

Chapter 4

Building International Will and Capacity to Counter Terrorism

The Department of State engages diplomatically with foreign governments and in international and regional fora to accomplish the US Government's first priority — protecting Americans at home and abroad.

The Department of State's diplomatic efforts help build the political will and operational skills of foreign governments to combat terror. Many countries are committed allies in the global war on terrorism. Some, however, need training and resources to develop stronger institutions and capabilities. The Department of State's counterterrorism efforts are an essential component in the success of US military, law enforcement, intelligence, and financial activities in the global fight against terrorism.

Multilateral and regional organizations are also a key platform for developing broad international support for the adoption and implementation of policies, strategies, and "best practices" in combating terrorism and financing of terrorist activities. The Department of State works actively with foreign governments to urge adoption of all 12 international counterterrorism conventions, as well as adherence to and implementation of UNSCR 1373, which imposes binding obligations on all states to suppress and prevent terrorist financing, improve their border controls, enhance information sharing and law enforcement cooperation, suppress terrorist recruitment, and deny terrorists safe haven.

Antiterrorism Assistance Program

Congress authorized the Antiterrorism Assistance (ATA) Program in 1983 as part of a major initiative against international terrorism. Since that time, ATA has trained over 48,000 participants from 141 countries. The ATA Program provides training and related assistance to law enforcement and security services of selected partner nations. Assistance to qualified countries focuses on the following objectives:

- Enhancing the antiterrorism skills of partner nations by providing training and equipment to deter and counter the threats of terrorism.
- Strengthening the bilateral ties of the United States with partner nations by offering concrete assistance in areas of mutual concern.
- Increasing respect for human rights by sharing with civilian authorities modern, humane, and effective antiterrorism techniques.



Ambassador J. Cofer Black, former US State Department Coordinator for Counterterrorism, during a news conference at the IV Regular Session of the Organization of American States Inter-American Committee Against Terrorism (CICTE) in Montevideo, Uruguay, January 29. (AP Photo/Luis Alonso)

ATA courses are tailored to the requirements of individual partner nations and are developed in response to terrorism trends. The training can be categorized into four functional areas: Crisis Prevention, Crisis Management, Crisis Resolution, and Investigation. Countries needing assistance are identified on the basis of the threat or actual level of terrorist activity they face.

Antiterrorism assistance and training may be conducted either in-country or within the United States. This arrangement provides flexibility to maximize the effectiveness of the program for countries of strategic importance in the global war on terrorism.

ATA programs may take the form of advisory assistance, such as the impact of counterterrorism activities on police administration and management of police departments, how to teach counterterrorism tactics to police instructors or develop counterterrorism curriculum for a police academy, and modern interview and investigative techniques. This approach enables the program to provide a narrow focus to solutions for country-specific problems that are not resolved in the classroom training environment. Equipment or explosive-detection trained dogs may also be included in the assistance package.

The ability of the United States to assist partner nations to master the detection and prevention of terrorist activities will clearly enhance the mutual security of all the participating countries. Detecting and eliminating terrorist cells at the root before their violence can cross borders and oceans will ensure a safer world for all nations.

ATA continues its efforts to familiarize ambassadors, US Embassy regional security officers, and other US officials with the program offerings. The success of these efforts is evidenced by the fact that every frontline nation has

ATA Successes in 2004

The ATA program has greatly enhanced the counterterrorism abilities of many foreign nations allied with the United States in the global war on terrorism. ATA's training initiatives provide the strategic, operational, and tactical capabilities needed to detect, confront, and defeat terrorists. In many countries, ATA-trained officials have played key roles in local, regional, and global counterterrorism efforts. ATA alumni have served as the lead investigators of a number of recent terrorist attacks and have utilized their training to track down and arrest many of the perpetrators. The following are just a few examples of the overall impact of the program:

- In November, Indonesian counterterrorism officers of the ATA-trained Task Force 88 arrested the terrorist who had commanded the attack against the Australian Embassy that resulted in 10 deaths. When Task Force 88 arrested the terrorist, he had explosives in his possession and was planning additional attacks. Task Force 88 also apprehended three terrorists as they attempted to bomb a major shopping center. Additionally, they arrested 11 other bombing suspects, including members of the Jemaah Islamiya terrorist organization.
- In Colombia, ATA-trained government anti-kidnapping units rescued 48 kidnapped hostages, including two American citizens. In conducting these operations, the anti-kidnapping units arrested 206 hostage takers, killed four members of their groups, and recovered \$7 million in ransom money.
- In the Philippines, ATA-trained personnel led the post-blast investigations of three terrorist bombing incidents, and ATA-trained officers were instrumental in securing the release of an American citizen kidnapped by a crime syndicate in Manila.
- In Pakistan, the ATA-trained Special Investigation Group (SIG) arrested members of a terrorist organization that had twice attempted to assassinate President Musharraf and had detonated two car bombs near the US Consulate General in Karachi. The SIG also arrested 12 terrorists involved in the attempted assassination of then Prime Minister-designate Aziz.
- An Azerbaijani police officer who completed an ATA explosives countermeasures course successfully disposed of 30 volatile explosive projectiles discovered in a factory in a densely populated area.
- ATA-trained Uzbekistani police utilized their advanced post-blast investigation and analysis training when a series of bombings rocked their country in late March. They quickly responded to the crime scenes, professionally collected and analyzed evidence, and subsequently arrested dozens of suspected terrorists and discovered several tons of explosives. When the US Embassy was attacked in July, these personnel employed many of these skills again, and cooperated fully with the FBI and other US Government agencies investigating the attack. Such effective bilateral law enforcement cooperation resulted directly from investigative skills and collaborative relationships fostered by the ATA program.

ATA training focuses on a "train the trainer" approach to ensure that host nation officials who have received ATA training can successfully teach those principles and techniques in their own academies. In many instances, law enforcement officials who have participated in ATA training during their careers have risen to prominent positions within their organizations. In the Philippines, for example, General Aglipay, the head of the Philippine National Police, has participated in the ATA program throughout much of his career and readily credits it with improving his skills as a senior law enforcement professional.

requested antiterrorist assistance in some form. US diplomats report that the ability of the United States to offer immediate, specific, and intensive training, along with technical tools and equipment, has succeeded in breaking down barriers and building trust.

Countering Terrorism on the Economic Front

Since the terrorist attacks of September 11, 2001, the US Government has acted to block funding of terrorists and their supporters and to promote international cooperation against them.

On September 23, 2001, the President signed Executive Order (EO) 13224, giving the United States Government (USG) a powerful tool to impede terrorist funding. In general terms, the EO provides a means to disrupt the financial-support network for terrorists and terrorist organizations by authorizing the US Government to designate and block the assets of foreign individuals and entities that commit, or pose a significant risk of committing, acts of terrorism. In addition, because of the pervasiveness and expansiveness of the financial foundations of foreign terrorists, the order authorizes the US Government to block the assets of individuals and entities that provide support, offer assistance to, or otherwise associate with designated terrorists and terrorist organizations. The EO also covers their subsidiaries, front organizations, agents, and associates.

The Secretary of State, in consultation with the Attorney General and the Secretary of the Treasury, continues to designate foreign terrorist organizations (FTOs) pursuant to Section 219 of the Immigration and Nationality Act, as amended. FTO designations play a critical role in the US fight against terrorism and are an effective means of curtailing support for terrorist activities and pressuring groups to get out of the terrorism business. Among other consequences of such a designation, it is unlawful for US persons or any persons subject to the jurisdiction of the United States to provide material support or resources to a designated FTO. US financial institutions are also required to freeze the funds of designated FTOs.

EO and FTO designations support US efforts to curb financing of terrorism and encourage other nations to do the same. They stigmatize and isolate designated terrorist entities and individuals internationally. They deter donations or contributions to, and economic transactions with, named entities and individuals. They heighten public awareness and knowledge of terrorist organizations and signal to other governments US concerns about named entities and individuals.

During 2004, the United States and other UN members designated a number of individuals and entities:

- On January 16, the United States Government designated Sulaiman Jassem Sulaiman Abo Ghaith under

EO 13224, and his name was added, at the request of the Kuwaiti Government, to the UNSCR 1267 Sanctions Committee's ("Sanctions Committee") consolidated list of individuals and entities with links to the Taliban, Usama bin Ladin, or al-Qa'ida the same day.

- The USG designated the branch offices of the Saudi-based charity al-Haramain Islamic Foundation located in Indonesia, Kenya, Tanzania, and Pakistan on January 22 under EO 13224. At the request of the United States and Saudi Arabia, these entities were also listed by the Sanctions Committee on January 26.
- The USG designated Shaykh 'Abd al-Majid al-Zindani under EO 13224 on February 24. At the request of the United States, he was also listed by the Sanctions Committee on February 27.
- On March 15, Italy submitted 10 names to the UN 1267 Sanctions Committee, which listed them on March 17. The United States designated and froze the assets of these 10 individuals domestically on March 18.
- On May 3, the Sanctions Committee listed four names submitted by Germany. The United States designated and froze the assets of these four individuals domestically on April 30.
- On May 6, the USG designated al-Furqan, Taibah International (Bosnia), and al-Haramain & al-Masjed al-Aqsa Charity Foundation under Executive Order 13224. At the request of the United States, two of these al-Qa'ida-linked Bosnian charities were listed by the Sanctions Committee on May 11 and one on June 28.
- On June 2, the USG designated the al-Haramain Islamic Foundation branch offices in Afghanistan, Albania, Bangladesh, Ethiopia, and the Netherlands under EO 13224. At the request of the United States and Saudi Arabia, these additional al-Haramain branches were listed by the Sanctions Committee on July 6.
- The United States designated Hassan Abdullah Hersi al-Turki under EO 13224 on June 3. At the request of the United States, his name was listed by the Sanctions Committee on July 6.
- On June 10, the United States designated Assad Ahmad Barakat and two businesses under EO 13224.
- On June 23, the Sanctions Committee listed six names proposed by Italy, and the United States designated these six individuals under EO 13224.
- On July 13, the USG designated the Continuity Irish Republican Army (CIRA) as a Foreign Terrorist Organization (FTO) and amended the Executive Order designation of CIRA to include two aliases: Continuity

Army Council and Republican Sinn Fein. The USG had designated Continuity Irish Republican Army (CIRA) under EO 13224 on December 31, 2001.

- On September 9, the United States designated al-Haramain Islamic Foundation branch offices in the United States (Ashland, Oregon and Springfield, Missouri) and a branch of the Foundation in the Comoros Islands under EO 13224. In addition, the director of the US branch of the al-Haramain Islamic Foundation, Suliman al-Buthe, was also designated. At the request of the United States, the additional al-Haramain branches and Suliman al-Buthe were listed by the UN 1267 Sanctions Committee on September 28.
- On October 13, the United States designated the Islamic African Relief Agency (IARA), its offices world wide, and five of its senior officials (Dr. Mohammed Ibrahim Sulaiman, Jaffar Ahmad Abdullah Makki, Khalid Ahmad Jumah al-Sudani, Abdul Aziz Abbabakar Muhamad, and Ibrahim Buisir) under EO 13224.
- On October 15, the United States designated Jama'at al-Tawhid wa'al-Jihad (JTJ) both as an FTO and separately under EO 13224. At the request of the United States, the United Kingdom, Jordan, and Iraq, this organization was also listed by the Sanctions Committee on October 18.
- On November 30, the USG amended the previous designation of Jama'at al-Tawhid wa'al-Jihad (JTJ), to include its new alias Tanzim Qa'idat al-Jihad fi Bilad al-Rafidayn and all its possible translations. On December 2, Japan, joined by the United Kingdom and Germany, submitted the new alias Tanzim Qa'idat al-Jihad fi Bilad al-Rafidayn and all its possible translations and transliterations to the Sanctions Committee. The USG fully supported those efforts.
- On December 17, the United States designated Khadafi Abubaker Janjalani, the leader of a major faction of the Abu Sayyaf Group, under EO 13224 and co-

sponsored the submission of Janjalani to the UN 1267 Sanctions Committee with the Governments of the Philippines and Australia.

- On December 21, the United States designated Adel Abdul Jalil Batterjee and Saad Rashed Mohammad al-Faqih for providing material support to al-Qa'ida and Usama bin Ladin under EO 13224 and submitted both names to the UN 1267 Sanctions Committee; they were listed by the Committee on December 23.

As of December 31, 2004, the United States had designated under EO 13224 a total of 397 individuals and entities as terrorists, their financiers, or facilitators. Since September 11, 2001, the global community has frozen over \$146 million in terrorist-related assets.

Throughout the year, the United States also continued to work closely with multilateral partners in numerous counterterrorist financing tracks, including the Counterterrorism Committee of the United Nations, the Egmont Group of Financial Intelligence Units, the Financial Action Task Force (FATF), and the Counterterrorism Assistance Group (CTAG), as well as in international financial institutions. In addition, in June the United States agreed with the European Union on a Declaration on Combating Terrorism that ratified a wide-ranging set of counterterrorism initiatives, including a commitment to establish a regular dialogue on terrorism finance between the European Union and the United States. Since it was launched in September 2004, the dialogue has served as the framework for ongoing exchanges to promote information-sharing and cooperation on FATF and on technical assistance issues.

Multilateral and Regional Cooperation

Multilateral and regional organizations are crucial to building a seamless global counterterrorism web. Specialized multilateral organizations like the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO) can set international counterterrorism standards and best practices. Regional groups around the

Addressing The Threat of Terrorist Financing through Non-Bank Conduits

Since the terrorist attacks of September 11, 2001, the international community has made significant progress in safeguarding international financial markets from abuse by terrorist financiers. The public and private sectors have adopted more stringent measures to regulate and supervise the traditional banking system. Governments around the globe have employed the public designations and asset freezing process to identify and isolate terrorist financiers from the international financial system and global economy. The United States and its foreign partners have reinforced their counterterrorism finance regimes to detect, disrupt, and dismantle terrorist financing networks. Such measures have deterred terrorist financiers and money launderers from using the formal banking system and have forced them to seek other, more risky methods to raise and move their funds.

In light of these developments, the international community has recognized the threat of terrorist financing through the abuse of non-bank conduits such as alternative remittance systems, cash couriers, and charitable organizations. The inter-governmental Financial Action Task Force on Money Laundering (FATF) adopted nine Special Recommendations

on Terrorist Financing that include the importance of preventing the abuse of these mechanisms by terrorist financing networks. In turn, the United States has expanded its counterterrorism financing strategy to address non-bank conduits by strengthening domestic oversight of these non-bank mechanisms and providing technical assistance to foreign partners to combat these methods of terrorist financing.

Alternative Remittance Systems

Alternative remittance systems, or money value transfer services, are financial services, traditionally operating outside the conventional financial sector, where value or funds are moved from one geographic location to another. While alternative remittance systems provide a legitimate, inexpensive, and efficient service to send funds to remote areas of the world, such services, if unregulated, have been and can be used for terrorist financing and money laundering.

FATF Special Recommendation VI calls on each country to take measures to ensure that persons or legal entities, including agents, that provide a service for the transmission of money or value, including transmission through an informal money or value transfer system or network, should be licensed or registered and subject to all the FATF Recommendations that apply to banks and non-bank financial institutions. Each country should ensure that persons or legal entities that carry out this service illegally are subject to administrative, civil, or criminal sanctions. The international community seeks to encourage the licensing and registration of money value transfer services and to raise the public's awareness (of service providers and customers) of the potential abuse of these financial services by terrorist financiers and money launderers. To that end, several international conferences on terrorist financing have included sessions examining the threat of terrorist financing through alternative remittance systems and exchanging "best practices" on regulating the sector. In April 2004, the United Arab Emirates hosted the Second International Conference on Hawala in Abu Dhabi, attended by 375 delegates representing 70 countries, that focused on the potential abuse of alternative remittance systems by terrorist financiers or money launderers.

Cash Couriers

As the formal financial sector has adopted more rigorous anti-money laundering measures, terrorist networks and organized crime groups have become more reluctant to use the traditional banking system to move funds. According to FATF, law enforcement and intelligence reports indicate that cash smuggling is one of the major methods used by terrorist financiers and money launderers to finance their activities.

To address the threat of terrorist financing through cash smuggling, FATF issued Special Recommendation IX on Cash Couriers in October 2004 that states:

- Countries should have measures in place to detect the physical cross-border transportation of currency and bearer negotiable instruments, including a declaration system or other disclosure obligation.
- Countries should ensure that their competent authorities have the legal authority to stop or restrain currency or bearer negotiable instruments that are suspected to be related to terrorist financing or money laundering, or that are falsely declared or disclosed.
- Countries should ensure that effective, proportionate, and dissuasive sanctions are available to deal with persons who make false declaration(s) or disclosure(s). In cases where the currency or bearer negotiable instruments are related to terrorist financing or money laundering, countries should also adopt measures which would enable confiscation of such currency or instruments.

Recognizing the threat of terrorist financing through cash smuggling, countries are re-examining their cross-border cash reporting requirements through either disclosure or declaration systems in order to better supervise and regulate cash couriers. The international community is improving intelligence and law enforcement cooperation and reinforcing customs and border capabilities to detect and disrupt bulk cash smuggling.

Non-Profit Organizations

The charitable sector is a vital component of the world economy providing public services aimed at improving the quality of life; however, numerous cases have come to light in which charitable fundraising has been used to provide cover for the financing of terror with or without the knowledge of donors, or even members of the management staff.

FATF Special Recommendation VIII calls on countries to review the adequacy of laws and regulations that relate to entities that can be abused for the financing of terrorism. Non-profit organizations are particularly vulnerable, and countries should ensure that they cannot be misused:

- by terrorist organizations posing as legitimate entities;
- to exploit legitimate entities as conduits for terrorist financing, including for the purpose of escaping asset freezing measures; and
- to conceal or obscure the clandestine diversion of funds intended for legitimate purposes to terrorist organizations.

The international community encourages charities to know the origins of their funding, to ensure the integrity of their organization's activities through active program oversight, and to establish formal administrative and managerial control over their operations to prevent the abuse of non-profit organizations by terrorist financiers. In order to promote public sector-private sector partnership in this field, the United States, as well as other foreign partners and international organizations, has conducted conferences and training sessions to exchange "best practices" on how to safeguard charitable organizations from abuse, whether it be by corrupt government officials, employee malfeasance, or terrorist financing networks. To raise awareness of the threat of terrorist financing through the non-profit sector, the United States sponsored a conference on "Safeguarding Charities from Abuse" in Bangkok, Thailand, in December 2004 for Southeast Asian states to discuss ways to regulate the charitable sector and detect the misuse of charities by corrupt officials, money launderers, or terrorist financiers.

Consult the FATF website at <http://www.fatf-gafi.org> for more information on Special Recommendations on Terrorist Financing

world, including the European Union, the African Union, the Organization of American States and others, can, and do, encourage their member states to adopt these standards and best practices, and help in their implementation.

One example of how the United States is working with multilateral and regional organizations to improve counterterrorism capabilities involves different multilateral groups, each doing what it does best:

- The G8 developed a set of guidelines and best practices to improve the security of travel documents, including the use of biometrics.
- The ICAO reviewed these guidelines and best practices and agreed to adopt them as international standards.
- The Organization for Security and Cooperation in Europe (OSCE) agreed in a Ministerial decision in December 2003 to a US-initiated proposal for all 55 OSCE member states to adopt and implement the ICAO standards.
- The G8 Counterterrorism Action Group (CTAG), which coordinates members' counterterrorism programs and assistance to avoid duplication of effort, worked to coordinate donor assistance on document security needs in the OSCE region and beyond.

G8 actions in these areas can serve as a first step in further bolstering the security of travel. As with G8 document security and issuance standards, the next steps will be to export completed standards and practices to other organizations for broader adoption, and then to assist those lacking the means to implement them.

Role of the United Nations in Fighting Terrorism

There are 12 universal conventions and protocols currently in force against terrorism that have been developed under the auspices of the United Nations and its specialized agencies and are open to participation by all member states. Various UN Security Council resolutions, including Resolution 1373, have called upon all member states to become parties to these international instruments. However, many states are not yet parties to all 12 instruments (and thus have not yet implemented them), while still other states have not fully implemented them despite becoming parties. (A thirteenth instrument, the Nuclear Terrorism Convention, was adopted by the UN General Assembly on April 13, 2005, and will be opened for signature in September 2005.)

These conventions and protocols were negotiated from 1963 to 1999. Most are penal in nature with a common format. Typically, they define a particular type of terrorist conduct as an offense under the convention, such as seizure of an aircraft in flight by threat or force; require state parties to penalize that activity in their domestic law; identify certain bases upon which the relevant state parties are

G8 Counterterrorism Actions

The Group of Eight (G8) — the United States, Canada, France, Germany, Italy, Japan, Russia, and the United Kingdom — has been instrumental in developing cutting-edge counterterrorism standards and practices, ranging from enhanced travel document security standards to improved practices for mitigating the MANPADS (man-portable air defense systems, i.e., shoulder-fired anti-aircraft missiles) threat to airports. G8 counterterrorism initiatives often have an impact well beyond the borders of G8 member states, as the group actively seeks to promulgate the standards and practices it develops to international standard-setting organizations. G8 travel document security standards, for example, have been adopted by the International Civil Aviation Organization for all its members, and a port and maritime security assessment guide created by the G8 was adopted by the International Maritime Organization in December 2004. The G8 focused on two primary counterterrorism initiatives in 2004, adopting the Secure and Facilitated International Travel Initiative (SAFTI) and expanding the activities of the Counterterrorism Action Group (CTAG).

Secure and Facilitated International Travel Security Initiative

At the June 2004 Sea Island Summit, President Bush and the other G8 leaders committed to strengthen international counterterrorism cooperation by launching the Secure and Facilitated International Travel Initiative (SAFTI), which is designed to increase passenger confidence in the security of international transportation, speed the processing of travelers by border authorities, promote international commerce, and reduce the threat of MANPADS to civil aviation. The G8 partners agreed to shared principles, including commitments to:

- Maximize effective information exchange among partner states as a key element of strengthening international border security;
- Work cooperatively to improve screening methods for international travelers, crews, and cargo for known or emerging threats as far in advance as possible; and
- Make all possible efforts to ensure that travel documents are secure, resistant to fraud, and globally interoperable.

G8 Leaders as part of SAFTI also adopted a 28-point action plan (see details at: http://www.g8usa.gov/d_060904f.htm), committing G8 members to implement security-enhancing projects in a variety of transportation security fields, including:

- Strengthening international standards for passport issuance;
- Developing new measures to defend against the threat of MANPADS;
- Establishing a Point-of-Contact network to deal with aviation threat emergencies; and
- Expanding training and assistance on transportation security to third-party states.

By the end of 2004, projects for nine of the 28 actions items had been completed, and progress made on the remainder. All projects are scheduled for completion by the end of 2005.

Counterterrorism Action Group (CTAG)

G8 leaders at the June 2003 Evian Summit adopted a plan to build political will and capacity to combat terrorism globally, and established the Counterterrorism Action Group (CTAG) to implement this plan. CTAG has supported the UN Counterterrorism Committee's efforts to oversee implementation of UNSCR 1373 by developing into an active forum for donors to coordinate counterterrorism cooperation with, and assistance to, third countries. CTAG promotes counterterrorism by prioritizing needs and targeting assistance to expand counterterrorism capacity in recipient countries. CTAG also encourages all countries to meet their obligations under Resolution 1373 of the United Nations Security Council and the 12 international counterterrorism conventions and protocols.

Under the chairmanship of France and then the United States, CTAG has met five times, twice in Paris in 2003 and three times in Washington in 2004, with the active participation of G8 member states, the European Commission, and the UN

Counterterrorism Committee. They were joined at one or more meetings by Australia, Spain, Switzerland, the Asian Development Bank, the Asia-Pacific Economic Cooperation forum, the International Civil Aviation Organization, the International Maritime Organization, the Organization for Security and Cooperation in Europe (OSCE), and the Terrorism Prevention Branch of the UN Office on Drugs and Crime. CTAG is scheduled to meet three times in 2005 under the UK's chairmanship. Coordination meetings hosted by the local embassy of the G8 presidency have also been held among CTAG members' diplomatic missions in recipient countries, involving as appropriate the host government and others as agreed locally by CTAG members.

CTAG has coordinated diplomatic, donor cooperation, and donor assistance efforts, such as:

- Facilitating universal adherence to the 12 international counterterrorism conventions and protocols by encouraging nearly 100 countries to ratify the instruments;
- Working with the Financial Action Task Force (FATF) to assess the potential technical assistance needs of key countries to help them comply with the nine special FATF recommendations on terrorist financing.
- Focusing counterterrorism donor assistance on needs in the Asia-Pacific Economic Cooperation (APEC) region, especially port and maritime security gaps, in concert with APEC's Counterterrorism Task Force;
- Coordinating donor assistance to help countries in the western Balkans to assess and improve airport security; and
- Promoting and assisting implementation of travel security and facilitation standards and practices being developed by the G8 under its Secure and Facilitated International Travel Initiative (SAFTI).

CTAG's standing members include the G8 member states, the European Commission, and the UN Counterterrorism Committee.

required to establish jurisdiction over the defined offense, such as registration, territoriality, or nationality; and create an obligation on the state party in which an accused offender is found to establish jurisdiction over the offense and to refer the offense for prosecution if the party does not extradite pursuant to other provisions of the convention. This last element gives effect to the principle of "no safe haven for terrorists." UN Security Council Resolution 1373 particularly stresses this principle and obligates all states to "deny safe haven to those who finance, plan, support, or commit terrorist acts, or provide safe havens."

The 1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection is regulatory in nature and contains no penal provisions. The 1963 Convention on Offenses and Certain Other Acts Committed on Board Aircraft requires a state party to establish penal jurisdiction over offenses committed on board its registered aircraft in flight, without requiring how those offenses should be defined.

The following matrix includes the 12 universal conventions and protocols against terrorism, which have been signed (S), and/or ratified/acceded to (P) through the end of 2004. Information is derived from notifications from the United Nations, listings placed on UN websites, other depositories, and through depositary notes received either by US posts abroad or at home.

INTERNATIONAL COUNTERTERRORISM CONVENTIONS

	1999	1998	1991	1988	1988	1988	1980	1979	1973	1971	1970	1963
	Convention for the Suppression of the Financing of Terrorism	Convention for the Suppression of Terrorist Bombings	Convention on the Marking of Plastic Explosives for the Purpose of Detection	Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation	Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf	Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation	Convention on the Physical Protection of Nuclear Material	Convention Against the Taking of Hostages	Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons	Montreal Convention for the Suppression of Unlawful Acts Against the Safety of Civil Aviation	Hague Convention for the Suppression of Unlawful Seizure of Aircraft	Tokyo Convention on Offenses and Certain Other Acts Committed on Board Aircraft
Afghanistan	P	P	P	P	P		P	P	P	P	P	P
Albania	P	P	P	P	P		P	P	P	P	P	P
Algeria	P	P	P	P		P	P	P	P	P	P	P
Andorra	S	P						P				
Angola										P		P
Antigua & Barbuda	P						P	P	P	P	P	P
Argentina	S	P	P	P			P	P	P	P	P	P
Armenia	P	P					P	P	P	P	P	P
Australia	P	P		P			P	P	P	P	P	P
Austria	P	P	P	P	P		P	P	P	P	P	P
Azerbaijan	P	P	P	P	P		P	P	P	P	P	P
Bahamas	S			S	S			P	P	P	P	P
Bahrain	P	P	P							P	P	P
Bangladesh												
Barbados	P	P	P	P	P			P	P	P	P	P
Belarus	P	P	P	P	P		P	P	P	P	P	P
Belgium	P	S	S	S	S		P	P	P	P	P	P
Belize	P	P	S					P	P	P	P	P
Benin	P	P	P					P	P	P	P	P
Bhutan	P											
Bolivia	P	P	P	P	P		P	P	P	P	P	P

1 Hong Kong
2 Macau
3 Taiwan commits to the 12

P = A PARTY TO
S = SIGNATORY

INTERNATIONAL COUNTERTERRORISM CONVENTIONS

	1999	1998	1991	1988	1988	1988	1980	1979	1973	1971	1970	1963
	Convention for the Suppression of the Financing of Terrorism		Convention on the Marking of Plastic Explosives for the Purpose of Detection	Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation	Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf	Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation	Convention on the Physical Protection of Nuclear Material	Convention Against the Taking of Hostages	Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons	Montreal Convention for the Suppression of Unlawful Acts Against the Safety of Civil Aviation	Hague Convention for the Suppression of Unlawful Seizure of Aircraft	Tokyo Convention on Offenses and Certain Other Acts Committed on Board Aircraft
Bosnia-Herzegovina	P	P	P	P	P	P	P	P	P	P	P	P
Botswana	P	P	P	P	P	P	P	P	P	P	P	P
Brazil	S	P	P	S	S	P	P	P	P	P	P	P
Brunei	P	P	P	P	P	P	P	P	P	P	P	P
Bulgaria	P	P	P	P	P	P	P	P	P	P	P	P
Burkina Faso	P	P	P	P	P	P	P	P	P	P	P	P
Burma	S	P	P	P	P	P	P	P	P	P	P	P
Burundi	S	S							P	P	S	P
Cambodia	S					P				P	P	P
Cameroon			P			P	P	P	P	P	P	P
Canada	P	P	P	P	P	P	P	P	P	P	P	P
Cape Verde	P	P	P	P	P	P	P	P	P	P	P	P
Central African Republic	S					P				P	P	P
Chad										P	P	P
Chile	P	P	P	P	P	P	P	P	P	P	P	P
China	S	P	P ¹	P	P	P ¹	P	P ^{1,2}	P ¹	P ^{1,2}	P ²	P ^{1,2}
Colombia	P	P	S			P	P		P	P	P	P
Comoros	P	P						P	P	P	P	P
Congo (ROC, Brazzaville)	S					S				P	P	P
Congo (DROC, Kinshasa)	S					S	P	S	P	P	P	P
Cook Islands	P											
Costa Rica	P	P	S	P	P	P	P	P	P	P	P	P

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INTERNATIONAL COUNTERTERRORISM CONVENTIONS

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	Convention for the Suppression of the Financing of Terrorism											
		Convention for the Suppression of the Terrorist Bombings	Convention on the Marking of Plastic Explosives for the Purpose of Detection	Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation	Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf	Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation	Convention on the Physical Protection of Nuclear Material	Convention Against the Taking of Hostages	Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons	Montreal Convention for the Suppression of Unlawful Acts Against the Safety of Civil Aviation	Hague Convention for the Suppression of Unlawful Seizure of Aircraft	Tokyo Convention on Offences and Certain Other Acts Committed on Board Aircraft
Cote d'Ivoire	P	P	S			S		P	P	P	P	P
Croatia	P					P	P	P	P	P	P	P
Cuba	P	P	P		P	P	P	P	P	P	P	P
Cyprus	P	P	P	P	P	P	P	P	P	P	P	P
Czech Republic	S	P	P	P	P	P	P	P	P	P	P	P
Denmark	P	P	P	P	P	P	P	P	P	P	P	P
Djibouti	S	P	P	P	P	P	P	P	P	P	P	P
Dominica	P	P		P	P		P	P	P			
Dominican Republic	S						S	S	P	P	P	P
East Timor												
Ecuador	P		P	P	P	P	P	P	P	P	P	P
Egypt	S	S	P	P	P	P	P	P	P	P	P	P
El Salvador	P	P	P	P	P	P		P	P	P	P	P
Equatorial Guinea	P	P		P	P	P	P	P	P	P	P	P
Eritrea			P									
Estonia	P	P	P	P	P	P	P	P	P	P	P	P
Ethiopia		P				P		P	P	P	P	P
Fiji						P				P	P	P
Finland	P	P	P	P		P	P	P	P	P	P	P
France	P	P	P	P	P	P	P	P	P	P	P	P
Gabon	S		S			P		S	P	P	P	P
Gambia			P	P		P				P	P	P

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	Convention for the Suppression of the Financing of Terrorism											Tokyo Convention on Offences and Certain Other Acts Committed on Board Aircraft
Georgia	P	P	P					P	P	P	P	P
Germany	P	P	P				P	P	P	P	P	P
Ghana	P	P	P				P	P	P	P	P	P
Greece	P	P	P				P	P	P	P	P	P
Grenada	P	P	P				P	P	P	P	P	P
Guatemala	P	P	P				P	P	P	P	P	P
Guinea	P	P	P				P	P	P	P	P	P
Guinea-Bissau	S		S									
Guyana												
Haiti												
Holy See												
Honduras	P	P	P									S
Hungary	P	P	P									P
Iceland	P	P	P									P
India	P	P	P									P
Indonesia	S											P
Iran												P
Iraq												P
Ireland	S	S	P									P
Israel	P	P	S									P
Italy	P	P	P									P
Jamaica	S											P

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Japan	P	P	P	P	P	P	P	P	P	P	P	P
Jordan	P		P	P	P	P		P	P	P	P	P
Kazakhstan	P	P	P	P	P	P		P	P	P	P	P
Kenya	P	P	P	P	P	P	P	P	P	P	P	P
Kiribati												
Korea (DPRK)	S					P		P	P	P	P	P
Korea (ROK)	P	P	P	P	P	P	P	P	P	P	P	P
Kuwait		P	P	P	P	P	P	P	P	P	P	P
Kyrgyzstan	P	P	P			P		P	P	P	P	P
Laos		P				P		P	P	P	P	P
Latvia	P	P	P	P	P	P	P	P	P	P	P	P
Lebanon			P	P	P	P	P	P	P	P	P	P
Lesotho	P	P						P		P	P	P
Liberia	P	P		P	P	P		P	P	P	P	P
Libya	P	P	P	P	P	P	P	P	P	P	P	P
Liechtenstein	P	P	P	P	P	P	P	P	P	P	P	P
Lithuania	P	P	P	P	P	P	P	P	P	P	P	P
Luxembourg	P	P						P		P	P	P
Macedonia, FYROM	P	P	P					P		P	P	P
Madagascar	P	P	P					P		P	P	P
Malawi	P	P				S		P		P	P	P

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INTERNATIONAL COUNTERTERRORISM CONVENTIONS

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Malaysia		P				S			P	P	P	P
Maldives	P	P	P			P			P	P	P	P
Mali	P	P	P	P	P	P	P	P	P	P	P	P
Malta	P	P	P	P	P	P	P	P	P	P	P	P
Marshall Islands	P	P	P	P	P	P	P	P	P	P	P	P
Mauritania	P	P										
Mauritius	P	P	S	P	P	P						
Mexico	P	P	P	P	P	P	P	P	P	P	P	P
Micronesia, FSO	P	P										
Moldova	P	P	P				P	P	P	P	P	P
Monaco	P	P	P	P	P	P	P	P	P	P	P	P
Mongolia	P	P	P				P	P	P	P	P	P
Morocco	P	P	P	P	P	P	P	P	P	P	P	P
Mozambique	P	P	P	P	P	P	P	P	P	P	P	P
Namibia	S						P					
Nauru	S											
Nepal		S						P		P	P	P
Netherlands	P	P	P	P	P	P	P	P	P	P	P	P
New Zealand	P	P	P	P	P	P	P	P	P	P	P	P
Nicaragua	P	P	S				P	P	P	P	P	P
Niger	P	P				S	S	P	P	P	P	P

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INTERNATIONAL COUNTERTERRORISM CONVENTIONS

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Nigeria	P		P	P	S	P				P	P	P
Norway	P	P	P	P	P	P	P	P	P	P	P	P
Oman			P	P	P	P	P	P	P	P	P	P
Pakistan		P	S	P	P	P	P	P	P	P	P	P
Palau	P	P	P	P	P	P	P	P	P	P	P	P
Panama	P	P	P	P	P	P	P	P	P	P	P	P
Papua New Guinea	P	P	P	P	P	P	P	P	P	P	P	P
Paraguay	P	P	P	P	P	P	P	P	P	P	P	P
Peru	P	P	P	P	P	P	P	P	P	P	P	P
Philippines	P	P	P	P	P	P	P	P	P	P	P	P
Poland	P	P	P	P	P	P	P	P	P	P	P	P
Portugal	P	P	P	P	P	P	P	P	P	P	P	P
Qatar			P	P	P	P	P		P	P	P	P
Romania	P	P	P	P	P	P	P	P	P	P	P	P
Russian Federation	P	P	S	P	P	P	P	P	P	P	P	P
Rwanda	P	P				P		P	P	P	P	P
Saint Kitts and Nevis	P	P	P					P				
Saint Lucia					P					P		
Saint Vincent and the Gr.	P				P			P		P		
Samoa	P					P						
San Marino	P	P										

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INTERNATIONAL COUNTERTERRORISM CONVENTIONS

	1999	1998	1991	1988	1988	1988	1980	1979	1973	1971	1970	1963
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Sao Tome and Principe												
Saudi Arabia	S		P	S	S	P		P	P	P	P	P
Senegal	P	P	P	P	P	P	P	P		P	P	P
Serbia & Montenegro	P	P		P	P	P	P	P	P	P	P	P
Seychelles	P	P	P	P	P	P	P	P	P	P	P	P
Sierra Leone	P	P										
Singapore	P		P	P		P				P	P	P
Slovakia	P	P	P	P	P	P	P	P	P	P	P	P
Slovenia	P	P	P	P	P	P	P	P	P	P	P	P
Solomon Islands										P		P
Somalia	S											
South Africa	P	P	P			P	S	P	P	P	P	P
Spain	P	P	P	P	P	P	P	P	P	P	P	P
Sri Lanka	P	P	P	P	P	P	P	P	P	P	P	P
Sudan	P	P	P	P	P	P	P	P	P	P	P	P
Suriname			P			P		P		P	P	P
Swaziland	P	P	P	P	P		P	P	P	P	P	P
Sweden	P	P	S	P	P	P	P	P	P	P	P	P
Switzerland	P	P	P	P	P	P	P	P	P	P	P	P
Syria			P	P	P	P						
Taiwan ³												
Tajikistan	P	P				P	P	P	P	P	P	P
Tanzania	P	P	P			P		P		P	P	P

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INTERNATIONAL COUNTERTERRORISM CONVENTIONS

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Thailand	P					P				P	P	P
Togo	P	P	P	P	P	P		P	P	P	P	P
Tonga	P	P	P	P	P	P	P	P	P	P	P	P
Trinidad & Tobago		P	P	P	P	P	P	P	P	P	P	P
Tunisia	P		P	P	P	P	P	P	P	P	P	P
Turkey	P	P	P	P	P	P	P	P	P	P	P	P
Turkmenistan		P		P	P	P		P	P	P	P	P
Tuvalu												
Uganda	P	P	P	P		P	P	P	P	P	P	P
Ukraine	P	P	P	P	P	P	P	P	P	P	P	P
United Arab Emirates												
United Kingdom	P	P	P	P	P	P	P	P	P	P	P	P
United States of America	P	P	P	P	P	P	P	P	P	P	P	P
Uruguay	P	P	P	P	P	P	P	P	P	P	P	P
Uzbekistan	P	P	P	P	P	P	P	P	P	P	P	P
Vanuatu												
Venezuela	P	P										
Vietnam	P	P			P	P			P	P	P	P

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Yemen		P		P				P	P	P	P	P
Zambia			P							P	P	P
Zimbabwe										P	P	P

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UN Role in Fighting Terrorism

The United Nations continues to provide focus and energy to the international community in its collective fight against terrorism. In 2004, the Security Council adopted five resolutions related to terrorism:

- Resolution 1526 strengthened the current sanctions regime against individuals and entities associated with the Taliban and al-Qa'ida.
- Resolution 1530 condemned as a terrorist act the March 11 bombings that killed commuters on packed trains in Madrid.
- Resolution 1535 established the Counterterrorism Committee (CTC) Executive Directorate, as part of its effort to revitalize the CTC.
- Resolution 1540 required all states to take steps to prevent the proliferation of weapons of mass destruction.
- Resolution 1566 recalled that criminal acts against civilians, committed with the intent to cause death or serious bodily injury, or taking of hostages, with the purpose of provoking terror, among other things, are unjustifiable by any consideration. This resolution also established a working group to consider and submit recommendations to the Council on practical measures to be imposed upon individuals or entities involved in or associated with terrorist activities, other than those designated by the al-Qa'ida/Taliban Sanctions Committee.

The **Counterterrorism Committee (CTC)**, established by Security Council Resolution 1373 after September 11, made continued progress toward its goal of raising the level of performance of the governments of all 191 member states in the fight against terrorism. A Counterterrorism Committee Executive Directorate (CTED) was established by UNSCR 1535 to enhance the Committee's ability to monitor the implementation of Resolution 1373 and effectively continue the capacity-building work in which it is engaged. The Committee has sought to become more active in facilitating technical assistance to member states and promoting closer cooperation and coordination among international, regional, and sub-regional organizations. In addition, the CTED, under the direction of the CTC, is expected to begin site visits to certain states to assess on-the-ground implementation of obligations under Resolution 1373 and any need for technical assistance.

The **UNSCR 1267 Sanctions Committee**, also established by the Security Council, maintains a list of individuals and entities associated with members of al-Qa'ida and the Taliban, and/or Usama bin Ladin against whom member states are obligated to implement Security Council-mandated sanctions — an asset freeze, travel ban, and arms embargo. The Committee's consolidated list contains 443 names, including all of the most notorious al-Qa'ida-related individuals and groups. During 2004, the **General Assembly** negotiated and adopted five antiterrorism resolutions, 59/46, 59/80, 59/153, 59/191, and 59/195, and continued work on the negotiation of a Comprehensive Convention on International Terrorism and a Nuclear Terrorism Convention.

Secretary General Annan continued to use his office to focus the international community on the scourge of terrorism. In a June 17, 2004, speech he declared, "Terrorism strikes at the very heart of everything the UN stands for. It is a global threat to democracy, the rule of law, human rights, and stability, and therefore requires a global response."

UN Secretariat staff of the Terrorism Prevention Branch in Vienna, Austria, continued to help countries build the legal framework necessary to become party to and implement the 12 international conventions and protocols relating to terrorism.

UN specialized agencies are also involved in the work of fighting terrorism. For example, the International Civil Aviation Organization has adopted travel document security standards, and the International Maritime Organization is engaged in security-related activities designed to make it harder for terrorists to operate in the commercial shipping arena. The International Atomic Energy Agency has launched a nuclear security action plan to combat the threat of terrorism involving nuclear and other radioactive materials.

The Report of the Secretary General's High Level Panel of Experts issued in December contains recommendations for strengthening the work of the United Nations in response to the threat of terrorism, among other things. It is hoped that the expected debate and discussion of the Report by all 191 member states will result in new energy and focus for the United Nations in this area.