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Asia-Pacific Economic Cooperation

Independent Assessment of the APEC Counter-Terrorism Task Force

**Report to the APEC SOM Steering Committee
on Economic and Technical Cooperation**

**Final Report
May 26, 2010**

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EXECUTIVE SUMMARY

This independent assessment was commissioned with the aim of ensuring that the Counter-Terrorism Task Force (CTTF) is responsive to the current work priorities of APEC and is contributing to the achievement of Bogor goals. In order to identify opportunities for strengthening CTTF work processes, it was necessary to cover a wide range of topics including all aspects of the governance structure; relationships with non-APEC organizations; synergies with other APEC sub-fora; how action plans are transformed into actions; and project deliverables.

The approach was based on the assumptions that (a) the CTTF management team would be the main beneficiary of the findings and recommendations; and (b) the recommendations would be mindful of the APEC twin principles of voluntarism and consensus building. The work, which stretched over a six-week period, was conducted in four phases:

- Familiarization, which involved a comprehensive research of the APEC website to gain a sound understanding of structures, work processes, outputs, priorities and inter-relationships;

- Analysis, which looked at each element of the CTTF management framework in terms of their effectiveness and compliance with established guidelines and priorities;

- Validation, which involved comparing the results of the analysis with feedback to be received from the listed contacts in each member Economy as well as findings identified in other assessment reports;

- Report Writing, which involved incorporating the comments to be received from the listed contacts and other interested stakeholders into the draft report.

Overall Conclusions:

The CTTF was established in 2003 and has had three mandate renewals to date with a fourth one due at the end of this year. In that regard, the overall conclusions reached in this assessment are that:

- ❖ the task force does not appear to be pursuing the implementation of the Leaders and Ministers statements concerning secure trade as pro-actively as it did during its early mandates;

- ❖ a significant overhaul of its management instruments and practices is required in order for the CTTF to operate more efficiently and effectively;

- ❖ priority areas for strengthening include the development of a medium-term (2-3 year) strategy; the appointment of a Vice-Chair; and communication links with other APEC fora and sub-fora, international organizations and the private sector;

- ❖ a further mandate renewal should take into account the task force's response to addressing the 25 recommendations identified below for CTTF consideration. They represent a series of practical initiatives which are consistent with a 'continuing improvement' approach and can be accomplished with a relatively small outlay of resources during the next two years provided that there is a coordinated plan of action.

In addition, the five recommendations below are for SCE consideration. The last one may be considered to be outside the scope of this assessment. However, it has been included in light of the discussion paper on APEC's organizational structure that was tabled at the First SOM in March 2010.

Recommendations for SCE consideration:

SCE1 Outlining its key expectations and requirements for the coming year in a generic letter to each Chair/Lead Shepherd inviting them to attend the SCE-COW session at the first SOM as an opportunity for collegial discussion leading to consensus on any final adjustments [section 2.3.1].

SCE2 In consultation with the CTI, identifying the CTI and SCE sub-fora with the lead responsibility for each cross-cutting initiative which has a human security dimension; and requiring these responsibilities to be reflected in their Terms of Reference and Work Plans [section 2.3.2].

SCE3 Through its Friends of the Chair Group on Accountability and Communications, identifying an efficient way to convert relevant findings and recommendations contained in independent assessment reports into useful guidance for sub-fora to follow in strengthening their management frameworks [section 5.2].

SCE4: Notifying the CTTF on any high-level policy or management issues that it should address in preparing the case for a fourth renewal of its mandate in 2010 [section 6.1].

SCE5: Through its Friends of the Chair Group on Accountability and Communications, (a) identifying the extent to which the CTTF, other small sub-fora and the Experts Groups of larger sub-fora are presently operating in the human security field with similar or partially overlapping mandates; (b) assessing the practicality of consolidating their medium term strategies into a single document; and (c) actively encouraging these sub-fora and their experts groups to find affordable opportunities for increased cross-participation and collaboration [section 6.1].

Communications-related recommendations for CTTF consideration:

CTTF1: Contacting the relevant ABAC Liaison Representative in order to explore opportunities for collaborating on projects and activities of mutual interest [section 2.3.3].

CTTF8: In consultation with the Communications and Public Affairs Unit in the Secretariat and the CTTF Program Director, reviewing the contents of the CTTF pages on the APEC website and in the APEC Collaboration System, and devising maintenance protocols in order to maximize their usefulness as reference tools for all CTTF stakeholders [section 3.5].

CTTF14: Providing a link to the Summary Report from the CTTF web page [section 4.3].

CTTF15: Establishing clear guidance on which outputs become APEC publications and which ones remain in the APEC Meeting Document Database [section 4.4].

CTTF16: Working with the Communications and Public Affairs Unit to promote published documents to the fullest extent possible [section 4.4].

CTTF19: Seeking to have a representative brief the next meetings of the TPTWG Maritime and Aviation Security Experts Sub-Groups on CTTF transportation security initiatives and to explore opportunities for greater collaboration using the Summary Report of Counter-Terrorism Capacity Building Needs of APEC Economies as a main reference point [section 4.5].

CTTF21: Establishing a formal contact point from among the member economies to provide concise written reports on relevant proceedings of each key international organization with a counter-terrorism mandate [section 4.7].

Management-related recommendations for CTTF consideration:

CTTF2: Transforming the nine suggestions to increase the efficiency of CTTF meetings into concrete action and to include relevant actions in the 2011 Work Plan [section 2.6].

CTTF3: Recognizing that the lead for many counter-terrorism/secure trade issues are broadly dispersed among other sub-fora, strengthening the Terms of Reference (TOR) through the inclusion of more pro-active goals and objectives as an aspect of preparing its mandate renewal submission to the SOM [section 3.1].

CTTF4: Expanding the Management Group on a priority basis to provide the planning capacity necessary to ensure that, when seeking to extend the Task Force's mandate, there is an effective intersessional mechanism in place to (a) fully report progress in implementing all elements of the 2010 work plan; and (b) strengthen the work planning process so as to position the 2011 work plan as the main work instrument guiding the CTTF throughout the year in its meetings, intersessional work on identifying potential counter-terrorism gaps and initiatives, and collaborative efforts with other sub-fora and non-APEC organizations [section 3.2].

CTTF6: Tabling an updated Annual Report on progress in implementing the annual work plan at the next CTTF meeting and including it in the APEC Meeting Document Database [section 3.3].

CTTF7: Introducing an Ongoing Actions List at the next meeting as an efficient way of keeping track of commitments made by Economies and the management group from one meeting to the next. Thereafter, it could be appended to the Summary Record following each meeting and to the agenda preceding each meeting [section 3.4].

CTTF12: Encouraging each member Economy to reduce the size of its contact list in the CTTF Collaboration Site (e.g. to two or three contacts including the designated Head of Delegation) and update it on a regular basis [section 4.2].

CTTF17: Consistent with guidelines issued by the BMC, establishing a protocol to ensure the timely preparation and submission of Completion Reports and invoices on completed projects by Project Overseers [section 4.5].

CTTF18: Deferring the planning of the STAR VIII conference until the submission of a Completion Report by the Project Overseer and a discussion of the recommended measures and initiatives from the STAR VII conference has taken place at a CTTF meeting [section 4.5].

CTTF20: Appending the specific duties of each member of the management group (including the Office of the Chair) to the TOR [section4.6].

CTTF22: Compiling the suggestions contained in the completed questionnaires for discussion and identification of possible future actions at the next CTTF meeting [section 5.1].

CTTF23: Developing a medium-term strategy covering a planning horizon of three years (the current year plus the next two) as a foundation for the annual work planning exercise [section 6.2].

CTTF24: Appointing a Vice-Chair as soon as possible so that his/her term of office overlaps with that of the Chair [section 6.3].

Meeting-related recommendations for CTTF consideration:

CTTF5: Including the planning and implementation of the annual work plan as a standing item on all CTTF meeting agendas [section 3.2].

CTTF9: Establishing an agenda planning protocol consistent with the guidelines for Chairs of SOM Task Forces referenced in Annex G of the APEC Senior Officials' 2007 Report on ECOTECH [section 4.1].

CTTF10: Further to the above recommendation, restructuring the annotated agenda so that it more closely aligns with the format of the annual Work Plan and makes provision for new or emerging developments [section 4.1].

CTTF11: Discontinuing the practice of providing a written report and to use the annotated agendas, the Chair's opening remarks and the Summary Record as an efficient way of ensuring that intersessional activities are addressed during the meeting and subsequently reported [section 4.2].

CTTF13: Including the Summary Report as a standing item at the first CTTF meeting in each year, as a basis for work planning and engaging in expert-level dialogue with relevant sub-fora [section 4.3].

CTTF25: Holding a third meeting in 2010 with one day dedicated to strengthening the management framework [section 6.4].

LIST OF RELEVANT ABBREVIATIONS USED BY APEC FORA

APEC	Business Advisory Council
ACT	Anti-Corruption and Transparency Expert Task Force
ADB	Asian Development Bank
AIMP	APEC Information Management Portal
APEC	Asia-Pacific Economic Cooperation
AS	APEC Secretariat
ASEAN	Association of South East Asia Nations
AV-SEC	TPTWG Aviation Security Experts Group
BMC	Budget and Management Committee
BMG	Business Mobility Group (CTI)
CICTE	OAS Inter-American Committee Against Terrorism
CTAG	Counter-Terrorism Action Group (G8)
CTAP	Counter-Terrorism Action Plan
CTI	Committee on Trade and Investment
CTTF	Counter Terrorism Task Force
CTTF-18	18th CTTF Meeting (February 2009)
CTTF-19	19th CTTF Meeting (August 2009)
CTTF-20	20th CTTF Meeting (February 2010)
ECOTECH	Economic and Technical Cooperation
EWG	Energy Working Group
FATF	Financial Action Task Force
HOD	Head of Delegation
HRDWG	Human Resources Development Working Group
ICAO	International Civil Aviation Organization
IMF	International Monetary Fund
ISO	International Standards Organization
ISTWG	Industrial Science and Technology Working Group
MEG-SEC	TPT Maritime Security Experts Group
MRCWG	Marine Resources Conservation Working Group
NGO	National Government Organization
OAS	Organization of American States
PD	Program Director (in the APEC Secretariat)
PD-CTTF	Program Director assigned to the CTTF
PMU	Project Management Unit (in the APEC Secretariat)
SCCP	Sub-Committee on Customs Procedures (CTI)
SCE	SOM Steering Committee on ECOTECH
SCE-COW	SCE Committee of the Whole
SCE1/2/3	1sr, 2nd & 3rd SCE meetings held each year
SOM	Senior Officials' Meeting
STAR	Secure Trade in the APEC Region
TEL/TELWG	Telecommunications and Information Working Group
TFEP	Task Force on Emergency Preparedness
TOR	Terms of Reference
TPT/TPTWG	Transportation Working Group
TWG	Tourism Working Group
UNCTC	UN Counter Terrorism Committee
WCO	World Customs Organization

1. THE INDEPENDENT ASSESSMENT

1.1 Objective

To ensure that the CTTF is responsive to current APEC priorities and contributing to the achievement of Bogor goals.

1.2 Scope

As specified in the TOR below, the assessment is required to address a wide range of topics in order to identify opportunities for strengthening CTTF work processes:
- Review CTTF meetings, projects and activities and assess their outcomes.
- Evaluate how these activities are supporting the main objectives of the CTTF and APEC.
- Explore how CTTF can better take into account the APEC commitment to give gender greater consideration.
- Assess the impact of the CTTF work program "on the ground" in APEC member economies.
- Identify ways to develop synergies among the work of CTTF and various relevant APEC fora.
- Identify the CTTF opportunities for greater collaboration with non-APEC parties, including the private sector, civil society and other international organizations.
- Identify ways for the CTTF to tap resources for programs; opportunities to profile and share programs or projects.
- Identify ways to strengthen the CTTF strategic priorities and direction for future works.
- Evaluate whether the CTTF is operating effectively or whether its Terms of Reference should be changed to better respond to its priorities and APEC goals.
- Provide recommendations on how the forum can better focus and more efficiently and effectively manage its tasks and assure that its capacity building activities are providing benefits according to the Leaders' and Ministers' priorities.
- Include recommendations from relevant business, NGO and/or academic representatives, who attend meetings of the CTTF, on how best to encourage and leverage private sector partnerships and engage non-member multilateral organizations.

1.3 Assumptions

The conduct of the assessment was based on the following assumptions:
- That its implicit aim is to assist the CTTF in its continuing improvement efforts.
- That the detailed analysis phase is based on the CTTF structure and work processes in place as of February 2010.
- That questionnaires received from delegates are to validate the assessment's preliminary findings and recommendations.
- That recommendations are mindful of the APEC twin principles of voluntarism and consensus building.
- That recommendations do not duplicate reform initiatives that are being considered by the SCE and APEC Secretariat.

1.4 Approach

The assessment stretched over a period of six weeks (from mid-February to end-March 2010) and had four main phases:
- **Familiarization** which involved researching the APEC website and attending the SCE1/CTTF-20 meeting to gain a sound understanding of:
  - SCE priorities, work program and relationship with the CTTF;
  - Evolving APEC Secretariat guidance on managing APEC-funded projects, publishing and maintaining websites;
  - CTTF structure (including reform initiatives that have taken place in the last 6 years), work processes and outputs;
  - Linkages between the CTTF and other APEC fora and sub-fora;
  - Linkages between the CTTF and non-APEC organizations, particularly industry associations and multi-lateral agencies.

- **Analysis** which consisted of reviewing the CTTF structure and work processes in terms of their effectiveness; completeness; and compliance with established guidelines and priorities.

- **Validation** which involved comparing findings with relevant ones identified in other assessment reports and with the feedback to be received from the listed contacts in each member Economy through their completed questionnaires.
- **Report Writing** which included a sheet showing the disposition of all comments received on the draft report.

2. THE COUNTER-TERRORISM TASK FORCE (CTTF)

2.1 Positioning the CTTF in APEC

APEC is a hierarchical organization which is split into a Policy Level and a Working Level. The Policy Level consists of high level meetings of APEC Leaders and Ministers, Sectoral Ministers and Senior Officials. Collectively, these fora provide direction and guidance to the Working Level which is headed by four high level committees including the SCE. As its parent committee, the SCE plays a major role in CTTF operations. As stated in its TOR, the SCE work mandate relevant to the CTTF includes:
- Coordinating and supervising the CTTF;
- Providing policy guidance on the ECOTECH agenda;
- Assessing and directing realignment of the CTTF work plan with the APEC-wide medium ECOTECH priorities and annual objectives. To this end, the CTTF is required to submit its medium term and annual work plans no later than three weeks before the first SOM, for consideration at the SCE-COW meeting;
- Approving and ranking all ECOTECH–related project proposals ahead of presentation to the BMC;
- Evaluating CTTF progress in implementing and achieving ECOTECH priorities;
- Compiling progress and evaluation reports on the CTTF for review by the SOM;
- Reviewing the role and operation of CTTF, with a view to making recommendations to the SOM on mergers, disbandment or re-orientation.

2.2 Current Structure

Features of the CTTF include:
- Meetings three times a year (twice in 2009) on the margins of SOM meetings. In 7 years, there have been 20 meetings;
- Meeting registrations of around 50-60 (although it dipped below 50 at CTTF-20 for the first time in seven meetings), with attendance from 90-100% of member Economies;
- A management group consisting of an ambassador-level Chair, a Vice-Chair (which has been vacant since 2005) and Program Director. From time to time, additional support is provided by a 'Friends of the Chair' Group;
- Intersessional work coordinated and reported on by the Chair.

2.3 Linkages with APEC Fora

2.3.1. The SCE

As indicated in Section 2.1, the SCE TOR provide for substantial oversight of CTTF operations and this is reflected in the SCE 2010 Work Program. However, attendance at the half-day SCE/SCE-COW meetings in February 2010 indicated that the presentation and endorsement of the CTTF work plan (and those of 15 other SCE working groups and special task forces) was one of many items to be addressed in 'busy' agendas. Other relevant agenda items were:
- the SCE Chair's summary of the questionnaire responses from Chairs/Lead Shepherds of SCE sub-fora (which, in some cases, yielded generally negative responses).
- consideration of the recommendations to strengthen existing SCE processes, specifically:
    - checking how Leaders' and Ministers' directives have been incorporated into sub-fora work plans;
    - informing sub-fora of their applicable vision and objectives for the coming year;
    - guiding the development of annual work plans and medium term plans;
    - reviewing all plans submitted for endorsement at SCE1/SCE-COW;
    - reporting on progress of work plans at SCE2 and SCE3.

The above observations suggest that the present modus operandi of the SCE precludes effective oversight of the CTTF. The linkage needs to be strengthened particularly with respect to transforming high-level policy direction into more tangible working level direction, as well as the endorsement and monitoring of work plans.

Recommendation SCE1: The SCE to consider outlining its key expectations and requirements for the coming year in a generic letter to each Chair/Lead Shepherd inviting them to attend the SCE-COW session at the first SOM as an opportunity for collegial discussion leading to consensus on any final adjustments.

2.3.2 Committee on Trade and Investment (CTI)

The main links between the CTI and CTTF are on cross-cutting trade and policy issues which involve security. There is growing recognition that the work of the CTTF is directly linked to CTI initiatives (e.g. with the Business Mobility Group on travel security and the Sub-Committee on Customs Procedures on trade security). However, unless protocols are put in place for these cross-cutting initiatives, opportunities for collaboration may be lost.

Recommendation SCE2: The SCE to consider, in consultation with the CTI identifying the CTI and SCE sub-fora with the lead responsibility for each cross-cutting initiative which has a human security dimension; and requiring these responsibilities to be reflected in their Terms of Reference and Work Plans.

2.3.3 APEC Business Advisory Council (ABAC)

Currently, there does not appear to be a link with the ABAC. However, this is likely to change given the following two suggestions made by the CTTF respondent in the 2009 survey on APEC-ABAC engagement:
- *In the secure trade area, business community representatives could be invited to speak on industry perspectives on efforts to protect the regional supply chain and other economic lifelines from abuse and attack, as well as offer ideas for making commerce more efficient while ensuring security.*
- *Project Overseers could also consider holding CTTF seminars or workshops in the margins of ABAC meetings to encourage attendance by ABAC members.*

Recommendation CTTF1: The CTTF to consider contacting the relevant ABAC Liaison Representative in order to explore opportunities for collaborating on projects and activities of mutual interest.

2.3.4 APEC Secretariat (AS)

The APEC Secretariat provides support services to the CTTF in three main ways:
- Through the Program Director (PD) assigned to the CTTF and his assistant. However, the PD is also assigned to the CTI Business Mobility Group. Moreover, he 'shares' his assistant with another PD (who is responsible for supporting three sub-fora). The duties of the PD-CTTF are specified in a generic job description; these are examined briefly in Section 4.6.
- Through the Project Management Unit (PMU) which was established in 2007 to manage the Secretariat Project Assessment Panel; it reports to the BMC on the outcomes of project assessments.
- Through the Communications and Public Affairs Unit which provides services to sub-fora in such areas as website development (see Section 3.5), media support, outreach and publication templates.

2.4 Linkages with other SCE Sub-Fora

Since 2005, the section of the CTTF Work Plans addressing the coordination of cross-cutting issues have indicated linkages with the same three SCE working groups:
- EWG, in support of its Energy Security Initiative;
- TEL, in support of implementing cybercrime and cybersecurity recommendations;
- TPT, in support of strengthening regional maritime and port security.

During the same time period, there have been three sub-fora briefings to the CTTF on these issues (by the Chair/Lead Shepherd of TEL and TPT in 2007 and by the TPT Maritime Security Experts Sub-Group in 2009). The Intersessional and Summary Reports give no indication of briefings on CTTF activities at the meetings of other sub-fora since the Task Force was established in 2003.

Other cross-cutting issues involving SCE sub-fora (e.g. with TPT to support the strengthening of regional aviation security) have tended to be reported as short-term deliverables in the work plans (rather than recurring coordination activities).

2.5   Demographic Characteristics

The number of delegates at CTTF meetings has remained constant over the last seven years, in the 50-60 range. During this period, the proportion of female delegates has typically fluctuated between one-quarter and one-third. Although the participation by member Economies remains high, never falling below 19, the participation of delegates from external delegations seems to have dropped significantly, from 4-5 per meeting in 2004 to 0-1 in recent years. The proportion of participants who were counter-terrorism experts could not be determined but it is believed that they represent a minority.

A review of Economy delegations at CTTF-18 and 19 in 2009 revealed that they were generally small in size, with 33% having one delegate and a further 50% having two or three delegates. Moreover, participation was not continuous. To the extent permitted by available data (at the time of drafting, participation data were available for only two-thirds of the Economies attending CTTF-20), an analysis of participation lists for the last three CTTF meetings revealed that:
* 13 delegates (from 10 economies) attended CTTF-18 and 19;
* 4 delegates (from 4 economies) attended CTTF-19 and 20; and
* 2 delegates (from 2 economies) attended all three meetings which spanned 13 months.

Despite the incomplete data on CTTF-20 participants, the above observations indicate a low level of continuity from one meeting to the next. If this trend continues, then mechanisms need to be in place to ensure that delegates are fully briefed on all agenda items.

2.6   Management Framework Strengthening Initiatives

The first initiatives took place in 2004 in the form of proposals to adopt a Tasking Matrix and set of Key Deliverables:
* The Tasking Matrix identified multiple actions for some 22 tasks arising from meetings of APEC Leaders, Ministers and Senior Officials. A Friends of the Chair Group was established to finalize the document and seek approval for its adoption from the SOM. Although the matrix was favourably received, the CTTF was unable to reach consensus on its format. After some discussion, it was agreed to treat the Matrix *"as a menu and that it would be used as a databank for future initiatives".*
* The Key Deliverables paper was a response to SOM direction that the CTTF should concentrate on the promotion and accomplishment of a short list of priority items. Seven key deliverables were proposed. Although they were broadly supported, concerns were expressed that some of the proposed deliverables were "*sensitive, complicated and controversial, and that it would be better to focus on capacity building".* After extensive discussion over the course of two meetings, agreement was eventually reached on six deliverables. Although, the agreed text was not replicated in subsequent Work Plans, it was noted that the 2006 version contained a Key Deliverables component.

The next initiative took place the following year in the form of a proposed consultation mechanism for the CTTF to *liaise, link up and coordinate with groups and agencies both within and outside APEC.* The following 4-point mechanism was endorsed at a subsequent SOM:
* *The CTTF Chair, and Lead Shepherds and Chairs of APEC fora/sub-fora engaged in security/counter-terrorism-related work should exchange reports at the conclusion of SOM I outlining security/counter-terrorism projects in their work programs and highlighting upcoming priorities and meetings.*
* *Lead Shepherds/Convenors should, periodically, be invited to brief the CTTF on counter-terrorism and security-related initiatives in their fora. Invitations might be extended on a rotational basis (i.e. one or two Lead Shepherds per CTTF meeting). Such briefings will also provide a mechanism for the deepening of links between CTTF members and Lead Shepherds/Convenors.*
* *The CTTF and relevant fora/sub-fora should also advise each other, through the APEC Secretariat, of any relevant intersessional developments/initiatives of mutual interest.*
* *The APEC Secretariat should develop a calendar of APEC security/counter-terrorism related meetings, seminars, and capacity-building events for APEC CTTF and sub-fora reference.*

The latest initiative was tabled at CTTF-18 in February 2009, in the form of a discussion paper containing nine suggestions on increasing the efficiency of CTTF meetings. These suggestions, which are referenced in Annex A, fall into three broad categories:
* Increased collaboration on cross-cutting issues;
* Targeted projects with concrete and tangible outcomes; and
* Increased efficiency in meetings' attendance.

No further discussion appears to have taken place on these suggestions, either at subsequent meetings or intersessionally; moreover, none has been incorporated into the 2010 Work Plan. However, with the passage of time, initiatives are underway which meet the aim of the suggestions (e.g. the upcoming Air Cargo Security workshop and the food defense pilot projects).

Recommendation CTTF2: The CTTF to consider transforming the nine suggestions to increase the efficiency of CTTF meetings into concrete action and to include relevant actions in the 2011 Work Plan.

3. ANALYSIS OF THE CTTF MANAGEMENT FRAMEWORK

The CTTF management framework presently consists of five management instruments. This chapter examines each one in order to identify any opportunities for improvement or re-introduction.

3.1 Terms of Reference (TOR)

The Task Force's TOR were extended for the third time by Senior Officials in August 2008. As shown in Annex B, they have two components:
- Goals and Objectives; and
- Structure and Administration

Its five goals and objectives have remained virtually unchanged since 2003. The action words (verbs) are "coordinate", "assist", "cooperate" and "facilitate". Although there is considerable scope for transforming those words into specific actions, collectively they suggest that the intended role of the Task Force is to be an 'enabler' rather than a 'doer'. Specifically, the TOR does not use action verbs such as "build" (as is the case with the TFEP) or "develop" (as is the case with the ACT). This role is reinforced by the statement in the 2008 Review of Mandate document proposing that *"the CTTF maintains its role as a coordinating body......."*

Its structure has remained unchanged, namely:
- Management by Chair and Vice-Chair with support from the APEC Secretariat;
- Membership open to interested Economies;
- Meetings to take place on the margins of SOM;
- Conducting business via e-mail intersessionally; and
- Having a two-year term.

Three administrative arrangements have been added to the TOR:
- Current priorities and projected outputs to be outlined in the annual work plan;
- Activities and deliverables to be included in the SCE Fora Report; and
- Achievements and outputs to be reviewed towards the end of its mandate as a basis for the SOM to consider its future.

In comparing the TOR with those of other SCE sub-fora, the following opportunities for greater specification were observed:
- The general responsibilities of each member of the management group (i.e. Chair, Vice-Chair and Program Director) and member Economies,
- The election process for the Chair and Vice-Chair;
- The establishment of Ad-hoc or Friends of the Chair groups;
- Communication mechanism with member Economies (e.g. focal points);
- Membership other than member Economies (e.g. other sub-fora);
- Collaboration with other APEC sub-fora and relevant international organizations;
- Inter-relationship with the STAR Conferences.

Recommendation CTTF3: Recognizing that the lead for many counter-terrorism/secure trade issues are broadly dispersed among other sub-fora, the CTTF to consider strengthening its Terms of Reference(TOR) through the inclusion of more pro-active goals and objectives as an aspect of preparing its mandate renewal submission to the SOM.

<u>**3.2 Annual Work Plan**</u>

The CTTF, along with the other 15 SCE sub-fora, is required to prepare a work plan for endorsement at the first SOM in each year. The draft plan for 2010, which complies with the format established by the SCE, is divided into four sections and sub-sections, as follows:
- Response to Leaders/Ministers/SOM/SCE Priorities and Decisions, and to ABAC recommendations
  - Coordinate the implementation of the Leaders' and Ministers' statements;
  - Assist Economies to identify and assess their counter-terrorism needs;
  - Discuss and take appropriate actions on new initiatives;
  - Provide essential support to the APEC structure;
- Anticipated activities with outside organizations
  - Coordinate capacity building and technical assistance programs;
  - Cooperate with relevant international organizations to advance the implementation of Leaders' and Ministers' instructions and avoid unnecessary duplication of efforts;
- Identification of cross-cutting issues and their coordination across fora;
- Expected outcomes and deliverables.

A comparative analysis of the 2009 and draft 2010 work plans revealed that:
- The 13 actions proposed to coordinate the implementation of the Leaders' and Ministers' statements had not changed.
- The 3 actions proposed to assist Economies in identifying and assessing their counter-terrorism needs had not changed (except to advance the timeline by one year).
- The new initiatives section had been updated to show two seminars scheduled for 2010 but had retained a 2009 initiative – *put forward new ideas and initiatives to fight terrorism and ensure secure trade in the APEC Region.*
- The provision of essential support to the APEC structure remained focused on the STAR Conference (i.e. taking appropriate actions on the recommendations emanating from the last conference). However, there was no mention of the 2009 work plan item on working closely with the next STAR Conference host.
- The 3 actions proposed to coordinate capacity-building and technical assistance programs had not changed.
- The 5 actions proposed for cooperating with relevant international organizations had not changed (except to advance one timeline by one year).
- The 14 actions proposed to coordinate cross-cutting issues across fora had not changed other than the removal of (a) one of the eight activities directly linked to supporting the work of the BMG in enhancing travel security; and (b) outdated timelines from two others.
- The list of expected outcomes and deliverables had been updated although one – *progress the counter-terrorism protection of critical infrastructure best practice initiative* – remained the same. The four new deliverables for 2010 are:
  - Following up on the Trade Recovery Project pilot exercise;
  - 2 seminars on money laundering and terrorism financing;
  - 2010 version of the Summary Report on Counter-Terrorism Capacity Building Needs;

As reported at CTTF-20, the work plan was drafted by the APEC Secretariat and circulated to members prior to the meeting. However, the plan was not an agenda item at the meeting and, as of February 21, 2010, it was the only work plan that had not been submitted to the SCE. Subsequently, with a change made to the first line of the Plan, it was submitted to and endorsed by the SCE.

Recommendations for CTTF consideration:
CTTF4: Expanding the Management Group on a priority basis to provide the planning capacity necessary to ensure that, when seeking to extend the Task Force's mandate, there is an effective intersessional mechanism in place to (a) fully report progress in implementing all elements of the 2010 work plan; and (b) strengthen the work planning process so as to position the 2011 work plan as the main work instrument guiding the CTTF throughout the year in its meetings, intersessional work on identifying potential counter-terrorism gaps and initiatives, and collaborative efforts with other sub-fora and non-APEC organizations.
CTTF5: Including the planning and implementation of the annual work plan as a standing item on all CTTF meeting agendas.

3.3 Annual Report

The CTTF report, which is prepared around the middle of each year, is used as the basis for the SCE annual report to the high level meetings that take place at the end of each year. If it is regularly updated (the last available report is dated June 30, 2008), the report may serve two other useful purposes internal to the CTTF, namely:
- Tracking the progress of Work Plan items;
- Serving as a useful background document on CTTF activities for new participants at CTTF meetings.

Recommendation CTTF6: The CTTF consider tabling its updated Annual Report on progress in implementing the annual work plan at the next CTTF meeting and including it in the APEC Meeting Document Database.

3.4 Summary Records of Meetings

Summary records are prepared shortly after each meeting and posted to the APEC Meeting Document Database. A review of the records produced for the two meetings in 2009 revealed that, while they may have provided an accurate summary of proceedings, they did not highlight items requiring follow-up action. As indicated below, this can lead to action items "falling off the radar screen", particularly with respect to management issues:
- **CTTF-18: Paper on Increasing the Efficiency of CTTF Meetings for its New 2009-2010 Mandate**
  Action - Members agreed to continue the discussion intersessionally
  Observation - No mention of such discussion in the Intersessional Reports tabled at CTTF-19 and CTTF-20, nor in the Summary Record of that meeting, nor during CTTF-20.
- **CTTF-18: Proposal for the third CTTF meeting each year to be focused on priority setting for the coming APEC year**.
  Action - Member economies agreed to consider the proposal.
  Observation - Although no third meeting was held in 2009, no mention of such consideration in the Intersessional Report tabled at CTTF-19, nor in the Summary Record of that meeting.
- **CTTF-19: STAR VII Conference (July 2009**)
  Action - Full report to be circulated to all members intersessionally
  Observation - No mention in the Intersessional Report tabled at CTTF-20 nor in the meeting (the report became available in March 2010).
- **CTTF-19: STAR VIII Conference**
  Action – Collaboration with APEC Secretariat to take place on preparations for the conference
  Observation - No mention in the Intersessional Report tabled at CTTF-20, nor in the meeting (reportedly, a decision not to hold the STAR Conference in 2010 had already been informally taken).

Recommendation CTTF7: The CTTF to consider introducing an Ongoing Actions List at the next meeting as an efficient way of keeping track of commitments made by member Economies and the management group from one meeting to the next. Thereafter, it could be appended to the Summary Record following each meeting and to the agenda preceding each meeting.

3.5 Website

The CTTF does not maintain a separate satellite site on the APEC website. However, as with all SCE sub-fora, it has an easy-to-access page on the public APEC website as well as a page in the protected APEC Collaboaration System. This being the case, it is important that internal and external stakeholders can access key information from these pages.

Currently, the publicly-accessible page identifies achievements; initiatives and projects that are underway; and links to:
- 3 strategic documents (2 APEC and 1 UN);
- Member Economy Counter-Terrorism Action Plans;
- STAR Conferences;
- Websites of 4 non-APEC organizations (FATF, ICAO, OAS/CICTE, UNCTC);
- 2 CTTF Reports on the APEC Trade Recovery Programme

A comparison of this page (which was last updated in July 2009) with those for ACT and TFEP suggested opportunities for additional links to:
- Other CTTF management instruments (e.g. Terms of Reference, Summary Records of Meetings, Annual Work Plan, Annual Report);

- Other CTTF deliverables (e.g. projects and publications);
- Websites showing the counter-terrorism components of other international and regional organizations, especially those whose activities are regularly reported at CTTF meetings;
- The security components of other APEC fora and sub-fora.

The protected Collaboration Site has provision for additional information including the CTTF contact list and pre-meeting papers. However, the contents need to be regularly updated (e.g. the contact list appears to have been last updated in 2009 and, as of May 25th, no pre-meeting papers could be accessed for the upcoming meeting). Also, they could be expanded to facilitate intersessional work.

Recommendation CTTF8: In consultation with the Communications and Public Affairs Unit in the Secretariat and the CTTF Program Director, reviewing the contents of the CTTF pages on the APEC website and in the APEC Collaboration System, and devising maintenance protocols in order to maximize their usefulness as reference tools for all CTTF stakeholders..

4. ANALYSIS OF CTTF OPERATIONS

4.1 Meetings

An analysis of the CTTF-20 meeting (see Annex C) revealed the following characteristics:
- A duration of 4 hours (09:15 to 13:30 with one 15 minute break);
- An annotated agenda structured according to the format used for previous agendas (i.e. with the same main headings and no time allocations for agenda items);
- 14 of the 15 agenda items were verbal briefings or informational presentations;
- With one exception, the post briefing/presentation discussion was negligible; overall, probably no more than 10-15 % of meeting time involved discussion;
- Endorsement of two outputs of intersessional work (the new CTAP process and a self-funded project);
- Only one "New Initiative' was identified (although it had been already identified as such at CTTF-19)
- The informational presentations tended to be fast-paced which was not always conducive to discussion, particularly those without supporting documentation that took place towards the end of the meeting.

In addition, several items identified in the 2010 Work Plan were excluded from the agenda and were not discussed at the meeting, including:
- The implications of APEC's new vision agenda for the CTTF, especially its contribution to augmenting APEC's human security agenda and strengthening the effectiveness of ECOTECH activities, in order to help sustain growth and prosperity in the APEC Region.
- How to transform (a) the 2009 Summary Report of Counter-Terrorism Capacity Building Needs of APEC Economies and (b) the STAR VII Conference proceedings into possible new initiatives for the CTTF to undertake or promote jointly with other sub-fora.
- The intersessional work to be conducted (e.g. drafting a thinkpiece on the approach to be taken in seeking a further extension of the CTTF's mandate).
- Management issues (e.g. the continued lack of a Vice Chair).

Recommendations for CTTF consideration:
CTTF9: establishing an agenda planning protocol consistent with the guidelines for Chairs of SOM Task Forces referenced in Annex G of the APEC Senior Officials' 2007 Report on ECOTECH.
CTTF10: Further to the above recommendation, restructuring the annotated agenda so that it more closely aligns with the format of the annual Work Plan and makes provision for new or emerging developments.

4.2 Intersessional Work

At the CTTF meeting in May 2005, the Chair started a tradition of reporting on his intersessional activities. This initiative was welcomed by members and a written report was tabled for the first time at the February 2006 meeting. These reports focussed on initiatives under consideration; issues being addressed; and relevant events attended by the Chair. As such, the purpose of reporting on intersessional work appeared to set the stage for further discussion as necessary during the meeting in order to move the CTTF agenda forward.

At CTTF-20, no written report was available (as of May 25th, the report had not been posted in the APEC Meeting Document Database nor on the CTTF Collaboration Site). However, the Chair's verbal report addressed the following six items:
- A seminar hosted intersessionally by a member Economy;
- A self-funded project proposed by two member Economies;
- Status of two seminars and a workshop to be hosted later in 2010 by two member Economies;
- Continued progress by the Friends of the Chair group in streamlining the CTAP process;
- Intersessional activity on the preparation, approval and distribution of the Summary Report of Capacity-Building Needs;
- Intersessional activity on the drafting and circulation of the 2010 Work Plan.

Three of the items involved circulation to the member Economies. However, as shown in the table below, the present contact list is lengthy (105 entries). The number of contacts ranges from 1-8, with two-thirds of the Economies listing four or more contacts. The large size of the membership list can lead to response burden or uncertainty as to the official view of a member Economy.

No. of Contacts in Economy	No. of Economies
1	1
2-3	5
4-5	7
6-8	8

Recommendations for CTTF consideration:
CTTF11: Discontinuing the practice of providing a written report and to use the annotated agendas, the Chair's opening remarks and the Summary Record as an efficient way of ensuring that intersessional activities are addressed during the meeting and subsequently reported.
CTTF12: Encouraging each member Economy to reduce the size of its contact list in the CTTF Collaboration Site (e.g. to two or three contacts including the designated Head of Delegation) and update it on a regular basis.

4.3 Counter-Terrorism Action Plans (CTAPs)

CTAPs provide a useful means for each member Economy to:
- Report on counter-terrorism measures recently undertaken and planned in response to Leaders' and Ministers' commitments;
- Identify capacity building needs and opportunities to accelerate or strengthen the implementation of commitments either within the Economy or regionally.

CTTF involvement with CTAPs has been three-fold:
- Streamlining the CTAP update process (the latest template was tabled at CTTF-20);
- Consolidating the list of capacity building needs and opportunities into a Summary Report which is distributed annually to relevant regional and international organizations, and APEC fora;
- Identifying common capacity building needs and assigning priorities to them.

The CTAP template has been designed to enable member Economies to list their counter-terrorism measures into seven categories and sub-categories. The Summary Report was first presented in 2007 as a way of assisting Economies to identify suitable projects at the beginning of each APEC year. It has been formatted in the same way as the CTAP template, with the 2009 report listing some 37 counter-terrorism capacity-building needs as follows:

Category of Counter-Terrorism Need/Opportunity	No. of Suggested Measures	Average No. of Economies/Suggestion
A. Enhancing the Secure Flow of Trade and People in the APEC Region	29	-
A1. Protect Cargo	12	2.3
A2. Protect Ships Engaged in International Voyages	3	5.3
A3. Protect International Aviation	4	1.5
A4. Protect People in Transit	6	2.0

A5. Combat Threats to Security	4	1.5
B. Halting Terrorist Financing	4	1.8
C. Promoting Cyber Security	4	3.3

The above chart indicates a relatively high degree of interest in maritime security initiatives.

# of Economy Suggestions for a Need/Opportunity	# of Suggestions
6-7	3
3-5	9
1-2	25

From the above chart, it can be seen that few needs/opportunities were identified by multiple Economies. The 'top' three were:
- Seminars, training on new equipment and programs for counter-piracy and maritime security (7 Economies);
- Access to the most recent information, best practices and lessons learned, training and assistance to improve custom operational skills on the WCO Customs Data Model (6 Economies);
- Seminar on protection of cyberspace from terrorist use and attack (6 Economies).

As indicated in the Chair's Intersessional Report at CTTF-20, the Summary Report was endorsed intersessionally. However, it was not an agenda item at the meeting; as a result, there was no opportunity to discuss how the first two items above could be transformed into project initiatives. Indeed, given the lead role of other sub-fora in many counter-terrorism/trade security issues, a key aspect of an effective transformation process is expert-level dialogue with these groups.

Recommendations for CTTF consideration:
CTTF13: Including the Summary Report as a standing item at the first CTTF meeting in each year, as a basis for work planning and engaging in expert-level dialogue with relevant sub-fora.
CTTF14: Providing a link to the Summary Report from the CTTF web page.

4.4 Publications

These are eight CTTF publications listed on the APEC website, all issued in the 2006-2009 period; they may be classified as follows:
- Seminar symposia and workshop proceedings – 4
- Reports on Counter-Terrorism programs – 2
- STAR Conference proceedings – 1
- Review of Counter-Terrorism in APEC – 1

On average, they have been accessed nine times, suggesting that the lack of a direct link from the CTTF web page has reduced their exposure. The low number of publications indicates that the proceedings of most counter-terrorism capacity building events and programs do not become APEC publications, including those that result from APEC–funded projects (e.g. STAR Conferences).

The primary objective of APEC publications is to disseminate information with the aim of, inter alia, promoting a better understanding of economic and technical cooperation issues. This being the case, there appears to be opportunities to promote stakeholder exposure to the output of CTTF initiatives. In this regard, *APEC Review of Counter-Terrorism 2001-06*, although somewhat dated, provides an excellent example of a high profile promotional document.

Recommendations for CTTF consideration:
CTTF15: Establishing clear guidance on which outputs become APEC publications and which ones remain in the APEC Meeting Document Database.
CTTF16: Working with the Communications and Public Affairs Unit to promote published documents to the fullest extent possible.

4.5 Projects

As of April 2010, 12 CTTF projects were identified within the Project Database component of the AIMP as being in the implementation phase of the APEC project lifecycle. The 12 projects and their characteristics are summarized in Annex D. A review of the 12 projects indicated that:

- 11 of the projects had been completed but had not been classified as such because evaluations had yet to be submitted;
- All 12 projects were seminars, workshops or conferences;
- A publishing strategy was in place for all but one of the projects;
- One-third of the projects were self-funded by the sponsoring economies;
- For the five 'active' projects that were receiving APEC funds in 2009, as of August 2009, all had been completed but almost one-half (47%) of the budgeted amount remained unspent;
- The total expenditure on projects in 2008 was US$193,000 which was similar in magnitude to other task forces with a human security agenda (ACT – US$ 213,000 and TFEP - $US194,000);
- With one exception, the total estimated cost of each project was over US$100,000 with the majority being in the US$100-200,000 range;
- For those projects seeking APEC funding, there was no discernible pattern; the awards varied from 35-100% of TEC and from US$50-190,000.

The STAR VII project was further examined to determine the degree of correlation between actual outcomes and the following three expected ones:

- *Papers and/or presentations by invited speakers and experts to highlight and emphasize the importance of inculcating security awareness among participants on the issues involved.*
  Status: Papers and presentations posted to the APEC Meeting Document Database but no Summary Report and no link from the CTTF web page.
- *A number of agreed recommendations to Ministers and Leaders which can serve as a basis for a sustained, forward-looking mandate for future work pertaining to APEC's secure trade agenda.*
  Status: No evidence of recommendations presented or discussed at the meetings of Leaders, Ministers and Senior Officials in November 2009.
- *The development of a range of practical measures and initiatives to enhance cooperation among member economies on facilitating secure trade*
  Status: The post-STAR VII Conference Report summarized the key messages in each of the five conference sessions but did not identify any practical measures or initiatives that could be considered as potential initiatives by the CTTF. Moreover, as the (3 page) report was not issued until March 2010, there was no opportunity to discuss conference outcomes or its effectiveness in advancing counter-terrorism/secure trade agendas at CTTF-20.

The most recent CTTF project proposal is the 1st APEC Seminar on Securing Trade Through Counter-Terrorism Efforts: Towards better Collaboration and Coordination among APEC Economies for Ensuring Security of Maritime Trade, which was held in mid-March 2010. It was conceived intersessionally (in January 2010) and endorsed at CTTF-20 as a self-funded project sponsored by two member Economies. Its aim was to promote securer maritime trade through counter-terrorism measures by exchanging experiences and lessons learnt in the area of maritime and port security. Its expected outcomes would be:

- *Dissemination of experiences and lessons learned towards better collaboration and coordination among APEC Economies for ensuring security of maritime trade.*
- *A focused exchange of difficulties each member faces.*
- *Improved information exchange between APEC economies for various initiatives in the area of maritime and port security including promotion of various international conventions.*
- *Wider availability of information on capacity building to better understand and coordinate to ensure security of maritime trade.*
- *Compiled recommendations and suggestions in order to enable each member to further advance the discussion where necessary.*
- *Enhanced networking among APEC economies in order to further cooperate on addressing the challenges on maritime and port security.*

In terms of collaboration with relevant sub-fora, the TPT Lead Shepherd was first approached in the second week of February seeking working group endorsement before CTTF-20 (2 weeks later). The aim of the Maritime Security Experts Sub-Group (MEG-SEC), a sub-committee of the TPT Maritime Experts Group, is to be "*an effective forum for member Economies to work cooperatively in developing and implementing measures to strengthen maritime security in the APEC Region*". It has been pro-active in pursuing that aim through capacity building projects. A review of the planning and consultation process suggested that:

- The background justification for the project provided no indication of how it would complement or build on capacity-building initiatives underway or recently completed within the Region;
- 2 months is insufficient time to plan and deliver a cost-effective seminar involving presenters from not only member Economies but also non-governmental organizations and the private sector;
- There was no collaboration with the TPT in the planning stage, despite the latter sub-fora having a stronger mandate for maritime security capacity-building projects. It is noteworthy that three requests (in March and July 2008 and May 2009) by the MEG-SEC Chair for a CTTF representative to attend a MEG-SEC meeting were unsuccessful whereas the CTTF received a briefing on MEG-SEC at CTTF-18, following on from an earlier briefing by the TPT Lead Shepherd in 2007.

Recommendations for CTTF consideration:
CTTF17: Consistent with guidelines issued by the BMC, establishing a protocol to ensure the timely preparation and submission of Completion Reports and invoices on completed projects by Project Overseers.
CTTF18: Deferring the planning of the STAR VIII conference until the submission of a Completion Report by the Project Overseer and a discussion of the recommended measures and initiatives from the STAR VII conference has taken place at a CTTF meeting.
CTTF19: Seeking to have a representative brief the next meetings of the TPTWG Maritime and Aviation Security Experts Sub-Groups on CTTF transportation security initiatives and to explore opportunities for greater collaboration using the Summary Report of Counter-Terrorism Capacity Building Needs of APEC Economies as a main reference point.

4.6 Support Services

CTTF operations are highly dependent on the support services provided by the PD-CTTF and his assistant. Two other potential sources of valuable support are the Vice-Chair and the Office of the Chair. Each is reviewed below.

The PD-CTTF has an estimated 100 days each year in which to provide a wide range of services to the Chair, the Vice-Chair, Ad hoc and Friends of the Chair groups, representatives of member Economies; project proponents; and project overseers. He acts as a conduit between the CTTF and higher level fora, notably the SCE, SOM, BMC, by relaying reports of CTTF activities in one direction (including an annual report on the CTTF to the SCE) and conveying direction and priorities from meetings of Leaders, Ministers and Senior Officials in the other. He also interfaces with other PDs in the APEC Secretariat to provide advice and assistance as required on cross-cutting activities as well as the ongoing initiatives within the PMU and Policy Support Unit.

The guidelines for Deputy Chairs of SOM Task Forces (refer to Annex G of the 2007 Senior Officials' Report on ECOTECH) specify a general responsibility to assist the Chair in fulfilling the mandate and carrying out the activities of the task force. This could include chairing ad hoc groups and taking on specific duties assigned to the chair.

The array of duties assigned to the Chair requires his office to provide a significant secretariat function. While the workload may peak in the month leading up to a meeting, there is a residual workload throughout the intersessional periods. Although unstated in the available guidance material, the relationship between the PD and the designated support provider in the Office of the Chair is key to the efficient operation of a sub-fora. If possible, the point of contact should remain the same during intersessional periods.

Although the general duties and responsibilities of the PD-CTTF are documented in the Guidelines referenced above, they lack the level of detail contained in the generic *APEC Secretariat Program Director Job Description* (updated as of November 2008). As a result, the delineation between the responsibilities of PD-CTTF and other members of the management group (including the Office of the Chair) is not always clear and can lead to differing expectations.

Whereas a newly-appointed PD-CTTF has access to a network of other PDs and a manual on operating procedures - *Best Practices Guidelines for APEC Secretariat Program Directors* – the other management group members only have access to the TOR as a means of understanding their responsibilities and how they relate to those of the CTTF-PD.

Recommendation CTTF20: The CTTF to consider appending the specific duties of each member of the management group (including the Office of the Chair) to the TOR.

4.7 Linkages with International Organizations

A feature of early CTTF meetings were presentations and attendance by representatives of such international fora as the OAS, UNCTC and Interpol (in 2004) and ASEAN, ADB, IMF and the World Bank (in 2003). However, this practice appears not to have been continued. More recently, a characteristic of CTTF meetings has been the verbal and written reports provided on a voluntary basis by member Economies on intersessional interactions with international organizations on counter-terrorism developments. In recent meetings, these have included regular reports on:

- UN Counter-Terrorism Implementation Task Force (UN-CTITF)
- UN Counter-Terrorism Committee/Executive Directorate (UN-CTC/CTED)
- G8 Counter-Terrorism Action Group (CTAG) and Roma-Lyon Group
- Asia/Pacific Group on Money Laundering (APG)
- ASEAN Regional Forum (ARF)
- ASEAN-Russia Joint Cooperation Committee
- Commonwealth of Independent States (CIS) Counter-Terrorism Centre
- OAS Inter-American Committee Against Terrorism (CICTE)
- Japan's International Counter-Terrorism Cooperation Initiative
- Bali Counter-Terrorism Process
- Shanghai Cooperation Organization (SCO)
- Organization for Security and Cooperation in Europe (OSCE)
- International Working Group on Land Transport Security
- Financial Action Task Force (FATF)

This practice is in keeping with the intent of the recommendation on strengthening engagement with multilateral organizations, agreed at a 2009 SCE meeting.

Recommendation CTTF-21: The CTTF to consider establishing a formal contact point from among the member Economies to provide concise written reports on relevant proceedings of each key international organization with a counter-terrorism mandate.

5. SUPPORTING INPUT TO THE ASSESSMENT

5.1 Feedback from member Economies

To build on the research undertaken by the assessor, the 105 people named on the CTTF Contact List (only 33 were delegates at one or more of the last three CTTF meetings) were requested to complete short (1 page) questionnaire. It was designed to obtain their views on the changes to the structure and activities of the CTTF that they would like to see occur as part of a process of continuing improvement. Completed questionnaires were received from 6 member Economies. The suggestions contained in their responses to each question are summarized below. The number of Economies responding to each question is shown in brackets after the question; the number of responses making the same or similar suggestion are shown in brackets after each bullet.

Q1 What changes could be made to how meetings are conducted? (5 Economies)
- A return to 2-day meetings so as to allow for fuller agendas with sufficient time to discuss policy issues; progress reports on projects jointly endorsed by the CTTF; and CTAP-based needs and assistance initiatives (4 responses).
- Greater emphasis on intersessional work, with TFEP being suggested in one instance as a model due to its infrequent meetings and high level of reliance on intersessional work (3 responses).
- Greater participation in meetings by developing economies (e.g. through presentations on progress in implementing their counter-terrorism initiatives; and by other APEC sub-fora with responsibilities related to counter-terrorism (2 responses).
- Distributing a brief report immediately at the end of each meeting (as occurred at the end of the last TFEP meeting (1 response).
- Draft agenda and documents distributed at least 30 days prior to each meeting (1response).

Q2 What changes could be made to the Terms of Reference? (1 Economy)
- Provision for a more pro-active role for the CTTF in identifying counter-terrorism issues and developing APEC-wide solutions for dealing with them; and for a stronger business and economic focus to its work. Together, these adjustments could give the CTTF a niche role in driving APEC's secure trade efforts.

Q3 What changes could be made to the annual Work Plan and work planning process? (3 Economies)
- In addition to Leaders and Ministers priorities, the work planning process should be guided by the capability gaps identified in Economy CTAPs and those areas where the CTTF enjoys a comparative advantage relative to other APEC sub-fora and regional and multi-lateral organization (3 responses).
- Make every effort to incorporate its work with other sub-fora into the work plan (1 response).
- Greater input from member Economies (2 responses).
- Development of a more forward looking and focused work plan (1 response).

Q4 Please identify the main reasons why you would like to see the Task Force's mandate renewed for another two-year period. (5 Economies)
- To assist with augmenting APEC's human security agenda which is one of four APEC 2010 priorities aimed at sustaining growth and prosperity in the Asia-Pacific region as well as a theme identified by the Russian Federation when it hosts APEC in 2012 (4 responses).
- CTTF's achievements to date in improving APEC-wide counter-terrorism collaboration and responses; and in coordinating counter-terrorism efforts across APEC's sub-fora. As terrorism remains a constant and evolving threat, there continues to be a significant need for these roles to be conducted within APEC (2 responses).
- CTTF's capacity building is essential for raising counter-terrorism awareness and for increasing political will and economic capacity for dealing with it (1 response).
- CTTF contributes to a safer business environment and securing growth in the region.

Q5 Do you have any suggestions for ways to increase the level of collaboration with International and Regional organizations? (5 Economies)
- Encourage information sharing and better engagement with international and regional organizations e.g. by sharing best practices and tools; learning from their project experiences and forward looking visions of world developments (3 responses).
- Coordinate with other counter-terrorism meetings in the Region to facilitate cross-attendance of experts and provision of updates on relevant work (3 responses).
- Schedule joint workshops and seminars on topics of mutual interest, possibly around CTTF meetings (3 responses).
- Invite relevant international organizations depending on the agenda items (1 response).

Q6 Do you have any suggestions for ways to increase the level of collaboration with APEC fora and other SCE sub-fora? (5 Economies)
- Encourage more joint meetings and joint projects (3 responses).
- Provide updates at each meeting on the counter-terrorism related work of other fora and/or invite Chairs/Lead Shepherds to participate on a regular basis (2 responses).
- Schedule back-to-back meetings with sub-fora to encourage cross-participation of counter-terrorism experts (1 response).
- Review work plans of relevant sub-fora to identify opportunities for collaboration projects or working together on human security priorities (1 response).

Q7 Do you have any suggestions for ways to increase the level of collaboration with the private sector? (4 Economies)
- Strengthen existing frameworks e.g. the STAR Conferences to include greater private sector and civil society collaboration (2 responses).
- Encourage ABAC to play a strong role in CTTF meetings (1 response).
- Jointly hold seminars with the private sector in conjunction with meetings (1 response).

Q8 Please identify the main benefits to your Economy of maintaining the Counter-Terrorism Action Plans. (5 Economies)
- Developing ideas for future capacity-building projects (3 responses).
- Highlighting opportunities to provide capacity-building assistance (2 responses).
- Providing useful summary of Economy efforts to implement counter-terrorism objectives (2 responses).
- Encouraging Economies to respond to cross-border threats (1 response).
- Self-assessing implementation of APEC counter-terrorism and secure trade goals (1 response).

Q9 Do you have any additional suggestions for ways to improve the effectiveness of the CTTF? (4 Economies)

- Consider alternative forms of capacity-building assistance e.g. offer capacity-building projects on a sub-regional basis and assess lessons learnt and outcomes of completed projects (2 responses).
- Have counter-terrorism policy experts as well as generalists attend meetings so as to have more substantive engagement on policy issues (1 response).
- CTTF Chair to play a stronger advocacy role by presenting outcomes of, and being a spokesman for, CTTF work to APEC sub-fora and external organizations (1 response).
- Consider how to make greater use of the Friends of the Chair group (1 response).
- Closer collaboration among Economies conducting projects along similar themes (1 response).
- Introduce multi-stage projects with longer term objectives to allow for greater continuity (1 response).

The suggestions, with one possible exception concerning back-to-back meetings with other sub-fora, are practical and all are consistent with the aim of continuing improvement. While the responses indicate a clear desire for the CTTF to continue its role within APEC, there is a general recognition that improvements are needed to its management framework and linkages with other organization both with and external to APEC.

Recommendation CTTF22: The CTTF to consider compiling the suggestions contained in the completed questionnaires for discussion and identification of possible future actions at the next CTTF meeting.

5.2 Good Management Practices of Other SCE Sub-Fora

The independent assessment reports that had recently been published for other SCE sub-fora were reviewed in order to identify findings and recommendations that were relevant to the CTTF as good management practices. Following is a sample of potential practices which have been extracted from Executive Summaries of Independent Assessments published over the last three years:
- "Improve the effectiveness of [MRCWG] meetings by allowing more time for strategic forward thinking in meetings. This requires more advance planning of meeting agendas, increased participation of other APEC and non-APEC fora, and less time for Member Economy reporting."
- "…the EWG Secretariat should work with APEC Economies and EWG sub-fora to develop a new format and content for the EWG Work Plan that provides a specific, pro-active and forward looking schedule of work to be carried out over rolling periods of a minimum of two years into the future."
- "TEL's website should be conceived as one of the main communication channels instead of an information repository."
- "Reorganize [ISTWG] meeting scheduling so as to enhance both policy dialogue and project-related discussions."
- "…a HRDWG paper should be produced identifying the HRD activities of all relevant multilateral organizations, highlighting the synergies among these organizations, and distinguishing the comparative advantages of APEC HRDWG activities."
- "Listing the suggestions contained in the questionnaires received from TPTWG-32 delegates into a Continuing Improvement Action Plan for discussion at the next TPTWG meeting."
- " The [TWG] Chair/Lead shepherd should place greater emphasis on building relationships with its counterparts in other APEC sub-fora."
- "That the ACT should consider commissioning from within its membership for its next meeting a draft medium term strategy document, which lays out for a 3-5 year period the ACT's direction and deliverables."

It was evident from the cursory review that these assessments contain a substantial amount of highly relevant information on good management practices and principles as well as lessons learnt.
Recommendation SCE3: Through its Friends of the Chair Group on Accountability and Communications, the SCE to consider identifying an efficient way to convert relevant findings and recommendations contained in independent assessment reports into useful guidance for sub-fora to follow in strengthening their management frameworks.

6. PRINCIPAL FINDINGS

6.1 Structure

The structure of the CTTF may be compared to those of three other Human Security task forces, two of which recently achieved working group status.

Human Security	Year Established	No. of Mandate	Working Group Status

Task Force		Renewals	Achieved
CTTF	2003	3	--
HTF	2003	1	2008
ACT	2005	2	--
TFEP	2005	1	2010

As stated in the Guidelines for the Establishment of New APEC Fora (refer to Annex F of the 2007 Senior Officials' Report on ECOTECH), a task force is a short term group under the auspices of either SOM or an existing APEC forum (under the delegated authority of SOM) and is mandated for a maximum period of two years. It may be established *to undertake work in an area of interest to determine whether there is scope to develop a medium–to-long term agenda that would benefit APEC Economies.* After seven years and three mandate renewals, it is reasonable to assume that counter-terrorism remains an area of vital interest to APEC and that a medium term agenda would benefit APEC Economies. It is noteworthy that the SCE, in its 2006 review of the relevance of all sub-fora, recommended that "further consideration be given to transferring the HTF to a working group during the review of its mandate in 2007." This recommendation was not extended to the CTTF which had been established in the same year.

Following the SOMI meeting in February 2010, member economies received a questionnaire seeking feedback on aspects of APEC's organizational structure including the feasibility of streamlining the number of sub-fora and making the mandates of special task forces more focused and time-limited. This indicates that it would be timely for the CTTF to strengthen its relationships within the human security field and to encourage greater participation in events by counter-terrorism experts.

Recommendations for SCE consideration:
SCE4: Notifying the CTTF on any high-level policy or management issues that it should address in preparing the case for a fourth renewal of its mandate in 2010.
SCE5: Through its Friends of the Chair Group on Accountability and Communications, identifying (a) the extent to which the CTTF, other small sub-fora and the Experts Groups of larger sub-fora are presently operating in the human security field with similar or partially overlapping mandates; (b) assessing the practicality of consolidating their medium-term strategies into a single document; and (c) actively encouraging these sub-fora and their experts groups to find affordable opportunities for increased cross-participation and collaboration.

6.2 Management Framework

As a task force, there has been no requirement in the past for the CTTF to have a planning horizon that exceeds one year. The chart below shows that the Expected Outcomes/Deliverables listed in the annual work plans have generally been short-term.

Year	Learning Events*	Annual Reports**	Single Phase Projects	Continuing Projects	Total Deliverables
2008	3	--	1	1	5
2009	4	1	3	1	9
2010	2	1	--	2	5
2008-10	9	2	4	4	19

* seminars, workshops, conferences   ** summary reports of capacity building needs

The last column indicates that some deliverables are components of multi-year programs (Protection of Critical Infrastructure and the Trade Recovery Project), or recurring annual deliverables (e.g. summary reports), yet they are not presented in the annual work plan as such. Also, several of the learning events may be components of multi-year initiatives (e.g. seminars on money laundering and terrorism financing).
Recommendation CTTF23: The CTTF to consider developing a medium-term strategy covering a planning horizon of three years (the current year plus the next two) as a foundation for its annual work planning exercise.

6.3 Operations

A key aspect of any organization is to have a stable management group, with each member having a clear understanding of his/her responsibilities and with strong lines of communication between them. Turnover is a characteristic of APEC fora and sub-fora, with two years typically being the average length of time that any individuals hold a position on the management group. This being the case, it is essential that the management group is always at full complement and that there is continuity at the Chair/Vice-Chair level from one year to the next

if at all possible (i.e. when the Chair steps down, the Vice-Chair either becomes the Chair or remains as the Vice-Chair).

Recommendation CTTF24: The CTTF to consider appointing a Vice-Chair as soon as possible so that his/her term of office overlaps with that of the Chair.

6.4 Supporting Input

The suggestions received from the six responding Economies coupled with the good management practices identified in the eight assessment reports conducted to date generally support the 24 recommendations that have been drafted for consideration by the CTTF. Although there may be differences in specifics, all are intended to help the CTTF operate more efficiently and effectively as it seeks to enter its fifth mandate.

Recommendation CTTF25:   The CTTF to consider holding a third meeting in 2010 with one day dedicated to strengthening its management framework.

Annex A - Suggestions for Increasing the Efficiency of CTTF Meetings

1. Increased collaboration with other APEC subfora
Constant exchanges of information with key subfora would prevent duplication of work and allow for better synergies. Some concrete initiatives could include:
- Update, in the form of a short report, to be provided at each CTTF meeting on the activities of key subfora (such as the Transportation Working Group, Anti-Corruption Task Force, BMG,TFEP etc).
- Seek opportunities for joint projects with relevant subfora, such as the Transportation Working Group, as joint projects on issues of mutual interest could allow for an interesting combination of expertise and a more efficient use of resources within respective economies.

2. Closer collaboration with other economies
Economies conducting projects along similar themes (e.g. CT financing, CT legislation, etc) could consult and coordinate with other economies on a more regular basis. Ensuring cooperation and collaboration through establishing informal mechanisms of dialogue would ensure both that there is no overlap in terms of topics being proposed, and that follow up projects build on both workshops, this avoiding duplication.

3. Better coordination with multilateral organizations
Again, to prevent duplication and capitalize on successes conducted elsewhere in the region, a better engagement with the multilateral organizations would be beneficial. For instance, drawing upon the lessons learned from previous organizations' projects, sharing best practices guidelines and tools that could then be adapted to APEC, or benefiting from other multilateral organization' forward-looking visions of world developments could all allow for better efficiency.

4.Explore different capacity building means
In addition to holding workshops, which are a helpful exploration of the issues and networking opportunities, other creative project ideas, including more pilot project proposals, could be expanded. Often, seminars, surveys and workshops can be short-term project without much follow-up. Alternative forms of capacity building activities such as pilot projects, work placements or "twinning" or other types of exchange program (virtual mentoring, stucy tours, etc.) could provide more customized capacity-building assistance and could consolidate projects' outcomes and lessons learned.

5. Increase the number of Multi-stage projects
Introduce projects with multiple stages, with subsequent phases that follow up and build on previous stages. Whereas priorities might change on a yearly basis, affecting some projects' relevance over time, having longer term objectives would allow for more continuity, therefore greater effectiveness and impact.

6. Increase the importance placed on the implementation of projects' outcomes
Increasing the importance placed on lessons learned and tangible outcomes would facilitate the dissemination of best practices amongst economies as well as their implementation. Projects stemming from clearly stated objectives and rationale could produce more tangible products to be produced and distributed among APEC economies. Some examples could include recommendations with follow up requirements, a work plan for the implementation of recommendations, or best practices document, among others.

7. Collaboration with other regional organizations
By attempting to coordinate the timing of APEC CTTF meetings with other counter-terrorism meetings in the regions (e.g. ARF, etc.), it will facilitate the participation of regional counter-terrorism experts, as it will be more likely that they will attend more than one.

8. Workshops targeted on/taking place near the CTTF meetings
Scheduling workshops near the time of CTTF meetings could increase the probability that appropriate experts would attend, thus ensuring expertise and broad participation from numerous economies.

9. More intersessional work and approval processes
The Budget Management Committee (BMC) is currently reviewing its own processes, shifting towards a greater number of projects' approvals per year and attempting to strengthen and accelerate APEC's project approval and management systems. The CTTF could benefit from this greater flexibility by intensifying intersessional work and allowing for projects' approval between meetings.

Annex B - Terms of Reference

1. The Rationale for the Task Force

In October 2001, following the terrorist attacks in the United States on September 11, APEC Leaders in Shanghai issued a Leaders Statement on Counter-Terrorism. They underlined that terrorism was a direct challenge to APEC's vision of free, open and prosperous economies, and to the fundamental values that APEC members hold. Leaders built on their commitments and instructions in a further Statement on Fighting Terrorism and Promoting Growth in 2002 in Los Cabos, as well as in every subsequent Leaders Statement. Leaders agreed to take appropriate individual and joint actions to follow up on the commitments in line with their respective circumstances and in accordance with APEC principles. APEC Ministers, including sectoral Ministers, have also supported Leaders' commitments and instructions on countering terrorism in their ministerial statements and activities.

Bearing in mind Leaders' instructions to monitor progress and build capacity in counter-terrorism, APEC Senior Officials established an APEC Counter-Terrorism Task Force in May 2003. The Task Force's terms of reference were extended in March 2005, in November 2006 and again in August 2008.

2. Goals and Objectives

- Coordinate the implementation of the Leaders' and Ministers' commitments and instructions on enhancing human security using the APEC Counter-Terrorism Action Plan as the foundation for this work.
- Assist economies to identify and assess counter-terrorism needs.
- Coordinate capacity building and technical assistance programs, including through appropriate consultations with the private sector, international financial institutions and other international organizations.
- Cooperate with the relevant international organizations to advance the implementation of Leaders' and Ministers' instructions and avoid unnecessary duplication of efforts.
- Facilitate cooperation between APEC fora on counter-terrorism issues and assist in making recommendations on proposals/projects to Senior Officials.

3. The Structure and Administration of the Task Force

The Task Force's current priorities and projected outputs will be outlined in its annual Workplan, which will be reported to Senior Officials through the SCE Fora Report. The activities and deliverables of the CTTF will be included in the SCE Fora Report.

The Task Force will be managed by a Chair and Vice Chair, with support from the APEC
Secretariat. Membership will be open to all interested member economies and a representative from the APEC Secretariat.

The Task Force will meet on the margins of the Senior Officials' meetings and conduct business via email intersessionally. The Task Force will report to SOM and have a two year term from 2009-2010.

Towards the end of its mandate, the CTTF will review its achievements and outputs and invite SOM to consider its future.

Annex C - Analysis of CTTF20 Proceedings

1   **CHAIR'S OPENING REMARKS and ADOPTION OF AGENDA**

2   **CHAIR'S REPORT ON INTERSESSIONAL WORK**

Verbal briefing covering 5 topics in sections 5C & D below (marked with an *), the Summary Report on Capacity Building Needs (which was approved intersessionally), and the 2010 Work Plan (which had been circulated prior to the meeting)

3.   **2010 PRIORITY AREAS**

Verbal briefing by SOM official on 3 documents outlining APEC's priorities, key developments and fora taskings distributed at the meeting

4.   **TASKS DERIVED FROM 2009 WORK PLAN AND CTTF-19 MEETING**

     A.   **CTAP Process***
        Verbal briefing by a member of the Friends of the Chair group on the work done intersessionally to improve the CTAP process and distribution of revised template
     B.   **Implementation of Leader's and Minister's Statements - 2009 CTAPs**
        5 Economies tabled their updated CTAPs and several others reported on status of their updates. One member Economy expressed concern on how to transform CTAPs down to an operational level; no discussion of concern
     C.   **Cooperation among APEC fora on counter-terrorism issues**

        1. Trade Security: APEC Trade Recovery Program (TRP)
           Verbal briefing by sponsoring Economy on document distributed at meeting re implementing the recommendations in the APEC TRP Pilot Exercise Report
        2. Food Defense
           Standing Item--Briefing planned for CTTF-21
        3. Counter-Terrorism Financing*
           Verbal briefing by sponsoring Economy on the seminar series on "Current and Emerging Trends in Money Laundering and Terrorism Financing", to be implemented in 2009/2010
        4. Transportation Security*
           Verbal briefing by sponsoring Economy on document distributed at meeting re "Seminar on Securing Trade through Counter-Terrorism Efforts", proposed to be implemented in March 2010. Considerable discussion on lack of consultation, focus and lead time. Decision made (using the 'approval by silence' technique) to allow seminar to proceed
        5. Counter-Terrorism Protection of Critical Energy Infrastructure
           Verbal briefing by sponsoring Economy on document distributed at meeting re status of this initiative, including a proposed seminar series to be held in 2010-11
        6. 2nd APEC Seminar on Protection of Cyberspace from Terrorist use and Attacks*
           Verbal briefing by sponsoring Economy on Summary Record distributed at meeting, including similarity of theme with seminars proposed above. Discussion on need for the seminars to be coordinated into a single series with the same theme. Verbal update provided by another Economy which expressed interest in building on the experiences of other Economies. It was noted that the seminar had been coordinated with another SCE sub-fora (which has a mandate for cyber-security - its Chair had been invited but unable to attend)
     D.   **New Initiatives – Air Cargo Security***
        Verbal briefing by sponsoring Economy on upcoming workshop

5.   **OTHER COUNTER-TERRORISM MATTERS**

A. **Update on related work in international fora**
Verbal briefings from 6 member Economies on their involvement in relevant human security activities of other regional and international organizations. One Economy supplemented its briefing with two documents

B. **Terrorist Threats to the Aviation System**
Informational presentation by a member Economy; no handout

C. **Security Technology**
Informational presentation and verbal briefing by 2 member Economies; no handouts

D. **Terrorist Designations Process**
Informational presentation and 4 verbal briefings by member Economies on their designation process

6. **APEC SECRETARIAT UPDATE**

Informational presentation on project management reforms

7. **CLASSIFICATION OF DOCUMENTS**

8. **NEXT MEETING and CHAIR'S CLOSING REMARKS**

Annex D - Implementation Status of CTTF Projects, April 2010
(source: AIMP Project Database)

1. APEC Seminar series on current and emerging trends in ML/TF
TEC: $US 363,300;   APEC funding: 52%
Actual Status: In implementation - seminars planned for May and September 2010
Consultations with other sub-fora: as of March 2009, the ACTETF had been consulted but no comments had been received
Publishing Strategy: summary report to be uploaded onto the APEC website for circulation and distribution; press release to be issued in cooperation with the CPAU.

2. Seventh STAR Conference
TEC: US$ 152,140;   APEC funding: 51%
Actual status: Completed - conference held in July 2009
Publishing strategy: Conference outcomes to be posted on the APEC Secretariat's website - not yet occurred.

3. APEC workshops on detecting and deterring cash couriers and bulk cash smugglers
TEC: US$ 417,500;   APEC funding: 0 (self-funded)
Actual status: Completed - workshops held in December 2008 and June 2009
Publishing Strategy: summary report in APEC Meeting Document Database as support paper for CTTF-19 item.

4. APEC workshop on regulating the Non-Profit Organization sector
TEC: US$ 153,200;   APEC funding: 0 (self-funded)
Actual Status: Completed - seminar held in May 2009
Publishing Strategy: summary report in APEC Meeting Document Database as supporting paper for CTTF-19 agenda item.

5. Optimize the use of audits and investigation to strengthen aviation security in APEC Economies
TEC: US$ 139,200;   APEC funding: 84%
Actual status: Completed -symposium held in April 2009
Publishing strategy: summary report posted to APEC Publications Database in May 2009

6. APEC seminar on securing remittance systems and cross border payment from terrorist use
TEC: US$ 65,800;   APEC funding: 84%
Actual Status: Completed - seminar held in October 2008
Publishing Strategy: report posted to APEC Publications Database in December 2008.

7. Effective public-private partnerships in counter-terrorism
TEC: US$ 184,400;   APEC funding: 76%
Actual Status: Completed - workshop held in August 2008
Publishing Strategy: report posted to APEC Publications Database in September 2008.

8. Sixth STAR Conference
TEC: US$ 192,800;   APEC funding: 78%
Actual status: Completed - conference held in August 2008
Publishing strategy: Link from STAR item in 'Find Out More' section of CTTF web page to full list of conference papers including the agenda and summary report in the APEC Meeting Document Database.

9. Capacity building workshop on APEC Trade Recovery Program
TEC: US$ 181,100;   APEC funding: 35%
Actual status: Completed - workshop held in July 2008
Publishing strategy: summary report posted to APEC Publications Database in November 2008.

10. Cyberspace and Terrorism
TEC: unknown   APEC funding: 0 (self-funded)
Actual status: Completed - Seminar on Protection of Cyberspace from Terrorist Use and Attacks held in June 2008
Publishing strategy: summary report in APEC Meeting Document Database as supporting paper for CTTF-17 agenda item.

11. Workshop on protection of domestic surface transportation
TEC: US$ 214,000;   APEC funding: 0 (self-funded)
Actual status: Completed - workshop on best practices in post-blast scene management held in January 2008
Publishing Strategy: unknown - no summary report presented at CTTF-15.

12. Fifth STAR Conference
TEC: US$ 143.600;   APEC funding: 100%
Actual Status: Completed - conference held in June 2007
Publishing Strategy: Link from STAR item in 'Find Out More' section of CTTF webpage to full list of conference papers including the agenda and summary report in the APEC Meeting Document Database.