of Uzbekistan was given a new wording. The list of acts constituting the objective side of terrorism was considerably expanded. In particular, it was reinforced that activities aimed at using violence, force, acts creating danger to a person or property, or threats to commit such acts to force a state body, international organization, their officials, a natural or legal person to carry out or refrain from carrying out any activity, as well as actions to ensure the existence, operation and financing of a terrorist organization, preparing and committing terrorist acts, providing or collecting – directly or indirectly – any funds, means and resources for terrorist organizations or persons assisting or participating in such activities, or providing other services, constitute the objective side of the crime of terrorism.

The second part of this Article was supplemented with acts constituting the objective side of the crime of terrorism that involve assassination attempts on, or inflicting bodily harm to, a state or public figure or an official in connection with his or her state or public activity.



It is evident that the newly revised disposition of Article 155 of the Criminal Code of the Republic of Uzbekistan defines actions committed with the aim of forcing a state body, international organization, or their officials to refrain from carrying out certain activities, without being tied to any specific circumstances. These actions are expressed as any form of violence, use of force, acts posing a threat to a person or property, or the threat to commit such acts.

Importantly, the new version of the article stipulates that individuals who provide assistance to terrorist activities by any means or resources shall be held criminally liable. This aligns with the international obligations of the Republic of Uzbekistan, including its legal commitments under the International Convention for the Suppression of the Financing of Terrorism.

Furthermore, as previously mentioned, in accordance with Uzbekistan's international legal obligations, the Law on Combating Terrorism was adopted. This Law established a structured concept for the fight against terrorism, which includes definitions of terrorism-related terms, rules for the prevention of terrorist activities, procedures for cooperation with the public and mass media, the powers of state bodies in combating terrorism, procedures for conducting counter-terrorism operations, and the regulation of compensation for damage resulting from terrorist crimes.

The Law sets out key principles for combating terrorism, including:

- Legality,
- Primacy of human rights, freedoms and lawful interests,
- Priority of preventive measures,
- Inevitability of punishment,
- A balance of overt and covert methods, and
- Unified command during counter-terrorism operations involving multiple forces and resources.

To further improve the implementation of international legal obligations, Uzbekistan has also adopted another special normative legal act – the Law on Combating the Legalization of Proceeds of Crime and the Financing of Terrorism.

Under this Law, a national mechanism for preventing and combating the financing of terrorism has been introduced. It provides definitions of key terms, outlines obligations related to mandatory and internal control, identification procedures, and responsibilities of organizations involved in financial and other asset-related transactions. It also regulates the procedures for submitting information on money laundering and the financing of terrorism.

Indeed, organizational and legal measures in Uzbekistan to counter the financing of terrorism are implemented not only through the adoption of special

normative acts, but also through the creation of practical foundations to ensure the effective enforcement of these laws.

In particular, Uzbekistan is currently monitoring the experience of implementing the documents of the Financial Action Task Force (FATF) in various countries.

Given that terrorism is increasingly manifesting in international and transnational organized forms, the need arises for all states—especially agencies engaged in operational-search activities—to engage in mutual cooperation and jointly study and apply accumulated experience in this field. This, in turn, is directly linked to the existence of solid legal foundations for activities aimed at combating terrorism.

Furthermore, the adoption of the Presidential Decree of September 11, 2023, on the "Uzbekistan - 2030" Strategy marked the beginning of a new stage in the country's efforts to combat terrorism.

Uzbekistan's experience in countering terrorism and its financing, as well as its proactive stance in this direction, have been recognized by the international community and regional organizations alike.

In particular, on September 23, 2025, President of the Republic of Uzbekistan Shavkat Mirziyoyev, in his speech at the 80th session of the UN General Assembly, noted that significant progress is being made in implementing the UN Global Counter-Terrorism Strategy in Central Asia. In cooperation with the UN Office of Counter-Terrorism, a Regional Council on Rehabilitation and Reintegration has been established. Emphasizing its role, the President proposed turning this body into an International Competence Center, highlighting its importance as a platform for exchanging experiences on reintegrating individuals returning from conflict zones into peaceful civilian life.

In conclusion, the current global situation clearly shows that in the commission of terrorism and extremism-related crimes, certain actors—whether as primary perpetrators, intermediaries, or stakeholders—are involved and benefit from these crimes on an international scale. Their roles and participation must be thoroughly investigated by relevant international organizations. Consequently, appropriate and effective sanctions, as outlined in international legal norms, must be imposed on those found responsible.

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