UNITED NATIONS CONVENTION AGAINST CORRUPTION (NEW YORK, 31 OCTOBER 2003) [2003] ATNIF 21

Documents tabled on 7 December 2004:

National Interest Analysis

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NATIONAL INTEREST ANALYSIS: CATEGORY B TREATY

SUMMARY PAGE

United Nations Convention against Corruption (New York, 31 October 2003) [2003] ATNIF 21

Date of Tabling of Proposed Treaty Action

1. 7 December 2004.

Nature and Timing of Proposed Treaty Action

2. Australia signed the United Nations Convention against Corruption (UNCAC) on 9 December 2003. The Government proposes to ratify UNCAC in 2005, in accordance with Article 67.

3. UNCAC will enter into force internationally 90 days after the date from which thirty States have ratified it. As at November 2004, one hundred and thirteen countries had signed UNCAC, and nine countries had ratified it. It is expected that this number will increase as countries bring their domestic legislation into line with UNCAC's obligations.

Overview and National Interest Summary

4. The purpose of UNCAC is to enhance international efforts to combat corruption. UNCAC encourages States Parties to adopt anti-corruption measures, provides a standardised approach to criminalisation and ensures States Parties have systems in place to facilitate law enforcement cooperation. Further, UNCAC is the first major international agreement requiring States Parties to return assets obtained through corruption to the country from which they were stolen.

5. Australia actively participated in developing UNCAC, and is a strong supporter internationally of anti-corruption initiatives. Domestically, Australia has in place extensive anti-corruption policies and legislation. Ratification of UNCAC would further Australia's ability to combat regional and international corruption. As well as strengthening Australia's law enforcement cooperation with other countries, UNCAC supports Australia's standpoint that corruption should not be tolerated in the international community.

Reasons for Australia to Take the Proposed Treaty Action

6. Corruption has a wide range of corrosive effects on societies. It undermines democracy and the rule of law, distorts markets, impedes international trade and facilitates activities such as organised crime and terrorism.

7. Acknowledging the consequences of corruption, Australia has a strong commitment to combating corruption regionally and internationally. Ratification of UNCAC would complement Australia's other initiatives in this area, including Australia's recent ratification of the United Nations Convention Against Transnational Organised Crime, Australia's involvement in the Asian Development Bank (ADB) OECD Anti-Corruption Initiative for the Asia-Pacific and Australia's project under this initiative to promote its foreign bribery legislation. In addition, Australia's overseas aid program is strongly focused on assisting Asia Pacific countries to combat corruption. Examples of this include helping the Government of Papua New Guinea reinforce constitutional checks and balances, helping the Government of Samoa to introduce accountability frameworks in its public sector; and providing training for judges in Indonesia for its newly established commercial court.

8. Ratification of UNCAC would enhance Australia's position internationally in the fight against corruption. It would allow for greater international law enforcement cooperation to complement domestic anti-corruption measures and legislation. It would demonstrate Australia's support of international efforts to combat corruption and enhance Australia's profile internationally as a country committed to this cause.

9. Early ratification of UNCAC would also position Australia as a leader in international efforts to combat corruption.

Obligations

Prevention

10. Article 5 of UNCAC requires States Parties to implement and maintain, and to collaborate with other States Parties regarding, anti-corruption policies that promote the participation of society and reflect the principles of the rule of law, proper management of public affairs and public property, integrity, transparency, and accountability. Article 6 requires States Parties to have an independent body or bodies that implement the anti-corruption policies provided for under Article 5 and disseminate information regarding the prevention of corruption. States Parties are required to inform the Secretary General of the United Nations of the name and address of such authorities.

11. UNCAC endeavours to prevent corruption in the public sector through various mechanisms. States Parties are required to ensure recruitment and employment in the public sector are based on principles of merit, accountability and transparency, and that public sector employees are appropriately educated on issues of corruption (Articles 7 and 8). The procurement and management of public finances must occur in accordance with transparent and accountable processes (Article 9). Information regarding public administration must, taking into account the protection of privacy and personal data, be transparent and available to the public (Article 10). Further, States

Parties must take measures to strengthen integrity and prevent opportunity for corruption among members of the judiciary (Article 11).

12. Within the private sector, States Parties are obliged to enhance accounting and auditing standards, and where appropriate, to provide proportionate and dissuasive civil, administrative or criminal penalties for failure to comply with these standards (Article 12). Article 12 also requires States Parties to disallow the tax deductibility of expenses that constitute bribes. States Parties must also promote the participation of the private sector in preventing corruption and raising awareness of corruption related issues (Article 13).

13. With regard to money laundering, Article 14 of UNCAC imposes two mandatory obligations on States Parties. The first is for States Parties to establish a regulatory and supervisory regime for banks and non-bank financial institutions, emphasising requirements of customer identification, record keeping and the reporting of suspicious transactions. The second is for States Partries to ensure that appropriate authorities have the capacity to cooperate and exchange information at national and international levels.

Criminalisation

14. UNCAC requires States Parties to criminalise corruption related offences involving public officials and the laundering of proceeds of crime. UNCAC encourages States to criminalise a number of other corruption related offences, both generally and within the private sector.

15. With regard to offences involving public officials, UNCAC requires States Parties to criminalise the direct or indirect bribery of national public officials, and the acceptance by national public officials of such bribes (Article 15). The direct or indirect bribery of a foreign public official or an official of an international organisation is criminalised (Article 16), as is the embezzlement, misappropriation or other diversion of property by a public official, where the property has been entrusted to the public official by virtue of his or her position (Article 17).

16. As far as laundering of proceeds of crime, Article 23 of UNCAC requires States Parties to criminalise the conversion of proceeds of crime, as well as the concealment of the origin of proceeds of crime. UNCAC requests that States Parties apply these offences to the widest possible range of predicate offences, and further requires States Parties to provide copies of its laws that give effect to Article 23 to the Secretary General of the United Nations.

Procedural elements to ensure effective criminalisation

Prosecution of offences

17. Article 25 requires States Parties to criminalise unlawful interference in the giving of testimony or in the exercise of official duties by a justice or law enforcement official with regard to offences established under the Convention.

18. Under Article 26, States Parties are required to adopt measures to establish the criminal or civil liability of legal persons for participation in Convention related

offences. States Parties are also required to establish effective and proportionate criminal and non-criminal sanctions for legal persons held liable for such participation (Article 26(4)).

19. Article 27 requires States Parties to adopt legislative and other measures in accordance with their domestic laws to establish as a criminal offence the participation in, preparation for or attempt to commit an offence under the Convention.

20. Under Article 29, States Parties are requested to establish a long statute of limitations period, where appropriate, in which to commence proceedings for any offence covered by the Convention and a longer period where the alleged offender has evaded the administration of justice.

21. Under Article 30 of UNCAC, States Parties are required to ensure that Convention offences attract adequate sanctions having regard to the gravity of each offence, including with regard to public officials, and ensure that any discretionary powers are exercised to maximise effectiveness for law enforcement and deterrence.

Freezing, seizure and confiscation

22. Under Article 31 of UNCAC, States Parties are required to take measures to confiscate property and equipment used in or destined for use in offences covered by the Convention, as well as to confiscate the proceeds of such crimes. States Parties are also required to take measures to enable the identification, tracing, freezing or seizing of the proceeds of crime, property or equipment covered by UNCAC, including empowering courts or other competent authorities to order the production of bank, financial or commercial records (Article 12(7)). Article 12(9) of UNCAC provides that the provisions on confiscation and seizure are not to prejudice the rights of *bona fide* third parties.

Protection of Witnesses and Victims

23. UNCAC endeavours to protect vulnerable individuals and groups who are affected by corruption. Under Article 32, States Parties are required to provide, within available means, effective protection for witnesses, their families, experts and victims. Measures to achieve this may include relocation agreements, or arrangements that protect individuals when giving testimony. UNCAC further requires States Parties to ensure the views and concerns of victims are heard at appropriate stages of criminal proceedings.

24. UNCAC also requires States Parties to ensure that entities or persons who have suffered damage as a result of an act of corruption have the right to initiate legal proceedings against those responsible for that damage in order to obtain compensation (Article 35).

Assisting authorities to combat corruption

25. Under Article 36, States Parties are required to have an independent body or bodies or persons specialised in combating corruption through law enforcement. UNCAC provides that the staff of such body or bodies have the appropriate training and resources to carry out their tasks.

26. Under Article 37, States Parties are required to take appropriate measures to encourage persons who participate in or who have participated in corruption related offences to supply information for investigative and evidentiary purposes, and to provide assistance to competent authorities that contribute to depriving offenders of the proceeds of crime and to recovering such proceeds. Article 38 provides for cooperation between a State Party's public authorities and authorities responsible for investigating and prosecuting criminal offences, while Article 39 provides for States Parties to encourage cooperation between national investigating and prosecuting authorities and the private sector, particularly financial institutions. To facilitate the exchange of information relating to corruption, Article 40 requires States to ensure mechanisms are in place to overcome obstacles arising out of the application of bank secrecy laws.

Jurisdiction

27. Article 42 requires States Parties to take the necessary measures to establish jurisdiction over UNCAC related offences where they are committed either on territory of that State Party, or on board a vessel that is flying the flag of that State Party or an aircraft that is registered under the laws of that State Party at the time the offence is committed.

International cooperation in combating corruption

Extradition

28. Article 44(4) provides that all Convention offences shall be deemed to be included as an extraditable offence in any extradition treaty existing between the States Parties. UNCAC requires States Parties that do not make extradition conditional on the existence of a treaty to recognise Convention offences as extraditable offences between themselves (Article 44(7)). Article 44(8) also provides that extradition shall be subject to the conditions provided for by the domestic law of the requested State Party or by applicable extradition treaties, including the grounds upon which the requested State Party may refuse extradition.

29. Article 44(11) requires a State Party that denies an extradition request on the ground that the fugitive is its national shall, at the request of the State Party seeking extradition, submit the case for domestic prosecution.

30. Article 44(15) provides also that nothing in the Convention shall be interpreted as imposing an obligation to extradite if the requested State Party has substantial grounds for believing that the request has been made for the purpose of prosecuting or punishing a person on account of that person's sex, race, religion, nationality, ethnic origin or political opinions or that compliance with the request would cause prejudice to that person's position for any of these reasons.

31. Article 44(18) provides that States Parties shall seek to conclude bilateral and multilateral agreements or arrangements to carry out or enhance the effectiveness of extradition.

Mutual assistance in criminal matters

32. Under Article 46 of UNCAC mutual legal assistance shall be afforded to the fullest extent possible, under relevant laws, treaties, agreements and arrangements of the requested State Party. This applies to investigations, prosecutions and judicial proceedings in relation to the offences covered by the Convention (Article 46(2)).

33. Article 46(7) of UNCAC provides that in the absence of a mutual assistance treaty between the requesting and requested States, the procedures set out at Paragraphs 9 to 29 of Article 46 will govern mutual legal assistance between States Parties to the Convention.

34. Requests for mutual assistance will be required to be executed in accordance with the domestic law of the requested State Party and, to the extent not contrary to the domestic law of the requested State Party and where possible, in accordance with the procedures specified in the request (Article 46(17)).

35. Requests for mutual legal assistance may be refused in certain circumstances. This includes where the request is not made in conformity with UNCAC; where the requested State Party considers that execution of the request is likely to prejudice its sovereignty, security, public order or other essential interests; where the authorities of the requested State Party would be prohibited by its domestic law from carrying out the action requested with regard to any similar offence, had it been subject to investigation, prosecution or judicial proceedings under their own jurisdiction; if it would be contrary to the legal system of the requested State Party relating to mutual legal assistance for the request to be granted (Article 46(21)).

Direct law enforcement cooperation

36. Article 48 of UNCAC provides that States Parties are required to take measures to cooperate with other States Parties to the Convention to enhance the effectiveness of law enforcement action to combat Convention offences. Measures cover the enhancement of channels of communication, joint investigations, the provision of material for analytical or investigative purposes, and exchanging information on methods used to commit offences under the Convention.

Investigations

37. Where permitted by domestic law, States Parties are required to take steps to allow for the use of controlled delivery and where appropriate, other investigative techniques such as surveillance and undercover operations (Article 50).

Asset Recovery

Prevention and detection of transfers of proceeds of crime

38. Article 52(1) requires States Parties to take measures, in accordance with their domestic laws, that provide for financial institutions to detect suspicious transactions and provide such information to competent authorities. Under Article 52, financial institutions would be required to:

• verify the identity of customers

- take reasonable steps to determine the identity of beneficial owners of funds deposited into high-value accounts, and
- conduct enhanced scrutiny of accounts sought or maintained by or on behalf of individuals who are, or have been, entrusted with prominent public functions and their family members and close associates.

39. States Parties are required under Article 52(2) to issue advisories regarding the types of persons and accounts to which greater scrutiny should be applied, and, where it has been requested by another State Party, to notify financial institutions of the identity of a person to whose accounts additional scrutiny should be applied. Financial institutions are also required to maintain adequate records of accounts and transactions involving such persons (Article 52(3)).

40. Article 52(4) addresses the issue of unregulated financial institutions by requesting that States Parties adopt appropriate measures to prevent the establishment of banks that have no physical presence and which are not affiliated with a regulated financial group.

International cooperation in the confiscation and disposal of the proceeds of crime

41. Under Article 54, States Parties are obliged to cooperate with other State Parties for the purposes of confiscation of the proceeds of crime, property and equipment referred to in Article 31 of the Convention. Article 55 also sets out the procedure to govern requests for assistance.

42. Article 57 of the Convention requires States Parties to give priority to requests from other States Parties for the return of confiscated assets or restoration to legitimate owners to the extent permitted by domestic law. In the case of embezzlement of public funds, the confiscated property would be returned to the State requesting it. In the case of proceeds of any other offence covered by the Convention, the property would be returned subject to the proof of ownership or recognition of the damage caused to a requesting state being provided. In all other cases, priority consideration would be given to the return of confiscated property to the requesting State, to the return of such property to the prior legitimate owners or to compensate the victims.

Financial intelligence unit

43. States Parties are required to cooperate with one another for the purpose of preventing and combating the transfer of proceeds of offences established under the Convention, and encouraged to establish a financial intelligence unit to facilitate this (Article 58).

Training and technical assistance

44. UNCAC obliges States Parties to maintain adequate expertise in its law enforcement personnel responsible for preventing and combating corruption (Article 60). UNCAC also encourages States Parties to take measures to the extent possible, to assist developing countries with technical expertise, resources or both (Article 62).

Dispute settlement

45. Article 66 of UNCAC provides that any dispute between States Parties concerning the interpretation or application of UNCAC that is not resolved through negotiations within a reasonable time may be submitted to arbitration at the request of a party to the dispute. It further provides that in the event that the parties are unable to agree on the organisation of the arbitration within six months of the request for arbitration, any of the parties to the dispute may refer the dispute to the International Court of Justice.

46. A State Party to UNCAC may declare at the time of signature, ratification, acceptance or approval of the Convention that it is not bound by the procedure set out in Article 66. It is not proposed that Australia make such a declaration when ratifying UNCAC.

Conference of the Parties to the Convention

47. Article 63 of UNCAC establishes a Conference of the Parties to the Convention. The purpose of the Conference of Parties is to improve the capacity of States Parties to combat corruption and to promote and review the UNCAC's implementation.

48. The Secretary-General of the United Nations is required to convene the Conference of the Parties not later than one year following the UNCAC's entry into force (Article 63(2)).

49. Australia would be required to provide information to the Conference of the Parties relating to domestic programs, plans and practices, as well as legislative and administrative measures to implement UNCAC, as required by the Conference of the Parties (Article 63(6)).

Implementation

50. All of Australia's mandatory obligations under UNCAC can be implemented administratively or under existing Commonwealth legislation. Regulations will be made under the *Mutual Assistance in Criminal Matters Act 1987* (Cth) and the *Extradition Act 1988* (Cth) to give effect to those obligations under UNCAC that cannot be implemented under existing Commonwealth law and practice.

51. Some States and Territories have indicated areas where their legislation could be improved, but these changes are not necessary for Australia to ratify the Convention.

52. No change to the existing roles of the Commonwealth or the States or Territories in law enforcement will arise as a consequence of the proposed treaty action.

Costs

53. States Parties to UNCAC will incur some expense in the activities of the Conference of the Parties. The rules governing the payment of expenses will be discussed and agreed on by the Conference of the Parties.

54. Article 62(2)(c) allows for States Parties to make voluntary contributions to an account in a United Nations funding mechanism that is specifically designated to provide technical assistance to developing countries in meeting their obligations under the Convention. The Government does not contemplate making contributions to such a fund at the present time.

55. Law enforcement costs associated with activities such as investigations, prosecutions, extradition proceedings and responding to mutual assistance requests will be funded from existing resources.

Consultation

56. The Commonwealth Government consulted with the States and Territories on UNCAC through the Standing Committee on Treaties, relevant ministerial committees, and a series of dedicated information sessions. Details of the consultation process are at **Attachment A**.

Regulation Impact Statement

57. No Regulation Impact Statement is required for the proposed treaty action.

Future Treaty Action

58. Under Article 69, amendments to UNCAC may be proposed by States Parties after the expiry of five years from the entry into force of the Convention. For an amendment to be adopted, an agreement of a two-thirds majority of States Parties present and voting at the meeting of the Conference of the States Parties is required.

59. An adopted amendment to UNCAC would enter into force in respect of a State Party 90 days after the date of the deposit with the Secretary-General of the United Nations of an instrument of ratification, acceptance or approval of such amendment. The amendment would only be binding upon States Parties that express their consent to be bound by it.

60. Amendments to UNCAC would be subject to the Australian treaty making process.

Withdrawal or Denunciation

61. Article 70 of the Convention provides that a State Party may denounce the Convention by written notification to the Secretary-General of the United Nations. Denunciation would become effective one year after the date of receipt of the notification by the Secretary-General.

62. Denunciation would be subject to the Australian treaty making process.

Contact details

Transnational Crime Section Criminal Justice Division Attorney-General's Department.

Consultations

United Nations Convention against Corruption (New York, 31 October 2003) [2003] ATNIF 21

Consultation with Australian States and Territories

1. Four consultation meetings were held by the Commonwealth. The States and Territories were invited to attend each of these.

2. Representatives of Australian Government departments attended each consultation session. State representation at consultation sessions varied.

3. At every consultation meeting, the States and Territories were invited to attend the negotiations in Vienna as part of the Australian delegation. No State or Territory representative expressed an interest in attending.

4. The first consultation meeting was held on 10 December 2002. Representatives from Australian Government departments, Victoria, Queensland, Western Australia, the Australian Capital Territory and Tasmania attended.

5. The second consultation meeting was held on 25 February 2003. Representatives from Australian Government departments, Queensland and the Australian Capital Territory attended.

6. The third consultation meeting was held on 30 April 2003. Representatives from Australian Government departments, Victoria and the Australian Capital Territory attended.

7. The Convention was discussed at the Standing Committee on Treaties (SCOT) meeting on 28 May 2003. At that time, Australia's delegation was preparing for the sixth session of negotiations that were to be held in Vienna, Austria from 21 July 2003 to 18 August 2003.

8. The fourth and final consultation meeting was held on 3 November 2003. Representatives from Australian Government departments, Victoria and the Australian Capital Territory were present.

9. UNCAC was finalised in October 2003 following a seventh and final negotiating session. The Convention was adopted by the UN General Assembly on 31 October 2003.

10. The Convention was discussed at the SCOT meeting on 12 November 2003.

11. The Convention was signed at an official ceremony in Merida, Mexico on 9 December 2003.

12. On 23 February 2004, all Australian States and Territories were notified by email of the Convention's signature. The States and Territories were requested to consider whether their respective legislation complies with the Convention's obligations.

13. From March 2004 to July 2004, all States and Territories responded to this request. All States and Territories, except the Australian Capital Territory, considered that while some of their legislation could be improved, no new legislation was required to comply with UNCAC's obligations. The Australian Capital Territory indicated that no new amendments were required to its legislation to comply with UNCAC.

14. The Convention was again discussed at the SCOT meeting on 29 July 2004. SCOT was informed of State and Territory consultation. SCOT was also informed of the Australian Government's intention to proceed towards ratification (subject at that time to the final agreement of Ministers and the views of JSCOT). The States and Territories did not express any concerns at this time.

Other Consultation

15. Representatives from the Law Institute of Victoria, the Australian Chamber of Commerce and Industry, Deloittes Touche Tohmatsu, Transparency International and KPMG attended the first consultation session on 10 December 2002.

16. Representatives from business and legal groups, Transparency International, the Independent Commission Against Corruption (NSW) (ICAC) and the Crimes and Misconduct Commission (Qld) (CMC) were present at the second consultation meeting on 25 February 2003.

17. In February 2003, Transparency International provided a submission to the Australian Government for consideration at the fifth negotiating session. The submission was a common submission provided to the government delegations of participating national chapters of Transparency International. These comments were taken into account.

18. The Australian Chamber of Commerce and Industry (ACCI) provided comments on the draft Convention in April 2003. The ACCI's comments were taken into account in negotiating the provisions of the Convention.

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United Nations Convention against Corruption (New York, 31 October 2003) [2003] ATNIF 21

| Country | Signature | Ratification, Acceptance (A), Approval (AA), Accession (a) |
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| Afghanistan | 20 February 2004 | |
| Albania | 18 December 2003 | |
| Algeria | 9 December 2003 | 25 August 2004 |
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| Zimbabwe | 20 February 2004 | |

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