Terrorism continues to pose immediate threats to Canadian national security and to Canadians. Since 9/11 successive Canadian governments have identified international terrorism as the key threat to national security. Canada has been named several times by Al Qaeda as among its top ten targets.

Canada participates in the global struggle against terrorism and works actively with other countries multilaterally and bilaterally to develop legal instruments, best practices, international standards and pursuing common objectives to combat terrorism. Canada believes that success in defeating terrorism must be based upon effective global consensus and cooperation to prevent and prosecute terrorist crimes and to mitigate conditions that provide an enabling environment for terrorism. This must be a multi-disciplinary effort involving diplomacy, military, intelligence, security and law enforcement, customs and immigration and other agencies to identify and arrest terrorists, to disrupt and prevent their operations, and to protect and defend people, societies, and economies from terrorist attack. All of our efforts must be grounded in respect for human rights and the rule of law and support an agreed common and consistent worldwide counter-terrorism effort.

Canada has a robust legislative framework in place to counter terrorism, but continues to examine ways to improve it. In the aftermath of the attacks of September 11, 2001, the Government developed the Anti-terrorism Act (ATA) which received Royal Assent on December 18, 2001. The ATA was omnibus legislation that amended a number of federal statutes, including the Criminal Code, the Security of Information Act (amending and renaming the Official Secrets Act), the Canada Evidence Act; the Proceeds of Crime (Money Laundering) Act, and the National Defence Act, and enacted a new statute, the Charities Registration (Security Information) Act. The ATA was designed to deter and disable terrorist organizations; provide investigative tools to law enforcement and national security agencies; support effective prosecution of terrorist crimes; meet Canada’s international legal obligations to combat terrorism; and ensure that Canadian values of respect and fairness are preserved through stronger laws against hate crimes and propaganda. Since the coming into force of the ATA, individuals have been arrested on terrorism charges in Canada, both for plotting attacks on Canadian targets and for participating in international terrorist plots.\(^1\) To date, two persons have been convicted of various terrorism offences. These cases will be discussed later in this profile.

Prior to September 11, 2001, the Criminal Code had been amended as required to implement UN counter-terrorism instruments adopted since 1970. Law enforcement relied on the normal processes of investigation, prosecution, and conviction under the Criminal Code to address terrorism. After September 11, 2001, the Government determined that it was necessary to include specific terrorism offences in the Criminal Code, in large part to confront the issue that once a terrorist event takes place, it is too late.\(^2\)

Canada’s Criminal Code contains a chapter dealing specifically with terrorism. The core provision in this chapter is the definition of “terrorist activity,” which applies to activities inside or outside Canada. Satisfying either component constitutes a “terrorist activity”. The first component of the definition is defined in part as an act or omission committed in or outside Canada that would be an offence under the major international instruments that apply to terrorist activities, like hijacking and terrorist bombing. The second component defines “terrorist activity” as an act or omission undertaken, inside or outside Canada, for a political, religious or ideological purpose\(^3\) that is intended to intimidate.


\(^3\) This element of the definition was challenged at the trial level, in R. v. Khawaja, [2006] O.J. No. 425, where Mr. Justice Rutherford of the Ontario Superior Court of Justice ruled that the political, religious or ideological purpose requirement was unconstitutional. He severed it from the rest of the definition of “terrorist activity.” The rest of the second component of the definition was upheld. However, in the case of the trial of the youth who was found guilty of a terrorism offence following Operation Osage, both the Crown and defence took the position that the Crown was obliged to prove the motive element beyond a reasonable doubt. The trial judge therefore proceeded on that basis and the element was proven at trial.
the public with respect to its security, including its economic security, or to compel a person, government or organization (whether inside or outside Canada) from doing or refraining to do any act, and that intentionally causes one of a number of specified forms of serious harm.

**Listing of Terrorist Entities under Canada’s Criminal Code**

Under the *Criminal Code*, a “terrorist group” means an entity involved in facilitating or carrying out any terrorist activity, or a listed entity as set out in the *Criminal Code*. Once a group is listed as an entity, it is considered a terrorist group. Being on the list does not itself constitute a criminal offence; however it can often lead to criminal consequences. The list supports the application of other provisions in the Act, such as automatically defining an entity so listed as a “terrorist group”, which is a key element of many of the terrorism offences, and freezing the funds of any group so listed. For additional information please consult the Public Safety website.

**Terrorism Offences**

Comprehensive terrorism offences in the *Criminal Code* include:
- knowingly participating in, contributing to, any activity of a terrorist group for the purpose of enhancing the ability of any terrorist group to facilitate or carry out a terrorist activity;
- knowingly facilitating a terrorist activity;
- committing a serious (i.e. indictable) offence for the benefit of, at the direction of or in association with a terrorist group;
- knowingly instructing anyone to carry out a terrorist activity for a terrorist group; and
- knowingly harbouring or concealing any person who has carried out or is likely to carry out a terrorist activity for the purpose of enabling the person to facilitate or carry out any terrorist activity.

Offences such as knowingly instructing the carrying out of any activity for a terrorist group or knowingly facilitating a terrorist group are specifically defined to be offences regardless of whether the ultimate terrorist activity is carried out and regardless of whether the accused knows the specific nature of the terrorist activity being contemplated. By having such offences, the law takes into account both the manner in which terrorist groups actually operate and the fundamental need for prevention. Moreover, unlike the general concept of accessory after the fact, the harbouring or concealing offence can be committed either before or after the commission of any terrorist activity, provided the purpose requirement is met.

Safeguards were built into these offences. The required proof includes specific intent or knowledge in relation to the prohibited conduct. The scope of the offences was clearly defined to prevent terrorist activity and actions that benefit terrorist groups. As well, no proceedings in respect of a terrorism offence are to be commenced without the consent of the Attorney General of Canada or of the province.

**Surveillance and Identification**

Special rules apply in respect of the investigation of terrorism offences. The last resort requirement for the use of electronic surveillance in an investigation does not apply to the investigation of terrorism offences, the duration of a wiretap authorization is extended from 60 days to a maximum of one year and delays of up to three years are permitted as a requirement to notify a target after a surveillance has been completed in relation to a terrorism offence. The DNA warrant scheme and Data Bank include terrorism offences, thus permitting the use of forensic DNA technology in the investigation and prosecution of these offences. Also, courts can issue DNA warrants and order the inclusion of DNA profiles of persons convicted of these offences in the National DNA Data Bank.

**Hate Crimes and Hate Propaganda**

The ATA added to Canada’s already-existing *Criminal Code* provisions aimed at combating hate crimes and hate propaganda. For example, it created subsection 430(4.1) of the *Criminal Code*. This is an offence of mischief motivated by bias, prejudice or hate based on religion, race, colour or national or ethnic origin, committed in relation to property that is a place of religious worship or an object associated with religious worship located in or on the grounds of such a building or structure, including cemeteries. The justification for this specific mischief offence was based on its difference from ordinary mischief cases. When directed against religious property, the impact of mischief is not so much the physical damage to the property as it is the hateful message conveyed by the damage or destruction.

The ATA also created section 320.1 of the *Criminal Code*. This section allows the courts to order the deletion of publicly available on-line hate propaganda from computer systems when it is stored on a server that is within the jurisdiction of the court. The provision applies to hate propaganda that is located on Canadian computer systems, regardless of where the owner of the material is located, or whether he or she can be identified.

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Individuals who post the material have an opportunity to be heard before the judge decides to order the deletion of the material.

Section 13 of the *Canadian Human Rights Act* prohibits the spreading of hate messages that would expose a person or group to hatred or contempt because of that individual's identification with a prohibited ground of discrimination. The ATA amended section 13 to clarify that communication of hate messages using new technologies, such as the Internet, is a discriminatory practice.

**Prosecutions of the Criminal Code terrorism offences**

So far, there have been convictions registered in two terrorism prosecutions that have been undertaken subsequent to the coming into force of the ATA. On September 25, 2008, Justice Sproat of the Ontario Superior Court of Justice delivered the country’s first guilty finding under the legislation, concluding the young accused had actively participated in a terrorist group. On October 29, 2008, Justice Rutherford of the Ontario Superior Court of Justice found Momin Khawaja guilty of offences under the *Criminal Code*: intending to detonate an explosive, making/possessing an explosive with intent to enable another person to endanger life or cause serious damage to property, enhancing the ability of a terrorist group to facilitate or carry out terrorist activity, instructing to carry out activity for a terrorist group, providing property and financial services for terrorist purposes, participating in an activity of a terrorist group and facilitating terrorist activity.⁵

The *Security Offences Act* establishes the jurisdiction of the Royal Canadian Mounted Police to lead any investigation of criminal offences relating to threats to the security of Canada or where the victim of an alleged offence is an internationally protected person.

**Other Relevant Legislation**

**Financing of Terrorism**

The ATA amended the *Criminal Code* to create three criminal offences related to the financing of terrorism. These amendments to the *Criminal Code* enabled Canada to implement international obligations under the *UN Security Resolution 1373* and the *International Convention for the Suppression of the Financing of Terrorism*. All offences contain knowledge and intention requirements and prosecution of such offences require the Attorney General’s consent.

The ATA also amended the *Proceeds of Crime (Money Laundering) Act* (PCMLA) to expand the mandate of FINTRAC (Financial Transactions and Reports Analysis Centre of Canada), Canada’s financial intelligence unit, to include the detection and deterrence of terrorist financing. The PCMLA was re-named as the *Proceeds of Crime (Money Laundering) and Terrorist Financing Act* (PCMLTFA). In addition, amendments also addressed the provision of information by FINTRAC to law enforcement authorities and the Canadian Security Intelligence Service (CSIS) about suspected terrorist financing activities. FINTRAC was also given authority to receive information in respect of terrorist financing provided voluntarily by law enforcement agencies, foreign financial intelligence units, and the general public. Under the statute, FINTRAC was empowered to enter into agreements to access databases maintained by federal or provincial governments for purposes related to law enforcement and national security. On June 12, 2002, regulations were brought into force to require financial institutions and other financial intermediaries to report suspicions of terrorist financing and terrorist property.

Also in June 2002, FINTRAC became a member of the Egmont Group of Financial Intelligence Units (FIUs) whose purpose is to enhance cooperation and information exchange in support of member countries’ anti-money laundering and terrorist financing regimes. The City of Toronto in Canada is the headquarters for the Egmont Group.

Further improvements to the anti-money laundering and terrorist activity financing regime were made as a result of Bill C-25, which was passed by Parliament in December 2006.

The *Charities Registration (Security Information) Act* (CRSIA) is designed to suppress and prevent support for terrorism and to protect the integrity of the registration system for charities under the *Income Tax Act*. The CRSIA allows the Minister of Public Safety and the Minister of National Revenue to issue a certificate stating that, based on the security or criminal intelligence information before them, it is their opinion that there are reasonable grounds to believe that an organization has made, is making or will make its resources, directly or indirectly, available to a terrorist group. Once signed, the certificate is automatically subject to judicial review before the Federal Court, with the affected organization being given a summary issued by that Court of the information available and the right to defend itself in a hearing before the Federal Court.

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⁶ See Sections 83.02, 83.03 and 83.04 of the *Criminal Code*. 
Protection of Information

The Security of Information Act (SOIA) focuses on conduct harmful to, or likely to harm, Canada. The concept of "harm to Canadian interests" (also known as a purpose "prejudicial to the safety or interests of the State") was defined to address a wide array of potential harms, including terrorist activity, interference with critical infrastructure, and the development of weapons of mass destruction in contravention of international law. The SOIA includes offences dealing with unauthorized disclosure, espionage, economic espionage, foreign-influenced and terrorist-influenced threats or violence, harbouring or concealing, and preparatory acts.

The Canada Evidence Act (CEA) balances the public interest in disclosure during proceedings and the need to protect information whose disclosure would be injurious to international relations, national defence or national security. The regime also enables the Attorney General of Canada to personally issue a certificate prohibiting the disclosure of information in order to protect information obtained in confidence from or in relation to a foreign entity, or to protect national defence or national security. The certificate can only be issued after an order or a decision that would result in the disclosure of the information has been made. Disclosure of the information is then prohibited in accordance with the terms of the certificate, notwithstanding any other provision of the CEA. The Federal Court of Appeal can review the certificate to determine whether the information to which it applies relates to the information categories described above. The judge can confirm, cancel or vary the certificate. The decision of that judge is final and not subject to review or appeal. The purpose of these certificates is to prohibit, where necessary, the disclosure of certain highly sensitive information. For example, the Attorney General’s certificate assures other countries that the government is able to protect their information from disclosure in connection with proceedings.

The ATA also amended the Access to Information Act, the Personal Information Protection and Electronic Documents Act and the Privacy Act to ensure that requests for access to information and personal information pursuant to these Acts do not lead to disclosure of information in respect of which the Attorney General of Canada had personally issued a certificate under section 38 of the CEA. To be effective, the certificate must be able to be applied in such proceedings in the face of an order or decision that would result in the disclosure of this very sensitive information.

Security Intelligence

The ATA amended the National Defence Act by adding provisions to put the Communications Security Establishment (CSE) on a legislative footing. CSE is authorized to engage in three broad areas of activity:

- to acquire and provide foreign intelligence in accordance with the Government of Canada's intelligence priorities;
- to provide advice, guidance and services to help ensure the protection of electronic information and infrastructures of importance to the Government of Canada; and
- to provide technical and operational assistance to federal law enforcement and security agencies in the performance of their lawful duties.

The Canadian Security Intelligence Services Act provides the legislative foundation for the mandate of CSIS. In addition, it outlines the roles and responsibilities of CSIS, grants specific powers and imposes constraints, and establishes the framework for the democratic control and accountability for CSIS.

The Immigration and Refugee Protection Act provides for the security screening of people in the refugee stream who may pose security risks and allows for their early removal from Canada. This legislation strengthens Canada's ability to detect and refuse entry to suspected terrorists. It streamlines the process for deporting anyone who enters Canada and is later found to be a security threat. It also limits the right of persons to appeal if they are inadmissible on grounds of national security.

The Public Safety Act, 2002, another piece of omnibus legislation, enhances the ability of the Government of Canada to provide a secure environment for air travel and allows specified federal departments and agencies to collect passenger information for the purpose of national security. It also establishes tighter controls over explosives and hazardous materials. While the ATA focuses mainly on the criminal law aspects of combating terrorism, this legislation addresses the federal framework for public safety and protection.

INSTITUTIONAL FRAMEWORK

Canada Border Services Agency (CBSA):

CBSA is a federal agency whose responsibilities include administering legislation that governs the admissibility of people and goods, into and out of Canada; detaining those people who may pose a threat to Canada and removing people who are inadmissible to Canada, including those involved in
terrorism, organized crime, war crimes or crimes against humanity.

**Canada Revenue Agency (CRA)**

Within the CRA, the Charities Directorate has a regulatory responsibility to identify problems and to take measures that protect and maintain public confidence in the charitable sector. CRA decides whether organizations should be registered as charities and to ensure that the tax benefits reserved for Canada’s charities are not used to provide support to terrorism in the guise of charity.

**Canadian Security Intelligence Service (CSIS)**

CSIS plays a leading role in protecting the national security interests of Canada by investigating and reporting on threats to the security of Canada. Guided by the rule of law and the protection of human rights, CSIS works within Canada’s integrated national security framework to provide advice to the Government of Canada on these threats.

**Citizenship and Immigration Canada**

Citizenship and Immigration Canada is the department responsible for issuing and administering deportation orders, based on information provided by security agencies. People who are convicted of an offence in Canada may be subject to deportation depending on their status in Canada, the nature of the offence and the length of their sentence. The deportation is governed by the *Immigration and Refugee Protection Act*.

**Communications Security Establishment (CSE)**

The Communications Security Establishment is Canada’s national cryptologic agency. It provides the Government of Canada with two key services: foreign signals intelligence in support of defence and foreign policy, and the protection of electronic information and communication.

**Department of Finance**

The Department of Finance takes part in a number of international organizations which work to combat terrorism and terrorism financing, such as the Financial Action Task Force on Money Laundering (FATF). The G7 (Finance) and G8 also have current projects to advance the fight against terrorism financing and to increase co-operation among international partners. Finance Canada plays an important role in managing Canada’s activities in these institutions.

**Department of Justice**

The Department of Justice has a dual mandate. This mandate derives from the dual role of the Minister of Justice who is also the Attorney General of Canada. In support of the Minister of Justice, the Department is responsible for providing policy and program advice and direction through the development of the legal content of bills, regulations and guidelines. In support of the Attorney General, the Department is responsible for litigating civil cases by or on behalf of the federal Crown and for providing legal advice to federal law enforcement agencies and other government departments. The Department of Justice worked to develop the ATA and is continuing policy work in support of the legislation. It also actively participates in other legislative initiatives that arise in the course of combating terrorism.

**Department of Foreign Affairs and International Trade (DFAIT)**

Foreign Affairs and International Trade Canada (DFAIT) represents Canada around the world through its network of embassies, consulates and trade offices, and through its participation in international multilateral organisations. DFAIT conducts all diplomatic and consular relations on behalf of Canada, and conducts all official communications with foreign governments and international organizations. In addition, DFAIT also conducts and manages international negotiations and fosters the development of international law and its application in Canada’s external relations. As such, it is involved in the development/negotiation of instruments that shape Canada’s response to the terrorist threat.

The Department is actively engaged in counter-terrorism efforts through multilateral institutions and through bilateral cooperation with partner states.

Canada’s international counter terrorism efforts are also supported by an inter-departmental Counter Terrorism Capacity Building Program managed by DFAIT. The Program provides assistance through the provision of training, funding, equipment, technical and legal assistance to other states to enable them to prevent and respond to terrorist activity in a manner consistent with international counter-terrorism and human rights norms, standards and obligations.

DFAIT is also the Department responsible for two additional terrorist listing procedures. The *United Nations Al-Qaida and Taliban Regulations (UNAQTR)* implement in Canadian domestic law the binding elements of United Nations Security Council Resolution 1267 (1999), its successor resolutions, and Resolution 1373 (2001). The *Regulations*
Implementing the United Nations Resolutions of the
Suppression of Terrorism (RIUNRST) implement in
Canadian domestic law the binding elements of
United Nations Security Council Resolution 1373
(2001). For additional information, please see
DFAIT’s website.

Financial Transactions and Reports Analysis
Centre of Canada (FINTRAC)

FINTRAC is Canada's financial intelligence unit, a
specialized agency created to collect, analyze and
disclose financial information and intelligence on
suspected money laundering and terrorist activities
financing. Created in July 2000, the Centre is an
integral part of Canada’s engagement in the global
fight against money laundering and the financing of
terrorist activities.

National Defence (DND / CF)

The Defence Portfolio comprises the Department of
National Defence, the Canadian Forces and a
number of related organizations, all of which are the
collective responsibility of the Minister of National
Defence. Together, the diverse elements of the
Defence Portfolio provide the core services and
capabilities required to defend Canada and Canadian
interests, and form an important constituency within
the broader Canadian national security community.

Office of the Superintendent of Financial
Institutions (OSFI)

The Office of the Superintendent of Financial
Institutions (OSFI) was created to contribute to
public confidence in the Canadian financial system.
As soon as an entity is listed in Canada as a terrorist
entity under any of the three terrorist listing
processes in Canadian law, OSFI immediately
informs Canadian financial institutions to freeze any
of its assets. It also publishes a consolidated list of
these entities.

Public Prosecution Service of Canada (PPSC)

PPSC is the federal government organization
responsible for prosecutions on behalf of the
Attorney General of Canada. The PPSC was created
by the Director of Public Prosecutions Act on
December 12, 2006, when Part 3 of the Federal
Accountability Act came into force. It replaces the
former Federal Prosecution Service of the
Department of Justice. The PPSC is independent of
the Department of Justice and reports to Parliament
through the Attorney General of Canada.

Public Safety Canada

Public Safety Canada is responsible for policy
development and advice to the Minister on matters
of national security and is involved in the various
initiatives, programs and files, including providing
independent advice and support to the Minister on
matters of national security; supporting the work of
the Cross-Cultural Roundtable on Security which
helps inform policy-makers about the impact of
national security matters on our diverse society;
being involved in the process for creating the listed
entities under the Criminal Code; and dealing with
security certificates.

Royal Canadian Mounted Police (RCMP)

The RCMP is the Canadian national police service
and reports to the Ministry of Public Safety Canada.
The RCMP is committed to working in partnership
with both domestic and foreign agencies to enhance
prevention measures against the threat of terrorism.

Transport Canada

The Safety and Security Group of Transport Canada
is responsible for the development of regulations
and national standards, as well as for the
implementation of monitoring, testing, inspections
and subsidy programs, which contribute to safety
and security in the aviation, marine, rail and road
modes of transport. The Group administers the
delivery of aircraft services to government and other
transportation bodies. The Group develops and
enforces regulations, and standards under federal
jurisdiction to protect public safety in the
transportation of dangerous goods and to prevent
unlawful interference in the aviation, marine and
railway modes of transport. The Group also ensures
that the Department is prepared to respond to
transportation and transportation-related
emergencies.

INTERNATIONAL CO-OPERATION

Mutual Legal Assistance

The Mutual Legal Assistance in Criminal Matters Act
(MLACMA) is Canada’s domestic legislation for
implementing Canada’s mutual legal assistance
treaties in criminal matters. MLACMA may be
applied in relation to requests submitted to Canada
under bilateral treaties, multilateral conventions and
special international arrangements. It may also be
applied to requests made by a state or entity that is
designated pursuant to the Act to being entitled to
request Canada’s assistance. The Act gives
Canadian courts the power to issue compulsory
measures in Canada or to gather evidence for a
criminal investigation in a foreign state or entity.

http://www.international.gc.ca/sanctions/terrorists-
terroristes.aspx?lang=eng&menu_id=11&menu=R
The Act allows for assistance to be rendered at any stage of a criminal matter, from investigation to appeal.

Canada may also render assistance pursuant to letters rogatory (a court-issued non-treaty letter of request) and non-treaty requests. These requests do not engage the provisions of the Act and accordingly, more limited assistance is available for letters rogatory and non-treaty letters of request.

**Extradition**

The *Extradition Act* is applicable to all requests for extradition made to Canada. Extradition may be sought from Canada under the Act on the basis of (1) an extradition treaty between Canada and the state or entity making the request; (2) a multilateral agreement to which both Canada and the requesting party are signatories and which contains a provision on extradition; (3) a specific agreement entered into between Canada and the requesting state or entity with respect to a person or persons in a particular case; and (4) a general designation of the requesting state or entity as an extradition partner under the Act notwithstanding the absence of an extradition treaty. Canada extradites its nationals. Canada’s extradition legislation is applicable to both terrorist-related offences and other crimes.

**International Counter-terrorism Initiatives**

Canada is actively involved in efforts to counter terrorism in various fora such as the United Nations, the G8, the Council of Europe, the Asia-Pacific Economic Cooperation, the Organization of American States, the ASEAN Regional Forum, the North Atlantic Treaty Organization, the Organization for Security and Cooperation in Europe, the International Civil Aviation Organization, the International Maritime Organization and the World Customs Organization.

Canada is party to 12 United Nations counter-terrorism conventions or protocols, as well as to the *Inter-American Convention against Terrorism*. The adoption of the ATA enabled Canada to ratify and implement the *International Convention for the Suppression of Terrorist Bombings* and the *International Convention for the Suppression of the Financing of Terrorism*. Canada has also signed the *International Convention for the Suppression of Acts of Nuclear Terrorism*, and is working towards its implementation and ratification.

Canada has also implemented important UN Security Council Resolutions dealing with terrorism. For example, the ATA enabled Canada to comply with almost all of United Nations Security Council Resolution (UNSCR) 1373, while the *Regulations implementing the United Nations Resolutions of the Suppression of Terrorism* enable Canada to freeze “without delay” funds of terrorist groups, as required by UNSCR 1373. In addition, measures in the *Criminal Code* which specifically address counselling a “terrorist activity” or a “terrorism offence,” and specific terrorism offences such as knowingly facilitating a terrorist activity, or knowingly participating in or contributing to, directly or indirectly, any activity of a terrorist group for the purpose of enabling any terrorist group to facilitate or carry out a terrorist activity, allow Canada to comply with UNSCR 1624.

Canada is also a member of the Financial Action Task Force (FATF) and fully supports the standards set by the FATF to combat money laundering and terrorist financing.
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