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World crime trends and responses: integration and coordination of efforts by the United Nations Office on Drugs and Crime and by Member States in the field of crime prevention and criminal justice: work of the United Nations Office on Drugs and Crime in facilitating the ratification and implementation of the international instruments to prevent and combat terrorism

Assistance in implementing the international conventions and protocols related to terrorism

Report of the Secretary-General

Summary

The present report provides information on the progress made in 2008 by the United Nations Office on Drugs and Crime, in particular its Terrorism Prevention Branch, in delivering technical assistance on legal and related capacity-building matters in the area of counter-terrorism, in fulfilling its mandates, reiterated in General Assembly resolutions 63/129 and 63/195, and in implementing the United Nations Global Counter-Terrorism Strategy and the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime. The challenges ahead in this respect are identified, and the need for enhanced governmental support to meet these challenges is emphasized. The report concludes with a set of recommendations for consideration by the Commission on Crime Prevention and Criminal Justice.

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I. Introduction

1. The mandate of the United Nations Office on Drugs and Crime (UNODC) regarding the provision of technical assistance to counter terrorism was reiterated by the General Assembly in its resolution 63/195, entitled “Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity”, and its resolution 63/129, entitled “Measures to eliminate international terrorism”.

2. The counter-terrorism work of the Office takes place within a comprehensive institutional framework. At the system-wide level, that framework is provided by the United Nations Global Counter-Terrorism Strategy (General Assembly resolution 60/288). The Assembly, in its resolution 62/272, reaffirmed the Strategy and called upon Member States, the United Nations system and other relevant actors to step up their efforts to implement it in an integrated manner and in all its aspects. The Assembly also reaffirmed the need to enhance international cooperation in countering terrorism and recalled the role of the United Nations system in promoting international cooperation and capacity-building as one of the elements of the Strategy.

3. At the UNODC level, work in the area of counter-terrorism is based on the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime (Economic and Social Council resolution 2007/12, annex), which sets out specific result areas on, inter alia, terrorism prevention, the ratification and implementation of conventions and protocols and international cooperation in criminal justice matters, under the rule-of-law theme. During the period under review, the Office developed a thematic programme on terrorism prevention detailing the specialized services that can be provided in pursuance of the objectives related to terrorism prevention contained in the strategy.

II. Delivering technical assistance

4. Technical assistance in the area of counter-terrorism is provided mainly by the Terrorism Prevention Branch. Since January 2003, the Branch has directly or indirectly supported 164 countries in ratifying and implementing the international legal instruments against terrorism and in strengthening the capacity of their criminal justice systems to implement effectively the provisions of those instruments, in conformity with the principles of the rule of law.

5. The Branch carries out its work in close cooperation with other UNODC entities, especially the Organized Crime and Criminal Justice Section and the Corruption and Economic Crime Section of the Treaty and Legal Assistance Branch, Division for Treaty Affairs; the Global Programme against Money-Laundering of the Law Enforcement, Organized Crime and Anti-Money Laundering Unit; and the Justice and Integrity Unit of the Governance, Human Security and Rule of Law Section, Division for Operations, as well as with the interregional advisory services under the regular programme of technical cooperation.

6. An effort is made to realize the full benefit of the operational capacities of UNODC in the field. The Branch has continued to expand its network of field-level experts, covering West and Central Africa, East Africa, Southern Africa, North

Africa and the Middle East, South-East Asia, the Pacific, the Commonwealth of Independent States (CIS) and Central Asia, and Latin America and the Caribbean.

A. Specialized services for strengthening the legal regime against terrorism

7. The Branch pursues a multi-pronged approach in delivering technical assistance in the legal and related capacity-building areas of counter-terrorism. The three key elements of this approach are: (a) the provision of tailor-made national-level assistance to requesting countries; (b) regional and subregional activities to support and complement national activities; and (c) the development of technical assistance tools and specialized substantive publications.

1. National-level technical assistance

8. During 2008, direct technical assistance was provided to the following 45 countries: Algeria, Angola, Antigua and Barbuda, Argentina, Bangladesh, Brazil, Burkina Faso, Cameroon, Central African Republic, Chad, China, Comoros, Congo, Democratic Republic of the Congo, Ecuador, El Salvador, Fiji, Gabon, Guatemala, Indonesia, Iraq, Jordan, Kenya, Madagascar, Mali, Montenegro, Niger, Nigeria, Oman, Pakistan, Rwanda, Senegal, Serbia, Tajikistan, Thailand, Timor-Leste, Togo, Trinidad and Tobago, Tunisia, Turkey, Turkmenistan, Uganda, Ukraine, United Republic of Tanzania and Yemen.

9. In delivering technical assistance, the Branch made use of cost-effective telecommunication facilities, especially for videoconferences, in preparing and following up on activities.

10. The Branch also brought national delegations from Pakistan (25-29 August) and Serbia (16 and 17 June) to UNODC headquarters for intensive working sessions involving also other UNODC entities. A delegation from Thailand came to UNODC headquarters to be briefed about the Branch's activities on 5 March.

2. Regional and subregional workshops

11. In 2008, 16 thematically focused regional and subregional workshops were organized, attended by 117 countries. Most of them were in follow-up to previous workshops that had aimed to mobilize political commitment, intensify national action and increase international cooperation in combating terrorism. The main purpose of the follow-up workshops was to assess progress made and identify areas requiring further assistance. Some of the workshops also dealt with international cooperation against transnational organized crime and corruption, drawing on expertise from other UNODC entities and the interregional advisory services. Thematic details on the workshops are contained in section B below.

12. Two of the meetings were organized at the ministerial level, namely:

(a) The Second Ministerial Conference on International Cooperation against Terrorism and Transnational Organized Crime, held in Panama City from 26 to 29 May, organized in cooperation with the Inter-American Committee against Terrorism of the Organization of American States (OAS). The Conference, attended by senior officials from 10 countries, adopted the Panama Declaration (A/62/947-

S/2008/585, annex), in which they reaffirmed their commitment to fight terrorism and transnational organized crime, emphasizing in particular the importance of ratifying and implementing the international instruments against terrorism and the United Nations Convention on Transnational Organized Crime and the Protocols thereto,¹ and to improve international and regional mechanisms on cooperation in criminal matters.

(b) The Fifth Conference of Ministers of Justice of the French-speaking African Countries on the implementation of the international counter-terrorism instruments, held in Rabat from 12 to 16 May, organized together with the International Organization of la Francophonie. The Conference was attended by representatives of 25 countries, who adopted the Rabat Declaration (A/62/939-S/2008/567, annex), expressing the commitment of the French-speaking African countries to become parties to and implement the international instruments against terrorism. They also adopted a regional Convention on Extradition and Mutual Legal Assistance in Counter-Terrorism, as agreed upon in the Ouagadougou Declaration (A/61/992-S/2007/416, annex), and requested UNODC to provide the assistance necessary for its implementation.

3. Technical assistance tools

13. The Branch has developed a number of technical assistance tools, including a checklist of the offences set out in the international legal instruments, the *Legislative Guide to the Universal Anti-Terrorism Conventions and Protocols*,² the *Guide for the Legislative Incorporation and Implementation of the Universal Anti-Terrorism Instruments* and model legislative provisions against terrorism. Most of them are available in the six official languages of the United Nations.

14. A key tool is the Electronic Legal Resources on International Terrorism database, which includes the full text of the international instruments against terrorism and the status of their ratification, searchable by region, country, treaty and time period. The database also contains legislation and case law from more than 145 countries. Access to the database is available on request.

15. The Branch has worked with the Office of Legal Affairs to prepare the third edition of *International Instruments Related to the Prevention and Suppression of International Terrorism*,³ which contains all international counter-terrorism legal instruments, the recent resolutions on counter-terrorism adopted by the Security Council and the General Assembly as well as regional counter-terrorism instruments.

16. New tools and substantive working documents are being developed and existing tools updated regularly. During the period under review, a revised version of the *Legislative Guide to the Universal Legal Regime against Terrorism*⁴ was issued. Analytical studies on anti-terrorism legislative developments in various subregions were finalized, including a comparative study on anti-terrorism legislative developments in four Asian countries: Fiji, Papua New Guinea,

¹ United Nations, *Treaty Series*, vols. 2225, 2237, 2241 and 2326, No. 39574.

² United Nations publication, Sales No. E.04.V.7.

³ *Ibid.*, Sales No. E.08.V.2.

⁴ *Ibid.*, Sales No. E.08.V.9.

Singapore and Thailand. Together with the Embassy of France in the Niger, the Branch prepared a compendium of bilateral, regional and international agreements on mutual legal assistance in criminal matters and extradition for use by criminal justice judges and prosecutors in the Niger.

17. A training manual on international cooperation in the fight against terrorism was finalized, the aim of which is to assist legal practitioners specializing in the fight against terrorism to act more effectively. The manual sets out the fundamental principles for international cooperation against terrorism and the rules applicable to mutual legal assistance, extradition and other types of cooperation.

18. Another tool finalized in 2008 is the Handbook on Criminal Justice Responses to Terrorism, developed jointly by the Branch and the Justice and Integrity Unit. The Handbook contains a review of the many challenges encountered by the various components of the criminal justice system in the prevention, investigation, prosecution and detention of alleged or convicted perpetrators of terrorist and terrorist-related crimes and provides guidance based on international standards and generally accepted good practices.

19. Other tools under preparation include one on the international legal framework for combating nuclear terrorism, a digest of cases for counter-terrorism practitioners and a publication on answers to frequently asked questions on international law aspects of countering terrorism.

20. The Branch also developed, together with the DiploFoundation, a six-week online training course entitled “Global norms against terrorism at work: getting international law in motion”. The course targeted criminal justice officers from around the world, particularly from developing countries, and was aimed at developing skills and knowledge required to effectively utilize the channels for international legal cooperation in criminal matters envisaged in the legal instruments against terrorism and to develop expertise for the effective implementation of the instruments. The course makes use of video-based learning methods and online interaction with experts of the Branch.

B. Expanded work in specific areas of legal assistance and capacity-building support

21. In cooperation with other UNODC entities and partner organizations, the Branch organized and participated in several specialized activities that address specific, complex aspects of legal assistance work in the area of counter-terrorism.

1. Strengthening international cooperation in criminal matters pertaining to counter-terrorism

22. Focused assistance to strengthen international cooperation in criminal matters pertaining to counter-terrorism was provided through a number of workshops, including: (a) a workshop for Central and South-Eastern Europe on cooperation against terrorism and organized crime, organized together with the Organization for Security and Cooperation in Europe (OSCE) and the Council of Europe, held in Budapest on 12 and 13 November; (b) a workshop on the legal framework for cooperation on counter-terrorism issues, organized by the Council of Europe in

cooperation with the United Nations Interim Administration Mission in Kosovo, the Kosovo Special Prosecutor's Office, OSCE and Canada, held in Pristina on 3 and 4 June; and (c) a workshop on enhancing international legal cooperation related to terrorism, including the drafting of requests for extradition and mutual legal assistance, conducted jointly with OSCE and the Council of Europe, held in Ankara on 1 and 2 April.

23. Jointly with the European Commission and the Slovenian Presidency of the Euro-Mediterranean Partnership, the Branch organized a Euro-Mediterranean workshop on the mechanisms of international cooperation in criminal matters pertaining to counter-terrorism, held in Rabat on 5 and 6 May. Participants included experts representing 26 countries and 12 international organizations. Presentations were given by senior officials from the Council of the European Union, the European Union Judicial Cooperation Unit (Eurojust), the European Police Office, the Council of Europe, the League of Arab States, the International Criminal Police Organization (INTERPOL) and the Executive Directorate of the Counter-Terrorism Committee of the Security Council. Participants agreed on a set of recommendations to enhance cooperation among the partner countries and regional and international organizations for strengthening counter-terrorism efforts in the legal field.

24. Focused activities in Africa included a training workshop for States members of the Intergovernmental Authority on Development (IGAD) plus the United Republic of Tanzania on regional cooperation to counter terrorism, organized in partnership with the IGAD Capacity-Building Programme against Terrorism and the Commonwealth Secretariat, held in Addis Ababa from 19 to 22 May, and the second training workshop for the States members of the Indian Ocean Commission (IOC) to strengthen cooperation in criminal matters related to terrorism, held in Port Louis from 28 to 30 April, which led to the creation, jointly with IOC of a regional platform of judicial focal points in charge of extradition and mutual legal assistance cases. The Branch also conducted, jointly with the French National School for the Judiciary, a seminar for selected criminal justice officials from 22 African countries, held in Paris from 30 June to 4 July.

25. Specialized national-level counter-terrorism assistance was provided to a number of African countries on international cooperation in criminal matters. Workshops were held in Cameroon (25-27 March), Chad (8-12 September), Gabon (10 and 11 April), Madagascar (22-26 September and 21-24 January), Rwanda (30 January-1 February), the Sudan (26 and 27 May), Tunisia (23 and 24 June and 5 and 6 December) and the United Republic of Tanzania (16-19 June). A workshop in the Democratic Republic of the Congo (25-27 November), attended by judges and prosecutors from Angola, the Central African Republic, the Congo and the Democratic Republic of the Congo, and a workshop in the Niger, also attended by criminal justice officials from Mali (18-21 November) sought to promote the sharing of experiences and lessons learned among participants. The Commonwealth Secretariat, IGAD and INTERPOL contributed to several of those national training workshops, as did senior practitioners from various countries. A specialized workshop was also organized for criminal justice officials in Yemen (18-20 March).

26. In the Latin American region, specialized national training workshops for judges, prosecutors and investigative police on counter-terrorism and international cooperation were held in Argentina (8-10 July), Brazil (8-11 December), El Salvador (31 March-3 April), Guatemala (24-27 November) and Trinidad and

Tobago (24-27 June). Those activities were organized in collaboration with the Inter-American Committee against Terrorism of OAS and benefited from substantive contributions by senior prosecutors from Argentina, Canada, Colombia, Costa Rica, Italy, Mexico, Peru, Spain, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Eurojust and the Office of the United Nations High Commissioner for Human Rights (OHCHR).

27. An area of growing importance for specialized assistance in enhancing international cooperation in criminal matters is maritime terrorism. The Branch organized a legal workshop for small island developing states on the criminal law aspects of countering maritime terrorism in the light of relevant universal instruments, held in Vienna from 14 to 16 July. The workshop was attended by 39 countries and representatives of the Counter-Terrorism Committee Executive Directorate, the Security Council Committee established pursuant to resolution 1540 (2004), the International Maritime Organization, IOC, the secretariat of the Pacific Islands Forum and national legal experts from Fiji, France, South Africa and the United States.

28. In addition to the work of the Terrorism Prevention Branch, the programme activities of UNODC aimed at facilitating overall international cooperation in criminal matters are also relevant to countering terrorism. Those activities, carried out mainly by the Treaty and Legal Assistance Branch, include the development of legal tools to facilitate international cooperation in criminal matters, such as best practices, model laws, an online directory of competent national authorities and the Mutual Legal Assistance Request Writer Tool. They also include the provision of legal advisory services to requesting countries and the training of relevant authorities through national, regional or cross-regional workshops.

2. Suppressing the financing of terrorism

29. The Terrorism Prevention Branch and the Global Programme against Money-Laundering work together closely to provide legal and related assistance to countries in countering the financing of terrorism, especially in developing and implementing relevant legislation and in providing capacity-building assistance through training workshops.

30. Joint subregional initiatives included a workshop for Caribbean countries on countering terrorism financing, organized with the Inter-American Committee against Terrorism of OAS and the Commonwealth Secretariat, held in St. John's from 13 to 17 October, and a training workshop for the States members of the Central African Economic and Monetary Community on countering money-laundering and financing of terrorism, held in Libreville from 7 to 9 April.

31. Joint national-level workshops on countering money-laundering and the financing of terrorism were held in Brazil (8-11 December), China (28-30 October), Jordan (12 and 13 February) and Oman (17-19 February). The Branch, in collaboration with the International Monetary Fund (IMF) and the World Bank, also held a national workshop for Iraqi officials on the financing of terrorism in Egypt (20-24 August). The Branch and the Global Programme against Money-Laundering continued to assist authorities in Argentina in the implementation of a national anti-money-laundering and counter-terrorist financing agenda: 2007-2009, including by providing specialized training (8-10 July).

32. During 2008, the Global Programme against Money-Laundering continued to encourage policy development in the areas of money-laundering and the financing of terrorism, to raise public awareness about the cross-cutting aspects of money-laundering and the financing of terrorism and to act as a centre of expertise on related matters. The Programme has provided hands-on advice and assistance to law enforcement officials, prosecutors, judges, financial regulators, financial intelligence unit personnel and the private sector in more than 85 jurisdictions. Specific initiatives are built around awareness-raising, capacity-building and institution-building, in particular concerning the set-up and operation of financial intelligence units and the delivery of technical assistance and training at the national and regional levels. The work of the Programme is supported by technical advisers in the field (in Africa, Central Asia, Latin America, the Pacific Islands and South-East Asia) to provide in-depth assistance to countries or groups of countries through regional mechanisms to counter money-laundering and the financing of terrorism. Those experts are also called upon to service relevant national and regional workshops organized by the Branch. The Programme promotes the involvement of local professionals in the creation and delivery of training programmes, donor coordination meetings and the activities of Financial Action Task Force on Money Laundering-style regional bodies.

33. The Global Programme against Money-Laundering continued to expand its International Money-Laundering Information Network, a one-stop resource for information on money-laundering and the financing of terrorism, which it administers on behalf of a partnership of international organizations. It includes the Anti-Money-Laundering International Database, a unique password-protected service in which relevant laws from some 180 jurisdictions, including confiscation legislation, are catalogued in an easily searchable format. During the period under review, the Programme also finalized, in collaboration with the Commonwealth Secretariat and IMF, model provisions on money-laundering, the proceeds of crime, the financing of terrorism and civil forfeiture for common-law countries. For this purpose, two working group meetings were held in Vienna in March and October.

3. Preventing nuclear terrorism

34. The Branch carried out specific activities to assist countries in drafting appropriate counter-terrorism legislation that incorporates the internationally agreed obligations on nuclear terrorism. The activities were organized in close cooperation with the International Atomic Energy Agency (IAEA) and with the participation of such specialized bodies as the expert group of the Security Council Committee established pursuant to resolution 1540 (2004), and the International School of Nuclear Law. The Branch also invited nuclear forensic experts to share their experiences with the legal experts.

35. Specialized regional activities during the period under review included a workshop on suppression of nuclear terrorism for States members of the Cooperation Council for the Arab States of the Gulf, held in Doha on 29 and 30 April, to which IAEA, the Preparatory Commission for the Comprehensive Nuclear-Test-Ban Treaty Organization, Eurojust and the expert group of the Security Council Committee established pursuant to resolution 1540 (2004) contributed. At the request of the League of Arab States, a regional workshop on the new counter-terrorism instruments was organized for senior officials of its member States in

Cairo from 18 to 20 November. National-level expert workshops on legislative drafting covering the criminal law aspects of the international legal framework against nuclear terrorism were organized in Kyiv from 10 to 14 March, together with the United States Department of State and the Anti-Terrorist Centre of the Security Service of Ukraine, and in Belgrade on 19 and 20 February, with the involvement of IAEA.

36. To respond to the need for assistance in implementing the provisions in the international legal instruments related to nuclear, chemical and biological terrorism, the Branch started to give increased attention to those matters in its workshops, such as a subregional workshop for Central and South-Eastern Europe on cooperation against terrorism and organized crime, held in Budapest on 12 and 13 November, and a workshop on the criminal law aspects of countering nuclear, chemical and biological terrorism in the light of relevant universal anti-terrorism instruments for the member States of CIS, organized jointly with OSCE and the Executive Committee of CIS, in Minsk from 16 to 18 January. Moreover, a national legislative drafting workshop on the criminal law aspects of the international legal framework against nuclear, chemical and biological terrorism was held in Ashgabat on 25 and 26 November.

37. The Branch was also invited by the Global Initiative to Combat Nuclear Terrorism to deliver a presentation on the international legal underpinning for prosecution of the illicit transfer of materials used in weapons of mass destruction and nuclear terrorism.

38. Throughout 2008, UNODC contributed to the development of IAEA substantive tools, and IAEA contributed to the UNODC model legislative provisions against terrorism.

4. Enhancing a criminal justice response to terrorism based on the rule of law

39. In accordance with the United Nations Global Counter-Terrorism Strategy, UNODC seeks to reinforce the principle that effective counter-terrorism measures and respect for the rule of law are complementary and mutually reinforcing goals. The Branch continues to seek to assist countries to enhance their capacity to counter terrorism in accordance with the rule of law.

40. This task is particularly challenging in post-conflict settings. Iraqi criminal justice officials were trained in criminal justice capacity-building support in counter-terrorism and terrorism-related crimes in a workshop held in Cairo from 28 to 31 July 2008. Together with the Human Rights Office of the United Nations Assistance Mission for Iraq (UNAMI) and the Justice and Integrity Unit of UNODC, the Branch also organized a national workshop on the role of the judiciary in the protection of human rights in criminal justice, including counter-terrorism, in Amman from 21 to 25 July. At the request of UNAMI, the Branch also contributed to a seminar on the protection of human rights in counter-terrorism in Baghdad from 9 to 12 March.

41. A response to terrorism based on the rule of law has also been facilitated through the preparation of specialized technical assistance tools, such as a digest of cases for counter-terrorism practitioners, which aims to provide criminal justice officials, investigative police and relevant policymakers with practical perspectives and insights. An eminent group of 21 high-level experts from Colombia, France,

Ireland, Italy, Mexico, Morocco, Peru, the Russian Federation, Spain, the United Kingdom and the United States and the President of the International Association of Prosecutors met in Vienna on 7 and 8 February to discuss the content of the tool and modalities for its elaboration. A second meeting was held in Medellin, Colombia, from 5 to 7 November, during which participants reviewed a preliminary working draft. Another expert group meeting is scheduled for 2009 to help finalize the digest.

42. In addition to the handbook on criminal justice responses to terrorism, finalized in 2008, the Branch is preparing a publication on answers to frequently asked questions on international law aspects of countering terrorism, which aims to provide relevant policymakers, legislators and criminal justice officials with an introduction to the basic elements of international law, including criminal law, humanitarian law, human rights law and refugee law pertinent to countering terrorism.

43. A valuable contribution to countering terrorism is also made by UNODC technical assistance projects aimed at improving the management and operation of law enforcement agencies, the judiciary and penitentiary systems, in accordance with United Nations standards and norms relating to crime prevention and criminal justice.

C. Partnerships for delivery

44. The successful delivery of technical assistance has been fostered through enhanced coordination and partnerships with other entities and organizations active in the field of counter-terrorism.

1. Cooperation with Security Council bodies dealing with counter-terrorism

45. The counter-terrorism work of UNODC is carried out in close cooperation with the Counter-Terrorism Committee of the Security Council and its Executive Directorate. Their functions are fully complementary and mutually supportive: the political, policy, coordination and facilitation work of the Counter-Terrorism Committee and its Executive Directorate precedes and guides the work of UNODC in delivering technical assistance in the legal and related capacity-building areas; the technical assistance work of UNODC in turn helps countries to address the legal and related gaps and needs identified in their counter-terrorism capacity and helps the Counter-Terrorism Committee and its Executive Directorate to verify the measures taken by the countries in this regard.

46. In accordance with these distinct functions, effective working arrangements are in place, which guided the following activities in 2008:

(a) Pursuant to Security Council resolution 1535 (2004), UNODC participated in visits to Cambodia, Egypt, Kenya, the Lao People's Democratic Republic, Madagascar, the Niger, Saudi Arabia, South Africa and Uganda;

(b) Experts of the Counter-Terrorism Committee and its Executive Directorate participated in UNODC activities and provided briefings on the role of the Committee and priorities in accordance with Council resolution 1373 (2001);

(c) UNODC held consultations with the Committee and its Executive Directorate in planning its activities, and shared mission reports and period matrices of ongoing and planned technical assistance activities; the Executive Director of the Counter-Terrorism Committee Executive Directorate undertook a consultation visit to UNODC on 20 November; the Committee and its Executive Directorate and the Terrorism Prevention Branch sought and provided inputs for, and peer reviews of, each other's relevant outputs; the Committee and its Executive Directorate provided guidance, through its referrals to UNODC, on countries in need of assistance;

(d) UNODC continued to provide technical assistance in legal and related capacity-building areas to those countries, upon confirmation of request;

(e) UNODC also continued to assist Member States, on request, in compiling the elements needed for their responses to the Committee; during a briefing of the Counter-Terrorism Committee by the Chief of the Terrorism Prevention Branch on 24 April, discussions focused on how to further strengthen cooperation following the adoption by the Committee of its revised organizational plan.

47. Cooperation has been strengthened with the Security Council Committee established pursuant to resolution 1267 (1999) concerning Al-Qaida and the Taliban and associated individuals and entities and its Analytical Support and Sanctions Monitoring Team. On 21 April, the Chief of the Branch briefed the Committee on strengthening cooperation between UNODC and the Committee's Analytical Support and Sanctions Monitoring Team. When providing technical assistance to States, UNODC seeks to reinforce their capacity in the legislative and regulatory areas to implement the sanctions regime and to assist them in drafting the relevant sections of their reports to the Committee. The Branch and the Global Programme against Money-Laundering also disseminate information on the sanctions regime and explain to the relevant national authorities, including judges and prosecutors, the scope of States' obligations in that regard. During 2008, the Branch organized, jointly with the Monitoring Team, national workshops for Chad (10-12 September), Comoros (15-17 January) and Madagascar (21-24 January).

48. Cooperation has also been enhanced with the Security Council Committee established pursuant to resolution 1540 (2004) on the non-proliferation of weapons of mass destruction and its group of experts. The Branch organized, jointly with the group of experts, the provision of technical assistance to Guatemala (March), and a representative of the Committee participated in various specialized activities on nuclear terrorism, such as the subregional workshop held in Minsk and the national workshop held in Ashgabat (see para. 36). On 27 August, the Chief of the Branch provided a briefing to the Committee, highlighting areas where UNODC technical assistance was contributing to the work of the Committee and its group of experts. The Branch and the group of experts agreed to enhance cooperation and were working on determining specific initiatives in that respect.

49. The Branch also continued to organize subregional workshops on report-writing pursuant to the common strategy on reporting approved by the three concerned Security Council Committees: the Counter-Terrorism Committee, the Committee established pursuant to resolution 1267 (1999) and the Committee established pursuant to resolution 1540 (2004), following the model of the workshops held previously for West and Central African countries (Dakar,

25-27 September 2007) and for States members of the Southern African Development Community as well as the Comoros and Seychelles (Gaborone, 29 and 30 November 2007). A subregional workshop for East and North African countries on the preparation of responses to the Security Council committees dealing with counter-terrorism was organized in Nairobi from 11 to 13 November. At the workshop, experts from the Counter-Terrorism Committee and its Executive Directorate, the Analytical Support and Sanctions Monitoring Team of the Committee established pursuant to resolution 1267 (1999) and the group of experts of the Committee established pursuant to resolution 1540 (2004) explained the requirements for submitting their countries' outstanding responses to the three Committees. Participants addressed specific problems and concerns in the implementation of their countries' obligations under the relevant resolutions of the Council.

50. Following briefings organized in New York in December 2007 for the permanent missions of the Caribbean countries, UNODC provided technical assistance to the Government of Antigua and Barbuda on the submission of its outstanding responses to the Counter-Terrorism Committee and the Security Council Committee established pursuant to resolution 1267 (1999) and on fulfilling the legislative requirements pursuant to the relevant resolutions of the Council.

2. Participation in the Counter-Terrorism Implementation Task Force

51. UNODC actively participates in the Counter-Terrorism Implementation Task Force, thereby ensuring the coherence of its counter-terrorism work with system-wide efforts. Chaired by the Executive Office of the Secretary-General, the Task Force consists of 24 key actors of the United Nations system and its partners. The Branch continued to represent UNODC on the Task Force, which met in New York in May and October, and provided coordinated UNODC input for the various initiatives of the Task Force. The Branch also participated in a symposium on supporting victims of terrorism, held in New York on 9 September.

52. The Task Force has established working groups to address such priority issues as the financing of terrorism, the protection of human rights, radicalization and extremism that lead to terrorism, use of the Internet for terrorist purposes, support for victims of terrorism and the protection of vulnerable targets. UNODC is co-chairing the initiative of the working group on facilitating the integrated implementation of the United Nations Global Counter-Terrorism Strategy and the working group on tackling the financing of terrorism. It is also a member of the working groups on protecting human rights while countering terrorism, countering the use of the Internet for terrorist purposes and preventing and resolving conflicts.

53. In consultation with Member States, the initiative on facilitating the integrated implementation of the Strategy, co-chaired by the Executive Office of the Secretary-General, the Counter-Terrorism Committee Executive Directorate and UNODC, is developing a mechanism through which Member States can address their requests for assistance directly to the United Nations via one entry point and receive tailored assistance with regard to all four pillars of the Strategy. The initiative helps to avoid duplication of work, to make use of increased consultation and to maximize the impact of assistance delivery. As a primary step, the Task Force works with partnering Member States to prepare a map of requested, completed, ongoing and

planned technical assistance activities, to identify gaps and to develop action plans for assistance to be delivered.

54. The working group on tackling the financing of terrorism, co-chaired by UNODC, the World Bank and IMF, has undertaken a stocktaking exercise on the effectiveness of the current international measures in place to combat terrorist financing and on new approaches for addressing the issue. UNODC hosted several expert round tables, including one for intelligence experts, held in Vienna on 11 and 12 April, and the final multi-stakeholders' round table, held in Vienna on 25 and 26 August, and contributed to a report containing recommendations to stakeholders on how to move forward on countering the financing of terrorism.

55. UNODC contributed to the working group on protecting human rights while countering terrorism, chaired by OHCHR, by participating in a workshop held in New York on 16 September to obtain input from Member States regarding the content, format and modalities for the dissemination of tools that the working group proposes to develop in a number of substantive areas. UNODC also participated in an expert seminar focusing on economic, social and cultural rights, organized by OHCHR on behalf of the working group in Geneva from 5 to 7 November.

56. UNODC participated in a stakeholders' expert group meeting, held in New York on 11 and 12 November, of the working group on countering the use of the Internet for terrorist purposes.

57. UNODC also participated in meetings of the International Process on Global Counter-Terrorism Cooperation, held in Zurich, Switzerland, on 21 and 22 January, in Bratislava on 17 and 18 March, in Antalya, Turkey, on 22 and 23 May, in Tokyo on 17 and 18 June and in New York on 10 and 11 July. The initiative, led by Switzerland, Costa Rica, Japan, Slovakia and Turkey and supported by the Center on Global Counterterrorism Cooperation, aimed to assess the overall contributions of the United Nations to the fight against terrorism and identify ways to make its institutions better able to support the implementation of the Global Strategy.

3. Partnerships with other organizations

58. In implementing technical assistance activities under its Global Project on Strengthening the Legal Regime against Terrorism, the Branch continued to work with many international partners, such as the Commonwealth Secretariat, the Counter-Terrorism Action Group of the Group of Eight, the Financial Action Task Force on Money Laundering, IAEA, the International Civil Aviation Organization, the International Development Law Organization, the International Legal Assistance Consortium, IMF, the International Maritime Organization, INTERPOL, the International Organization of la Francophonie, the International Organization for Migration, IOC, the Organization of the Islamic Conference, OHCHR, the Organization for the Prohibition of Chemical Weapons and the World Bank. It also worked with a large number of regional and subregional partners, such as the African Union, the Association of Regional Magistrates of Southern Africa, the Association of Southeast Asian Nations (ASEAN), the Central African Economic and Monetary Community, the Inter-American Committee against Terrorism of OAS, CIS, the Common Market for Eastern and Southern Africa, the Council of Europe, the Economic Community of Central African States, the Economic Community of West African States, the European Union and Eurojust, the

Cooperation Council for the Arab States of the Gulf, IGAD, the League of Arab States, the Action against Terrorism Unit and Office for Democratic Institutions and Human Rights of OSCE, the Southern African Development Community and the West African Economic and Monetary Union.

59. An exemplary partnership has been maintained with the Inter-American Committee against Terrorism. Technical assistance activities implemented in the Americas are planned and carried out jointly, which ensures the full complementarity of programmes and action.

60. A similar partnership exists with OSCE for activities undertaken in the Eastern European and Central Asian region.

61. In addition to jointly organizing, with the European Commission, a Euro-Mediterranean workshop in May (see para. 23), UNODC has continued to share information with the European Union on its technical assistance activities. At the request of the Presidencies of Slovenia and France respectively, the Branch provided briefings to the meetings of the working party on terrorism and the terrorism working group of the Council of the European Union on the linkages between drug trafficking and financing of terrorism and on counter-terrorism assistance to the Sahel countries.

62. UNODC has enhanced a partnership with Eurojust aimed at providing services for strengthening the legal regime against terrorism through participation in each other's activities and the conduct of joint activities, as well as the active involvement of European counter-terrorism practitioners in UNODC training activities and the development of training material based on case studies.

63. The Branch provided substantive legal input to a workshop on facilitating the entry into force and implementation of the ASEAN Convention on Counter-Terrorism, training on the Convention and a meeting of the working group of Senior Officials Meeting on Transnational Crime on the development of an ASEAN comprehensive plan of action on counter-terrorism, held in Jakarta from 2 to 5 June. The Branch also contributed to the sixth Asia-Europe Meeting Conference on Counter-Terrorism, held in Madrid on 3 and 4 April.

64. Partnership activities continued to be undertaken with the Pacific Islands Forum Secretariat, including through the placement of an expert in the region to provide focused assistance. A joint subregional consultation workshop on measures for the legislative implementation of the legal regime against terrorism in the Pacific region and related technical assistance delivery was held in Suva on 2 and 3 June 2008. The Branch also continued to contribute to the annual meetings of the Counter-Terrorism Working Group of the Pacific Islands Forum.

65. In line with the overall UNODC plan of action for Africa, the Branch and the IGAD Capacity-building Programme against Terrorism have established a partnership to jointly enhance African capacity to implement the provisions of the international legal framework.

66. The Branch participated in a subregional workshop organized by the African Centre for the Study and Research on Terrorism aimed at building the relevant counter-terrorism capacity of key law enforcement and criminal justice officials, held in Algiers from 2 to 4 April.

67. The Branch continued its cooperation with the Council of Arab Ministers of the Interior through its participation in the Eleventh Arab Conference on Combating Terrorism, held in Tunis on 25 and 26 June.

68. A new partnership has been developed with the Asian-African Legal Consultative Organization. At the request of the Organization, UNODC participated in its forty-seventh session, held in New Delhi from 30 June to 4 July, which included an agenda item on international terrorism.

69. Cooperation with the International Development Law Organization continued, including for the organization of a workshop for Timor-Leste (21-23 May) and one for Bangladesh (6 and 7 May) on the international legal instruments against terrorism.

4. Cooperation with recipient and donor countries

70. To ensure that the assistance delivered is tailor-made for the particular needs of each assisted country, the Branch is working with the representatives and experts of recipient countries. In addition to the formal communications pursued through the official channels of the permanent missions to the United Nations in Vienna and New York and the ministries of foreign affairs, extensive consultations and working-level contacts are maintained with the various ministries concerned at the national level, as well as with the judicial and prosecutorial services.

71. Donor support for the technical assistance activities of the Branch has been increasing steadily. Between January 2003 and December 2008, voluntary contributions (both paid and pledged) totalled some \$30.8 million. Contributions were made by the following 21 countries: Austria, Belgium, Canada, Colombia, Denmark, France, Germany, Greece, Italy, Japan, Liechtenstein, Monaco, Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, Turkey, United Kingdom and United States, as well as by the International Organization of la Francophonie. The Branch is most grateful to its donors for their invaluable financial support, without which its technical assistance activities would not be possible.

72. Where possible, the Branch makes use of substantive expertise available from recipient and donor countries in implementing project activities.

D. Evaluating delivery and assessing impact

73. A primary evaluation of the delivery of technical assistance by the Branch in selected countries in francophone Africa and in Latin America and the Caribbean was carried out by the Independent Evaluation Unit of UNODC in the second half of 2006. The major finding of the report, issued in June 2007, was that in all the countries covered there was a clear indication from all stakeholders that the technical assistance provided by the Branch had been extremely useful, effective and appropriate and that the Global Project on Strengthening the Legal Regime against Terrorism had contributed to speeding up the ratification process in many countries.

74. A comprehensive evaluation of the Global Project, covering all regions during the period from 1 January 2003 to June 2007, was conducted by the Independent

Evaluation Unit in 2007, and the report was issued in 2008. The evaluation team assessed the relevance, effectiveness and efficiency of the Global Project in delivering technical assistance, the efficiency of its overall management by the Branch and the sustainability of the benefits generated by it, and reached very positive conclusions. The evaluation report included nine recommendations on the future work of the Global Project, including one to develop a comprehensive strategy laying out the vision, focus and approach regarding capacity development. The Branch is committed to implementing all recommendations and is taking the action required.

75. The Branch measures the impact of its technical assistance and related activities on the basis of several tangible indicators, such as the increase in the number of States becoming parties to the international legal instruments, the number of assisted countries that draft and implement new counter-terrorism laws, the number of national officials trained and the feedback from Member States on the work of UNODC.

76. Between 2003 and 2008, Member States assisted by the Branch had completed an estimated 469 new ratifications. In 2008 alone, there were 71 new ratifications of the international counter-terrorism instruments by assisted Member States. In January 2003, when the Global Project started, only 26 countries had ratified the first 12 instruments. As at December 2008, 102 countries had ratified them. Similarly, 98 countries had ratified 6 or fewer of the 12 instruments in January 2003. As at December 2008, that number had decreased to 25.

77. In addition, at least 62 countries assisted by the Branch had taken steps to incorporate the provisions of the international legal instruments into national legislation: 23 countries had passed new anti-terrorism legislation and at least another 39 countries had new anti-terrorism legislation in progress.

78. Approximately 7,700 national criminal justice officials were provided with specialized training on the international legal instruments. Approximately 1,600 of them were trained in 2008.

III. Challenges ahead

79. In fulfilling its counter-terrorism mandates, reiterated in Assembly resolutions 63/129 and 63/195, UNODC is challenged to reinforce its delivery of technical assistance to advance the implementation of the United Nations Global Counter-Terrorism Strategy and the terrorism prevention objectives contained in the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime. Strengthening partnerships and mobilizing increased substantive and financial support by Member States will be crucial for meeting this challenge.

A. Enhancing services for implementing the United Nations Global Counter-Terrorism Strategy and achieving the objectives of the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime

80. The implementation of the Global Strategy necessitates the continued expansion of specialized services for implementing the legal regime against terrorism, carried out by the Branch.

81. At the end of 2008, there were only 3 countries, Fiji, Spain and Switzerland, that had ratified all 16 international legal instruments and 102 countries that had ratified the first 12 instruments or more. Hence, assistance with regard to ratification and legislative incorporation needs to be reinforced with a view to achieving universal ratification of the instruments and the full incorporation of their provisions into national legislation.

82. At the same time, there is an urgent need to build and transfer, in a systematic, comprehensive and sustained manner, specialized legal knowledge and expertise to help strengthen the capacity of national criminal justice systems to apply the legal regime against terrorism in conformity with the rule of law. In that regard, the Branch has begun to develop a comprehensive curriculum to be used in delivering specialized training to criminal justice officials. This initiative is undertaken pursuant to a key recommendation made in the report on the comprehensive thematic evaluation of the Global Project. It also responds to the need for specialized legal training conveyed by criminal justice officials themselves.

83. Likewise, the Branch is challenged to respond to the increased need for in-depth expertise on specific themes, such as international cooperation in criminal matters pertaining to counter-terrorism, nuclear, chemical and biological terrorism, maritime terrorism, financing of terrorism and rule-of-law aspects of countering terrorism, and to expand its provision of specialized services in those areas.

84. Moreover, criminal justice systems and practitioners need to be legally equipped and able to deal not only with the terrorist crimes themselves, but also with a range of crimes potentially linked to terrorism, such as trafficking and smuggling in drugs, firearms and persons, money-laundering and corruption. The counter-terrorism work of UNODC is to be undertaken within this comprehensive framework, with due regard for the work done in relation to the international legal instruments on drugs and crime. Similarly, counter-terrorism is a cross-cutting issue, and the various organizational entities within UNODC can contribute to the prevention of terrorism in the framework of their respective substantive areas of work. Viewed in that perspective, the thematic programme on terrorism prevention serves as a useful tool of the secretariat for enhancing in an integrated manner the specialized legal services and the various cross-cutting aspects of UNODC work relevant to the global efforts to counter terrorism. The thematic programme was developed, with the Branch playing a leading role, to give operational effect to the terrorism prevention objectives and results contained in the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime, and was presented to Member States at an informal briefing in June in Vienna. The Division for Treaty Affairs acts as the focal point for coordinating the thematic programme.

B. Contributing to the work of the Counter-Terrorism Implementation Task Force and enhancing operational partnerships

85. The United Nations Global Counter-Terrorism Strategy underlines the need to enhance coherence within the United Nations system in fostering international cooperation in countering terrorism and in promoting all four pillars of the Strategy. The need for a holistic approach was reiterated by Member States at the first biennial review of the Strategy, conducted on 4 and 5 September (see General Assembly resolution 62/272).

86. The Counter-Terrorism Implementation Task Force aims to help interested Member States to implement the Strategy in an integrated manner. As a lead counter-terrorism assistance delivery entity, UNODC is required to contribute to the work of the Task Force. It has played an important role in the conceptualization and elaboration of the initiative for facilitating the integrated implementation of the Strategy and is responsible for taking the operational lead in implementing some of its main elements, in view of the Office's substantive and operational expertise and institutional capacity. The automated counter-terrorism assistance information system, which is being developed as a key communication mechanism among the participating Task Force members, uses and replicates the technology developed by UNODC for the Automated Donor Assistance Mechanism in the context of the Paris Pact initiative.

87. The Task Force has confirmed its intention to work with Madagascar and Nigeria, two countries that had expressed interest in benefiting from the initiative. UNODC participated in a visit to Madagascar from 29 September to 3 October.

88. In addition to strengthening cooperation with the membership of the Counter-Terrorism Implementation Task Force, it is imperative to continue to build up operational partnerships with other international, regional and subregional organizations.

C. Mobilizing increased support of Member States

89. Drawing on the financial support that donor countries provided through their voluntary contributions in the past six years, UNODC has been able to establish under the Branch, both at headquarters and in selected field locations, an indispensable core specialized expertise and the basic secretariat capacity for the effective planning, delivery, coordination and management of counter-terrorism technical assistance and related partnerships. Whereas the Branch started its technical assistance delivery in 2003 with five Professional-level regular budget posts supplemented by a few additional experts provided through voluntary funding, the Branch now relies on the services of more than 40 Professional staff at headquarters and in the field to ensure the planning, delivery, coordination and management of legal assistance to several dozen countries annually. It is paramount that this groundwork be sustained and further built upon in order to continue to maintain the required balance at headquarters and in the field. Currently, this is almost entirely dependent on voluntary contributions, and the donor countries are

challenged to make available significantly increased, predictable and multi-year funding for the delivery of counter-terrorism technical assistance.

90. Dependence on extrabudgetary resources for core expertise and basic secretariat functions is not tenable in the long term; an increasing level of funding needs to be provided through regular budget allocations. The resource allocation under the regular budget has remained almost at the same level since 2003, with the exception of an additional junior-level post approved in December 2007 in connection with the new mandates of the Branch related to the International Convention for the Suppression of Acts of Nuclear Terrorism (General Assembly resolution 59/290, annex).

IV. Conclusions and recommendations

91. The scope of legal and related capacity-building technical assistance in the area of counter-terrorism provided by UNODC, in particular its Terrorism Prevention Branch, has consistently expanded since 2003 in terms of its geographical reach, the number of countries receiving assistance and the substantive content of the assistance provided. A key challenge is to ensure sustained services and adequate follow-up to the initial assistance provided and thus achieve a long-term impact.

92. Much work remains to be done to achieve universal ratification and full implementation of the international conventions and protocols related to terrorism. Assistance in the areas of ratification and legislative incorporation needs to be reinforced.

93. At the same time, efforts are urgently needed to build and transfer, in a systematic, comprehensive and sustained manner, specialized legal knowledge and expertise to help strengthen the capacity of national criminal justice systems to apply the legal regime against terrorism in conformity with the rule of law. Innovative training delivery methods also need to be pursued, such as online and computer-based training courses.

94. Furthermore, in-depth training assistance requires expanded services in specialized areas of UNODC expertise, such as international cooperation in criminal matters pertaining to counter-terrorism, nuclear, chemical and biological terrorism, maritime terrorism, financing of terrorism and rule-of-law aspects of countering terrorism. New specialized tools need to be developed and existing tools refined to fully cover the evolving international legal framework.

95. In addition, the complex and multifaceted nature of terrorism requires integrated services that incorporate the cross-cutting aspects of drug control, crime and terrorism prevention. The Office therefore seeks to enhance efforts for integrating the pertinent aspects in all relevant substantive areas of its mandates and work, such as money-laundering, transnational organized crime, drug trafficking, corruption and criminal justice reform. It also seeks to strengthen its network of field-based experts, both to serve as a conduit for the transmission of expertise and to enhance regional- and national-level expertise.

96. The Commission may wish to provide further guidance with regard to the reinforcement of the technical assistance work of UNODC on counter-terrorism

issues, covering both specialized services for strengthening the legal regime against terrorism as well as services for addressing cross-cutting issues of crime, drug and terrorism prevention.

97. To assist Member States with the implementation of the United Nations Global Counter-Terrorism Strategy, UNODC, within its mandates, is required to make effective contributions to the work of the Counter-Terrorism Implementation Task Force. A major challenge will be to advance the work on facilitating the integrated implementation of the Strategy. Moreover, to enhance the impact of its technical assistance work, UNODC will continue to pursue effective operational partnerships with other organizations.

98. The Commission may wish to provide further guidance concerning the involvement of UNODC in the work of the Counter-Terrorism Implementation Task Force. The Commission may further invite relevant organizations to enhance their cooperation with the Office on counter-terrorism issues.

99. Whereas donor countries have provided invaluable voluntary contributions that have facilitated the work of UNODC in countering terrorism, it is important to bear in mind that the current resource level is inadequate to meet the increasing requests for technical assistance on legal and related capacity-building matters, nor is it sufficient for the required corresponding enhancement in the delivery of technical assistance and substantive initiatives. Increased and multi-year voluntary contributions by donors remain critical.

100. It is equally important to recognize that it is necessary to provide the regular budget allocations to cover the minimum required core capacity in terms of specialized expertise and secretariat functions for delivering an enhanced level of technical assistance.

101. The Commission may wish to express gratitude to the donor countries for the voluntary contributions made available to the Office for its counter-terrorism work and invite Member States to increase the level of extrabudgetary and regular budget resources for implementing UNODC technical assistance activities in the area of terrorism prevention.

102. Given the continued threat posed by terrorism, it is imperative to sustain focused attention on and provide continuing support for the efforts to strengthen the legal regime against terrorism and the delivery of assistance for enhancing related national capacity.

Annex

Contributions to the United Nations Crime Prevention and Criminal Justice Fund for technical assistance projects of the Terrorism Prevention Branch

(United States dollars)

<i>Donor</i>	<i>Total paid and pledged as at 31 December 2008^a</i>	<i>1999-2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008^a</i>	<i>2009</i>
Austria	1 923 390	308 507	730 689		242 364	10 823	631 007		
Belgium	389 408							389 408	
Canada	2 902 037			47 071	74 371	689 211	465 967	727 788	897 629
Colombia	150 667						80 000	70 667	
Denmark	2 724 494			181 737	182 481	953 030	885 960	521 286	
France	1 680 821		247 578	246 305	283 314	342 730	250 475	310 419	
Germany	1 880 787		162 690	256 400	242 130	229 935	311 088	678 544	
Greece	70 000						70 000		
Italy	2 499 746	263 259	271 150	306 373	600 000	523 964	535 000		
Japan	296 015	30 000			66 160	50 000	83 855	66 000	
Liechtenstein	200 000				50 000	50 000	50 000	50 000	
Monaco	179 611					60 000	60 000	59 611	
Netherlands	2 788 189		4 720		887 709	935 414	21 542	938 804	
New Zealand	256 239						137 691	118 548	
Norway	2 249 007			442 478	459 382	228 310	248 262	870 575	
Spain	1 925 409		156 576		47 337	401 785	672 043	647 668	
Sweden	3 988 646				491 344	820 000	1 303 180	1 374 122	
Switzerland	160 000				40 000		40 000	80 000	
Turkey	245 170	45 170		25 000	25 000	25 000	75 000	50 000	
United Kingdom	3 309 439			478 000	212 146	584 348	957 092	1 077 853	
United States	1 572 375	230 000		250 000	446 000	298 000	200 000	148 375	
Organization of la Francophonie	77 761							77 761	
Organization for Security and Cooperation in Europe	13 175					13 175			
Total	31 482 386	876 936	1 573 403	2 233 364	4 349 738	6 215 725	7 078 162	8 257 429	897 629

^a Includes pledges that have yet to be finalized.