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Strasbourg, 21 November 2021

T-CY (2021)26

Cybercrime Convention Committee (T-CY)

25th Plenary Meeting of the T-CY

15 November 2021 (virtual meeting)

Meeting report

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15 November 2021 (virtual meeting)

1. Introduction

The 25th Plenary of the T-CY Committee, meeting online on 15 November 2021, was chaired by Cristina Schulman (Romania).

The plenary session preceded the Octopus Conference (16-18 November), including the special event on the 20th anniversary of the Budapest Convention on Cybercrime on 16 November, and the formal adoption of the Second Additional Protocol to the Convention by the Committee of Ministers on 17 November.

Some 138 representatives of 52 Parties and Observer States, as well as of international organisations and Council of Europe committees participated in this meeting.

2. Decisions

The T-CY decided:

Agenda item 1: Opening of the meeting and adoption of the agenda

- To welcome the progress towards adoption of the Second Additional Protocol since the approval of the draft by the T-CY in May 2021; and in this context thank the Rapporteur Group for Legal Co-operation of the Committee of Ministers for its cooperation and the Parliamentary Assembly of the Council of Europe for its opinion;
- To consider that in order to permit signature of the Protocol by a large number of Parties to the Convention, sufficient time is needed for Parties to complete their internal procedures, and therefore, to recommend a date in May 2022;
- To note the continued interest by States in the Budapest Convention and to welcome the recent invitation to Trinidad and Tobago to accede to the Convention on Cybercrime.

Agenda item 2: Bureau elections

- To elect Diana Carolina Kecan Cervantes (Colombia) and Judith Herrnfeld (Austria) to the two vacant positions in the T-CY Bureau for the remainder of the terms of the current Bureau, that is, to end-2022;
- To thank former Bureau members Camila Bosch Cartagena (Chile) and Vanessa El Khoury-Moal (France) for their contributions to the T-CY in recent years.

Agenda item 3: T-CY workplan 2022-2023

- To adopt the T-CY workplan for 2022-2023.

Agenda item 4: Second Additional Protocol: Informal comments by T-CY Bureau

- to invite the Bureau to provide informal comments to Parties regarding provisions of the Second Additional Protocol upon request. When providing such comments,
 - it should contain a disclaimer that they represent informal reactions from the members of the T-CY Bureau, that they do not alter or supplement the Protocol or its Explanatory Report and do not reflect the views of the position of the governments of members of the T-CY Bureau, of the T-CY, or of the Protocol Drafting Group or Plenary;
 - the identity of the requesting Party should be anonymized;
 - it should also be shared with T-CY members for information.

Agenda item 5: Draft terms of reference (document T-CY (2021)19) for a “T-CY Working group on undercover investigations and extension of searches”

- To adopt the Terms of Reference of a new “T-CY Working group on undercover investigations and extension of searches”;
- To appoint experts from Argentina, Estonia, France (tbc), Georgia, Japan (tbc), Lithuania, and Slovakia to participate in this working group in addition to Bureau members who will participate ex-officio.

Agenda item 6: Next meeting of the T-CY

- To hold the 26th Plenary of the T-CY in the week of 9 May 2022, preferably back-to-back with an event for the opening for signature of the Second Additional Protocol.

Appendix

1 Agenda

<p style="text-align: center;">Plenary T-CY 25</p> <p style="text-align: center;">Monday/Lundi, 15 November/novembre 2020, 12h00 – 17h00</p>	
1. Opening of the 25th Plenary and adoption of the agenda	1. Ouverture de la 25ème session plénière et adoption de l'ordre du jour
2. T-CY Bureau elections*	<p>2. Election du Bureau T-CY*</p> <p>T-CY 23 (30 November 2020) elected a new T-CY Bureau with a mandate of two years. However, two members (Camila Bosch Cartagena (Chile) and Vanessa El Khoury-Moal (France)) have since changed position and are no longer available to exercise Bureau functions. In line with Article 5.3 of the Rules of Procedure, "[I]f a member of the Bureau ceases to be a member of the T-CY or resigns his/her office before its normal expiry, the T-CY may elect a successor for the remainder of the term of that office." According to Article 6.3 elections shall take "into account in particular, geographical distribution, gender balance and legal systems".</p> <p>In order to facilitate elections in this virtual meeting, Parties wishing to express an interest or require clarifications are encouraged to contact the Secretariat by 31 October 2021.</p>
3. T-CY workplan 2022-2023*	<p>3. Plan de travail T-CY 2022-2023*</p> <p>T-CY members are invited to consider the draft T-CY workplan for 2022-2023 (document T-CY(2021)17) prepared by the Bureau in view of adoption.</p>
4. 2nd Additional Protocol: Informal comments by T-CY Bureau	<p>4. 2^{ème} Protocole additionnel : Commentaires informels du Bureau T-CY</p> <p>Certaines Parties ont demandé au Secrétariat de fournir des commentaires sur des dispositions spécifiques du projet de 2^{ème} Protocole additionnel. Le T-CY propose que, lorsque le Secrétariat reçoit de telles demandes, il consulte le Bureau du T-CY qui devrait alors fournir des commentaires sur une base informelle. Cependant, cette fonction de fournir de tels commentaires informels aux Parties par le Bureau nécessite une délégation spécifique par le T-CY en vertu de</p>

<p><u>Procedure</u>. Therefore, the T-CY is invited to consider the following draft decision:</p> <p>The T-CY invites the Bureau to provide informal comments to Parties regarding provisions of the [draft] Second Additional Protocol. When providing such comments,</p> <ul style="list-style-type: none"> - it should contain a disclaimer that it represents informal reactions from the members of the T-CY Bureau, that it does not alter or supplement the Protocol or its Explanatory Report and does not reflect the views of the position of the governments of members of the T-CY Bureau, of the T-CY, or of the Protocol Drafting Group or Plenary; - the identity of the requesting Party should be anonymized; - it should also be shared with the T-CY members for information. 	<p>l'article 8.1.h du <u>règlement intérieur du T-CY</u>. Par conséquent, le T-CY est invité à examiner le projet de décision suivant :</p> <p>Le T-CY invite le Bureau à fournir des commentaires informels aux Parties concernant les dispositions du [projet de] Deuxième Protocole additionnel. Lorsque de tels commentaires sont fournis,</p> <ul style="list-style-type: none"> - il doit contenir un avertissement indiquant qu'il s'agit de réactions informelles des membres du Bureau du T-CY, qu'elles ne modifient ni ne complètent le Protocole ou son Rapport explicatif et qu'elles ne reflètent pas la position des gouvernements des membres du Bureau du T-CY, du T-CY, du Groupe de rédaction du Protocole ou de la Plénière ; - l'identité de la Partie requérante doit être rendue anonyme ; - elle doit également être partagée avec les membres du T-CY pour information.
<p>5. Draft terms of reference (document T-CY (2021)19) for a "T-CY Working group on undercover investigations and extension of searches</p> <p>T-CY 24 (28 May 2021) decided: "To invite the T-CY Bureau to prepare proposals for the further course of action by the T-CY regarding the issues of "undercover investigations by means of computer systems" and "extension of searches". Such draft TOR have now been prepared by the Bureau for consideration by the T-CY.</p>	<p>5. Projet de mandat (document T-CY (2021)19) pour un "Groupe de travail T-CY sur les enquêtes sous couverture et l'extension des recherches"</p> <p>Le T-CY 24 (28 mai 2021) a décidé "d'inviter le Bureau du T-CY à préparer des propositions pour la suite de l'action du T-CY concernant les questions des "enquêtes sous couverture au moyen de systèmes informatiques" et de "l'extension des perquisitions". Ce projet de mandat a maintenant été préparé par le Bureau pour examen par le T-CY.</p>
<p>6. Next meeting of the T-CY*</p> <p>T-CY members are invited to decide on the proposal to hold T-CY 26 on [15-16 June] 2022. /</p>	<p>6. Prochaine réunion du T-CY*</p> <p>Les membres du T-CY sont invités à se prononcer sur la proposition de tenir le T-CY 26 le [15-16 juin] 2022.</p>

2 Working group on undercover investigations and extension of searches:

Terms of Reference¹

Name	T-CY working group on undercover investigations and extension of searches.
Origin	T-CY Working Group under Article 1.1.j of the Rules of Procedure established by decision of the T-CY adopted at [the 25 th Plenary (15 November 2021)]
Duration	1 January – 31 December 2022
Main tasks	<p>To prepare a report containing draft options and recommendations for further action by the T-CY on:</p> <ol style="list-style-type: none"> 1. Undercover investigations by means of a computer system; 2. Extension of searches. <p>The Group shall take into account and build on work carried out by the Protocol Drafting Group between 2017 and 2020 as reflected in documents T-CY(2017)28 and T-CY(2017)33 and consider in particular the added value, risks and safeguards of possible solutions and options for each of these topics, such as, for example, recommending the drafting of guidance notes, documenting experiences and best practices, or negotiation of a binding instrument. However, the purpose of this Working Group is not to draft or negotiate text of a new instrument.</p> <p>The Group shall provide an update to the T-CY at its 26th Plenary and a final report for consideration by the 27th Plenary of the T-CY.</p>
Working methods	<p>The Working Group shall hold its meetings in camera in virtual format or back-to-back with meetings of the T-CY Bureau or Plenary.</p> <p>The Working Group may hold public hearings, invite other experts and consult other stakeholders.</p>
Composition	<ul style="list-style-type: none"> • Bureau members ex-officio with defrayment of cost². • Up to 10 additional T-CY members or experts appointed by State Parties with defrayment of cost³.

¹ As agreed by the 25th Plenary of the T-CY (15 November 2021)

² Subject to the availability of funds.

³ Subject to the availability of funds.

3 T-CY workplan 2022-2023

Strasbourg, 15 November 2021

T-CY (2021)17

Cybercrime Convention Committee (T-CY)

T-CY Workplan

for the period

January 2022 – December 2023

Adopted by the 25th T-CY Plenary (15 November 2021)

Functions of the Cybercrime Convention Committee (T-CY)

- 1 The Cybercrime Convention Committee (T-CY) is the mechanism enabling the "Consultations of the Parties" in line with Article 46 Budapest Convention on Cybercrime which states that the Parties to the Convention "shall ... consult periodically... with a view to facilitating":
 - "the effective use and implementation of this Convention";
 - "the exchange of information";
 - "the consideration of possible supplementation or amendment of the Convention".
- 2 Article 46 is thus the legal basis for the activities of the T-CY. The consultations are to be governed by a "flexible" procedure, leaving it to the Parties to decide how and when to convene.
- 3 The operation and activities of the T-CY are, therefore, defined by [Rules of Procedure](#) as adopted by the T-CY. These state in Article 1 that in pursuance of its functions the T-CY shall:
 - Undertake assessments of the implementation of the Convention by the Parties;
 - Adopt opinions and recommendations on the interpretation and implementation of the Convention, including Guidance Notes;
 - Consider preparing draft legal instruments;
 - Adopt opinions requested by Council of Europe bodies;
 - Review the functioning of 24/7 points of contact;
 - Encourage accessions to the Budapest Convention;
 - Promote common positions of the Parties in international fora;
 - Engage in dialogue with relevant international organisations;
 - Promote capacity building;
 - Establish working groups to address specific questions.

Workplans 2012 – 2021

- 4 The T-CY had previously adopted an Action Plan for the period 2012 – 2013, a [Workplan](#) for the period 2014 – 2015, a [Workplan](#) for 2016 – 2017, a [Workplan](#) for 2018 – 2019/20⁴, and one for [2021](#). Under these workplans, the T-CY, among other things:
 - Carried out three cycles of assessments covering the [preservation](#) provisions of the Convention, the functioning of [mutual legal assistance](#) and [sanctions and measures](#) and ensured follow up to the recommendations of resulting from these assessments;
 - Adopted eleven [Guidance Notes](#);
 - Established and concluded work on [transborder access to data](#) and on [cloud evidence](#);
 - Prepared a [mapping study on cyberviolence](#); and adopted a recommendation leading to the setting up of [an online tool on cyberviolence](#);
 - Prepared draft templates for [MLA requests for subscriber information](#) and for [preservation requests](#);
 - Supported the process of [signatures, ratification and accessions](#) to the Convention. During this period, the number of Parties increased to 66 and 11 States had signed it or been invited to accede as of August 2021;
 - Contributed to the streamlining of the accession procedures to Council of Europe conventions;
 - Pursued common positions in several international meetings;
 - Promoted capacity building as an international approach and closely cooperated with the capacity building activities of the Council of Europe, in particular the [Cybercrime Programme Office of the Council of Europe \(C-PROC\)](#) in Romania;
 - Documented the [use of the Budapest Convention in practice](#);

⁴ In the light of the COVID-19 Pandemic and the postponement of the 23rd T-CY Plenary from June 2020 to 30 November 2020, T-CY members had agreed in May 2020 to extend the workplan to December 2020.

- Contributed to the [Octopus Community](#) with its country wikis, legal profiles and tool on international cooperation;
 - Invited additional international organisations to join the T-CY as observers;
 - Doubled the number of annual meetings; and importantly
 - Launched and finalised the negotiation of the [Second Additional Protocol to the Budapest Convention on enhanced cooperation and disclosure of electronic evidence](#).
- 5 With this important work accomplished, including the successful negotiations on the Second Additional Protocol (2AP), the Budapest Convention will remain highly relevant for years to come.

Strategic directions of the workplan 2022-2023

- 6 Following the conclusion of the negotiations of the 2AP in 2021, the T-CY will be able to resume its core functions in 2022-2023. However, the T-CY will also need to support the anticipated opening for signature and subsequent entry into force and implementation of the 2AP, assume additional functions pursuant to the 2AP and follow up on some issues that have resulted from the protocol negotiations.
- 7 The T-CY will also need to consider, if and when appropriate, legal, policy or technological developments as well as good practices, for example with respect to ransomware, cryptocurrencies or artificial intelligence.
- 8 Following adoption by the UN General Assembly of Resolution 74/247 (December 2019), a new treaty process related to cybercrime commenced in 2021 at the level of the United Nations. T-CY members should cooperate to ensure that any future UN agreement is consistent with the principles of the Budapest Convention on Cybercrime including by providing for the necessary human rights and rule of law safeguards.
- 9 In the light of this, the objectives of the T-CY in 2022-2023 are as follows:

- Objective 1: Support signature and ratification of the Second Additional Protocol to the Budapest Convention

It is expected that the 2AP will be opened for signature in Spring 2022. Preparatory work will be required in Parties to the Convention to permit signature by their representatives. T-CY members are encouraged to facilitate this process. The T-CY Bureau and T-CY members are also encouraged to raise awareness of this Protocol and its benefits, provide an understanding of the Protocol's provisions, and assist interested States in identifying the necessary steps towards signature and ratification.

- Objective 2: Support the quality of implementation of the Convention and its Protocols by the Parties

The preparation of Guidance Notes and assessments of implementation of the Convention are among the core functions that the T-CY will assume following the completion of negotiations of the Second Additional Protocol. The 4th cycle of assessments will thus be initiated under this objective. Furthermore, the T-CY will coordinate with the Cybercrime Programme Office of the Council of Europe (C-PROC) regarding capacity building activities in support of the Convention and its Protocols.

- Objective 3: Enlarge membership in the Convention on Cybercrime

The effectiveness of the Convention increases the more States join them. Therefore, the T-CY will engage in dialogue with States that already signed it or been invited to accede to encourage completion of the process of ratification or accession. The T-CY will also reach out to other States prepared to implement the provisions of the Convention and engage in effective international cooperation in order to encourage accession.

- Objective 4: Ensure the continued relevance of the Budapest Convention

During the preparation of the 2AP, two issues were considered important by Parties, although it was not feasible to include them in the Protocol. It was agreed that more work was needed by the T-CY on these topics, that is, "extension of searches" and "undercover investigations by means of computer systems". A T-CY working group will be established to follow up and identify solutions.

Consideration of significant legal, policy or technological developments related to cybercrime and electronic evidence is also among the core functions of the T-CY, and this may include, if and when appropriate, topics such as ransomware, crypto-currencies or artificial intelligence.

Cybercrime and electronic evidence are transversal challenges that affect other areas of work of the Council of Europe. Therefore, the T-CY will need to increase the engagement with other relevant bodies of the organisation. Examples include the Lanzarote Convention Committee regarding the protection of children against online sexual exploitation and sexual abuse, the Consultative Committee on Data Protection, the Steering Committee on Counter-Terrorism (CDCT), the MONEYVAL anti-money laundering evaluation mechanism or bodies dealing with [artificial intelligence](#).

Especially with the new Protocol, the Budapest Convention will remain the most relevant international treaty on cybercrime in the years to come. However, it will also be necessary to ensure that the principles of this treaty are taken into account as additional international responses are being developed, including in the follow up to UN General Assembly Resolution 74/247 (December 2019). The T-CY will continue to facilitate coordination and common positions by the Parties to rely on the experience of the Budapest Convention so that international responses are effective, meet human rights and rule of law requirements, and maintain a free and open Internet.

- Objective 5: Review the financial resourcing of the Committee

Implementation of the Workplan 2022–2023 requires resources. It is recalled that T-CY 9 (June 2013) agreed on [co-funding the T-CY](#) through voluntary contributions. A number of Parties have since provided voluntary contributions to the project [Cybercrime@Octopus](#) and, since 2021, to the [Octopus Project](#). These helped ensure the functioning of the T-CY so far. However, extra-budgetary funding will remain essential given increased requirements related to growing membership in the Convention and the launch of the Second Additional Protocol.

¹⁰ These priorities can be translated into the following actions.⁵

⁵ This is with the understanding that the support of a Party regarding actions related to the First or Second Additional Protocol may be subject to its status regarding these instruments.

Objectives and actions 2022-2023

Objective 1	Support signature and ratification of the Second Additional Protocol to the Budapest Convention
Action 1.1	<p>Support the opening for signature of the 2AP in Spring 2022, including</p> <ul style="list-style-type: none"> ▪ T-CY members to facilitate domestic procedures to permit signature; ▪ T-CY Bureau and members to raise awareness and provide explanations of the Protocol.
Action 1.2	Prepare a concept regarding additional functions of the T-CY and Secretariat emanating from the 2AP.
Action 1.3	Policy dialogue and other assistance to promote implementation and ratification of the 2AP in addition to the Convention and the First Additional Protocol.
Objective 2	Support the quality of implementation of the Convention and its Protocols by the Parties
Action 2.1	Prepare Guidance Notes to facilitate the application of the Convention by the Parties.
Action 2.2	Initiate the 4 th cycle of assessments in 2022-2023.
Action 2.3	<p>Ensure compliance by Parties with Article 35 (24/7 points of contact)</p> <ul style="list-style-type: none"> ▪ Secretariat to update the directory of contact points and to inform the T-CY should issues arise; ▪ Parties to follow up at domestic levels if necessary.
Action 2.4	Share experience in the implementation of the Protocol to the Budapest Convention on Xenophobia and Racism (ETS 189) by its Parties.
Action 2.5	Promote capacity building through the Cybercrime Programme Office of the Council of Europe (C-PROC) in Bucharest.
Objective 3	Enlarge membership in the Convention on Cybercrime
Action 3.1	Engage in policy dialogue with States that have signed or been invited to accede to the Convention but are not yet Parties in view of completing the process of ratification or accession. This may include T-CY missions to these countries.
Action 3.2	<p>Support accession by States:</p> <ul style="list-style-type: none"> ▪ Encourage States with the necessary level of legislation and capacities to request accession to the Budapest Convention; ▪ Once an accession request and supplementary information have been received, T-CY members <ul style="list-style-type: none"> - to participate actively in the consultations within their governments to reach a decision on the request; - to seek to have their governments participate actively in discussions on accession requests in CoE bodies; ▪ Parties to the Convention and the Council of Europe to provide or facilitate targeted technical assistance, if necessary, to help meet necessary requirements, either through the capacity building programmes of the CoE or other bi- or multilateral actions.

Objective 4	Ensure the continued relevance of the Budapest Convention
Action 4.1	Establish a working group to follow up to the 2AP drafting process on the issues of "extension of searches" and "undercover investigations by means of computer systems".
Action 4.2	Identify and document significant legal, policy or technological developments as well as good practices, including, if and when appropriate, with respect to ransomware, cryptocurrencies or artificial intelligence and challenges related to cybercrime and electronic evidence.
Action 4.3	Ensure transversal coordination with relevant Council of Europe bodies and appoint T-CY members to participate in the work of relevant committees.
Action 4.4	Ensure close coordination between the Parties, ensure representation of the T-CY and facilitate common positions in relevant international meetings on cybercrime.
Action 4.5	Facilitate outreach to States interested in the experience of the Budapest Convention and its Protocols.
Objective 5	Review the financial resourcing of the Committee
Action 5.1	The Secretariat to inform the T-CY at each Plenary on the status of T-CY financing in the light of the decision taken by the T-CY at the 9 th Plenary (June 2013)
Action 5.2	If necessary, T-CY to take further decisions to ensure co-financing of the T-CY.

Appendix

Article 46 – Consultations of the Parties

- 1 The Parties shall, as appropriate, consult periodically with a view to facilitating:
 - a the effective use and implementation of this Convention, including the identification of any problems thereof, as well as the effects of any declaration or reservation made under this Convention;
 - b the exchange of information on significant legal, policy or technological developments pertaining to cybercrime and the collection of evidence in electronic form; c consideration of possible supplementation or amendment of the Convention.
- 2 The European Committee on Crime Problems (CDPC) shall be kept periodically informed regarding the result of consultations referred to in paragraph 1.
- 3 The CDPC shall, as appropriate, facilitate the consultations referred to in paragraph 1 and take the measures necessary to assist the Parties in their efforts to supplement or amend the Convention. At the latest three years after the present Convention enters into force, the European Committee on Crime Problems (CDPC) shall, in co-operation with the Parties, conduct a review of all of the Convention's provisions and, if necessary, recommend any appropriate amendments.
- 4 Except where assumed by the Council of Europe, expenses incurred in carrying out the provisions of paragraph 1 shall be borne by the Parties in the manner to be determined by them.
- 5 The Parties shall be assisted by the Secretariat of the Council of Europe in carrying out their functions pursuant to this article.

4 List of participants / Liste de participants

BUREAU MEMBERS T-CY / MEMBRES DU BUREAU T-CY

ROMANIA / ROUMANIE	Cristina SCHULMANN T-CY Chair / T-CY Présidente Department for International Law and Judicial Cooperation / <i>Département pour le droit international et la coopération judiciaire</i> Ministry of Justice / <i>Ministère de la Justice</i>
PORTUGAL / PORTUGAL	Pedro VERDELHO T-CY Vice-Chair / T-CY Vice-Président Public Prosecutor / <i>Procureur général</i> General Prosecutor's Office of Lisbon / <i>Bureau du procureur général de Lisbonne</i>
AUSTRALIA / AUSTRALIE	Nathan WHITEMAN Department of Home Affairs / <i>Département des affaires intérieures</i>
CANADA / CANADA	Gareth SANSOM Federal Department of Justice / <i>Département fédéral de la justice</i>
SPAIN / ESPAGNE	Miriam BAHAMONDE Ministry of Justice / <i>Ministère de la justice</i>
UNITED KINGDOM / ROYAUME-UNI	Justin MILLAR Home Office / <i>Ministère de l'intérieur</i>
USA / ÉTATS-UNIS D'AMÉRIQUE	Benjamin FITZPATRICK Department of State / <i>Département d'État</i>

MEMBERS T-CY / MEMBRES T-CY

ANDORRA / ANDORRE	Eva GARCIA LLUELLES Ministry of Justice and Interior / <i>Ministère de la Justice et de l'Intérieur</i>
ANDORRA / ANDORRE	Aida GARNICA BARCO Ministry of Justice and Interior / <i>Ministère de la Justice et de l'Intérieur</i>
ARGENTINA / ARGENTINE	Nicolas VIDAL Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
ARGENTINA / ARGENTINE	Horacio AZZOLIN General Attorney's Office / <i>Bureau du procureur général</i>
ARGENTINA / ARGENTINE	Juan José CERDEIRA Ministry of Justice / <i>Ministère de la justice</i>
ARGENTINA / ARGENTINE	Eduardo CIMATO Personal Data Protection National Agency / <i>Agence nationale de protection des données personnelles</i>
ARGENTINA / ARGENTINE	Anastasia DOZO Personal Data Protection National Agency / <i>Agence nationale de protection des données personnelles</i>
ARGENTINA / ARGENTINE	Pedro JANICES Ministry of Security / <i>Ministère de la sécurité</i>

ARGENTINA / ARGENTINE	María MELAZZA Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
ARGENTINA / ARGENTINE	Ricardo MORELLI RUBIO Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
ARGENTINA / ARGENTINE	Catalina Mora MUJICA Personal Data Protection National Agency / <i>Agence nationale de protection des données personnelles</i>
ARGENTINA / ARGENTINE	Dominique PAZ Cybercrime Prosecutor Office / <i>Bureau du procureur chargé de la cybercriminalité</i>
ARGENTINA / ARGENTINE	Natalia RODINO Ministry of Justice / <i>Ministère de la justice</i>
ARGENTINA / ARGENTINE	Augustina SIRVEN Personal Data Protection National Agency / <i>Agence nationale de protection des données personnelles</i>
ARGENTINA / ARGENTINE	Laura ZERILLO Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
AUSTRALIA / AUSTRALIE	Nathan WHITEMAN Department of Home Affairs / <i>Département des affaires intérieures</i>
AUSTRALIA / AUSTRALIE	Kate EPPEL Department of Home Affairs / <i>Département des affaires intérieures</i>
AUSTRALIA / AUSTRALIE	Nathalie ESPINOZA Department of Home Affairs / <i>Département des affaires intérieures</i>
AUSTRIA / AUSTRALIE	Mag. Otto FERRARI Ministry of Justice / <i>Ministère de la justice</i>
AUSTRIA / AUSTRALIE	Judith HERRNFELD Ministry of Justice / <i>Ministère de la justice</i>
AZERBAIJAN / AZERBAIDJAN	Farid HUSEYNOV State Security Service / <i>Services de sécurité de l'Etat</i>
AZERBAIJAN / AZERBAIDJAN	Mushvig ABDULLAYEV Prosecutor's office / <i>Bureau du procureur</i>
AZERBAIJAN / AZERBAIDJAN	İlkin GULLUBAYLI Prosecutor's office / <i>Bureau du procureur</i>
AZERBAIJAN / AZERBAIDJAN	Gunel HUSEYNOVA Investigation and Cybersecurity operations Center / <i>Centre d'enquêtes et d'opérations de cybersécurité</i>
AZERBAIJAN / AZERBAIDJAN	Gadir MAMMADOV Prosecutor's office / <i>Bureau du procureur</i>
AZERBAIJAN / AZERBAIDJAN	Vüqar MƏLIKOV Prosecutor's office / <i>Bureau du procureur</i>
AZERBAIJAN / AZERBAIDJAN	Mammad RAMAZANOV Investigation and Cybersecurity operations Center / <i>Centre d'enquêtes et d'opérations de cybersécurité</i>
BELGIUM / BELGIQUE	Delphine WYNANTS Federal Public Service Justice / <i>Service Public Fédéral Justice</i>

BOSNIA AND HERZEGOVINA / BOSNIE-HERZÉGOVINE	Sabina BARAKOVIĆ Ministry of Security / <i>Ministère de la sécurité</i>
CANADA / CANADA	Gareth SANSOM Federal Department of Justice / <i>Département fédéral de la justice</i>
CANADA / CANADA	Tom BEVERIDGE Counsellor, International Criminal Operations Mission of Canada to the EU / <i>Conseiller, Mission d'opérations criminelles internationales du Canada auprès de l'UE</i>
CANADA / CANADA	Anne-Marie LE BEL Federal Department of Justice / <i>Département fédéral de la justice</i>
CANADA / CANADA	Tebello MOROJELE Department of Global Affairs / <i>Département des affaires mondiales</i>
CANADA / CANADA	Jacqueline PALUMBO Ministry of Justice / <i>Ministère de la justice</i>
CANADA / CANADA	Normand WONG Ministry of Justice / <i>Ministère de la justice</i>
CHILE / CHILI	Pablo Andres CASTRO HERMOSILLA Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
CHILE / CHILI	Mauricio FERNANDEZ MONTALBA Public Prosecutor's Office / <i>Bureau du Procureur général</i>
CHILE / CHILI	Valeria JELVEZ Public Prosecutor's Office / <i>Bureau du Procureur Général</i>
CHILE / CHILI	Rodrigo PENA Public Prosecutor's Office / <i>Bureau du Procureur général</i>
CHILE / CHILI	Antonio SEGOVIA ARANCIBIA Public Prosecutor's Office / <i>Bureau du Procureur général</i>
COLOMBIA / COLOMBIE	Diana Carolina KECAN CERVANTES Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
COLOMBIA / COLOMBIE	Rodrigo ACEVEDO National Police / <i>Police nationale</i>
COLOMBIA / COLOMBIE	Jefferson Rolando ROJAS RODRIGUEZ Attorney's General Office / <i>Bureau du procureur général</i>
COSTA RICA / COSTA RICA	Juan Carlos CUBILLO MIRANDA Costa Rican Attorney General Office / <i>Bureau du Procureur général au Costa Rica</i>
COSTA RICA / COSTA RICA	Elizeth HERNÁNDEZ CÉSPEDES Costa Rican Attorney General Office / <i>Bureau du Procureur général au Costa Rica</i>
CROATIA / CROATIE	Ivan GLAVIĆ County State Attorney's Office in Zagreb / <i>Bureau du procureur de Zagreb</i>
CROATIA / CROATIE	Ivana SKITARELIĆ Ministry of Justice and Public Administration / <i>Ministry of Justice and Public Administration</i>
CZECH REPUBLIC / RÉPUBLIQUE TCHÈQUE	Jakub PASTUSZEK Ministry of Justice / <i>Ministère de la justice</i>

DOMINICAN REPUBLIC / <i>REPUBLIQUE DOMINICAINE</i>	Claudio PEGUERO National Police / <i>Police nationale</i>
DOMINICAN REPUBLIC / <i>REPUBLIQUE DOMINICAINE</i>	Cesar MOLINE Institute for Telecommunications / <i>Institut des télécommunications</i>
ESTONIA / <i>ESTONIE</i>	Markko KÜNNAPU Ministry of Justice / <i>Ministère de la justice</i>
FINLAND / <i>FINLANDE</i>	Janne KANERVA Ministry of Justice / <i>Ministère de la justice</i>
FINLAND / <i>FINLANDE</i>	Jouko HUHTAMAKI Ministry of the Interior, Police Department / <i>Ministère de l'intérieur, département de la police</i>
FRANCE / <i>FRANCE</i>	Caroline BOTSCHI Ministry of Justice / <i>Ministère de la justice</i>
GEORGIA / <i>GEORGIE</i>	Givi BADGAVADZE Office of the Attorney General / Bureau du procureur général
GERMANY / <i>ALLEMAGNE</i>	Markus BUSCH Federal Ministry of Justice and Consumer Protection / <i>Ministère fédéral de la justice et de la protection des consommateurs</i>
GERMANY / <i>ALLEMAGNE</i>	Representative / Représentant.e Federal Ministry of Justice and Consumer Protection / <i>Ministère fédéral de la justice et de la protection des consommateurs</i>
GREECE / <i>GRÈCE</i>	Efstratios MATAKOULIAS Ministry of Citizen Protection / <i>Ministère de la protection des citoyens</i>
HUNGARY / <i>HONGRIE</i>	Nora BAUS Ministry of Interior / <i>Ministère de l'Intérieur</i>
ITALY / <i>ITALIE</i>	Francesco CAJANI Deputy Public Prosecutor / <i>Procureur général adjoint</i>
ICELAND / <i>ISLANDE</i>	Guðmundur Þórir Steinþórsson Ministry of Justice / <i>Ministère de la justice</i>
ICELAND / <i>ISLANDE</i>	Hinrika Sandra Ingimundardóttir Ministry of Justice / <i>Ministère de la justice</i>
ISRAEL / <i>ISRAEL</i>	Haim WISMONSKY State Attorney's Office / <i>Bureau du procureur général</i>
ISRAEL / <i>ISRAEL</i>	Nitsan RACHMILEVITCH Ministry of Justice / <i>Ministère de la justice</i>
ISRAEL / <i>ISRAEL</i>	Tal WITKON Police / <i>Police</i>
JAPAN / <i>JAPON</i>	Satoshi YANAGISAWA Ministry of Foreign Affairs/ <i>Ministère des affaires étrangères</i>
JAPAN / <i>JAPON</i>	Masahiro DOGAUCHI Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
JAPAN / <i>JAPON</i>	Hikaru IWAKI Consulate-General of Japan in Strasbourg / <i>Consulat général du Japon à Strasbourg</i>
JAPAN / <i>JAPON</i>	Kei KOIDE Ministry of Justice/ <i>Ministère de la justice</i>

JAPAN / JAPON	Homare MAKINO National Police Agency / Agence nationale de la police
JAPAN / JAPON	Kazunori SONOHARA National Police Agency / Agence nationale de la police
JAPAN / JAPON	Yoshie TAKEUCHI National Police Agency / Agence nationale de la police
LATVIA / LETONIE	Olegs OLINS State Police / Police nationale
LATVIA / LETONIE	Janis KARKLINS Ministry of Foreign Affairs / Ministère des affaires étrangères
LATVIA / LETONIE	Kristina TIMOFEJEVA State Police / Police nationale
LIECHENSTEIN / LIECHTENSTEIN	Dominic SPRENGER Office for Foreign Affairs / Bureau des affaires étrangères
LITHUANIA / LITHUANIE	Michail ZAJAC Criminal Police Bureau / Bureau de Police criminelle
LUXEMBOURG / LUXEMBOURG	Cindy COUTINHO Ministry of Justice/ Ministère de la justice
MALTA / MALTE	Jacqueline PISANI Ministry for Justice, Culture and Local Government (MJCL) / Ministère de la justice, de la culture et des collectivités locales
MOLDOVA / MOLDAVIE	Vaaceslav SOLTAN Prosecutor's office / Bureau du procureur
MOROCCO / MAROC	Taki ABDELJALIL DGST / DGST
MOROCCO / MAROC	Abderrahman ELLAMTOUNI Public Ministry / Ministère public du Maroc
MOROCCO / MAROC	Salim ALAMI DGSN / DGSN
MOROCCO / MAROC	Hamza ESSAID Public Ministry / Ministère public du Maroc
MOROCCO / MAROC	Layla EZZOUINE DGSN / DGSN
MOROCCO / MAROC	Ahmed TAHIRI ALAOUI Public Ministry / Ministère public du Maroc
NORWAY / NORVÈGE	Eirik Trønnes HANSEN National Criminal Investigation Service /
PERU / PÉROU	Rocio GALA GALVEZ Public Ministry / Ministère public
PERU / PÉROU	Aurora Remedios Fatima CASTILLO FUERMAN Public Ministry / Ministère public
PERU / PÉROU	Ana Melissa GOMEZ PALACIOS Public Ministry / Ministère public
PERU / PÉROU	Lizet Nancy RODRIGUEZ ROCHA Provincial Deputy Prosecutor and Alternate point of contact for the 24/7 Network / Procureur adjoint provincial et point de contact suppléant pour le

	réseau 24/7
PHILIPPINES / PHILIPPINES	Angela Marie DE GRACIA Department of Justice / <i>Département de la justice</i>
POLAND / POLOGNE	Rafal KIERZYNKA Ministry of Justice / <i>Ministère de la justice</i>
POLAND / POLOGNE	Tomasz IWANOWSKI National Prosecutor's Office / <i>Bureau du procureur national</i>
POLAND / POLOGNE	Agnieszka GRYSZCZYNSKA National Prosecutor's Office / <i>Bureau du procureur national</i>
PORTUGAL / PORTUGAL	Pedro VERDELHO T-CY Vice-Chair / T-CY Vice-Président Public Prosecutor / <i>Procureur général</i> General Prosecutor's Office of Lisbon / <i>Bureau du procureur général de Lisbonne</i>
ROMANIA / ROUMANIE	Cristina SCHULMANN T-CY Chair / T-CY Présidente Department for International Law and Judicial Cooperation / <i>Département pour le droit international et la coopération judiciaire</i> Ministry of Justice / <i>Ministère de la Justice</i>
ROMANIA / ROUMANIE	Ioana ALBANI Prosecutor / <i>Procureur</i>
SERBIA / SERBIE	Nikola NAUMOVSKI Ministry of Justice / <i>Ministère de la justice</i>
SERBIA / SERBIE	Branko STAMENKOVIC Public Prosecutor's Office / <i>Bureau du procureur</i>
SLOVAKIA / SLOVAQUIE	Zuzana ŠTOFOVÁ Ministry of Justice / <i>Ministère de la justice</i>
SLOVAKIA / SLOVAQUIE	Branislav BOHACIK General Prosecutor's Office / <i>Bureau du procureur général</i>
SLOVENIA / SLOVENIE	Toni KASTELIC Ministry of Interior / <i>Ministère de l'intérieur</i>
SPAIN / ESPAGNE	Maria Elvira TEJADA DE LA FUENTE General Prosecutor's Office / <i>Bureau du procureur général</i>
SPAIN / ESPAGNE	Miriam BAHAMONDE Ministry of Justice / <i>Ministère de la justice</i>
SPAIN / ESPAGNE	Alvaro DE LOSSADA Ministry of Justice / <i>Ministère de la justice</i>
SRI LANKA / SRI LANKA	Jayantha FERNANDO Sri Lanka CERT / <i>Sri Lanka CERT</i>
SWEDEN / SUÈDE	Cecilia JOHANSSON Ministry of Justice / <i>Ministère de la justice</i>
SWITZERLAND / SUISSE	Françoise NICATI Federal Office of Justice / <i>Office fédéral de justice</i>
TURKEY / TURQUIE	Muhammed REVAHA OZTURK National Police / <i>Police nationale</i>

TURKEY / TURQUIE	Umut Mahmut ADANIR Ministry of Justice / <i>Ministère de la justice</i>
TURKEY / TURQUIE	Guray GÜÇLÜ Permanent Representation of Turkey to the Council of Europe / <i>Représentation permanente de la Turquie auprès du Conseil de l'Europe</i>
UKRAINE / UKRAINE	Oleksii GICHKO State Security Service / <i>Service de sécurité de l'État</i>
UKRAINE / UKRAINE	Representative / Représentant.e State Security Service / <i>Service de sécurité de l'État</i>
UNITED KINGDOM / ROYAUME-UNI	Justin MILLAR Home Office / <i>Ministère de l'intérieur</i>
USA / ÉTATS-UNIS D'AMÉRIQUE	Benjamin FITZPATRICK Department of State / <i>Département d'État</i>
USA / ÉTATS-UNIS D'AMÉRIQUE	Katherine HARMAN-STOKES Department of Justice / <i>Département de la justice</i>
USA / ÉTATS-UNIS D'AMÉRIQUE	Erica O'NEIL Department of Justice / <i>Département de la justice</i>
USA / ÉTATS-UNIS D'AMÉRIQUE	Sheri SHEPHERD-PRATT Department of Justice / <i>Département de la justice</i>
USA / ÉTATS-UNIS D'AMÉRIQUE	Hannah MEYER Department of Justice / <i>Département de la justice</i>

OBSERVER STATES / PAYS OBSERVATEURS

BRAZIL / BRESIL	Neide CARDOSO DE OLIVEIRA Federal Prosecution Service (MPF) / <i>Service fédéral des poursuites</i>
BRAZIL / BRESIL	Carlos Eduardo DA CUNHA OLIVEIRA MFA / <i>MFA</i>
BRAZIL / BRÉSIL	Fernanda TEIXEIRA SOUZA Coordinator of the Advisory Group on Cybercrime of the MPF's Criminal Chamber / <i>Coordinatrice du Groupe consultatif sur la cybercriminalité de la Chambre pénale du MPF</i>
IRELAND	Richard GOW Department of Justice / <i>Département de la justice</i>
RUSSIAN FEDERATION / FÉDÉRATION DE RUSSIE	Dmitry BUKIN Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
RUSSIAN FEDERATION / FÉDÉRATION DE RUSSIE	Airat KHAMIDULLIN Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
RUSSIAN FEDERATION / FÉDÉRATION DE RUSSIE	Ekaterina MIKHALEVA Prosecutor's Office / <i>Bureau du procureur</i>
RUSSIAN FEDERATION / FÉDÉRATION DE RUSSIE	Alexey PRIHODCHENKO Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
RUSSIAN FEDERATION / FÉDÉRATION DE RUSSIE	Vadim RETYUNSKI Ministry of Foreign Affairs / <i>Ministère des affaires étrangères</i>
RUSSIAN FEDERATION / FÉDÉRATION DE RUSSIE	Maria SUBBOTINA YUKNO Permanent Representation of Russia to the Council of Europe / <i>Représentation permanente de la Russie auprès du Conseil de l'Europe</i>

OBSERVER ORGANISATIONS / ORGANISATIONS OBSERVATRICES

EUROPEAN COMMISSION / COMMISSION EUROPÉENNE	Tjabbe BOS DG HOME
EUROPEAN COMMISSION / COMMISSION EUROPÉENNE	Zrinka SALAJ DG HOME
EUROPEAN UNION AGENCY FOR CYBERSECURITY / AGENCE EUROPÉENNE DE CYBER-SÉCURITÉ	Silvia PORTESI Cybersecurity Expert / <i>Expert sécurité</i>
EUROJUST	Mieke DE VLAMINCK Judicial Cooperation Advisor – Cybercrime Team / <i>Conseillère en coopération judiciaire</i>
EUROJUST	Jorge ESPINA

CONSULTANTS / CONSULTANTS

Betty SHAVE T-CY consultant / <i>consultante T-CY</i>
Marcos SALT Consultant / <i>Consultant</i>

COUNCIL OF EUROPE COMMITTEES / COMITÉS DU CONSEIL DE L'EUROPE

T-ES (Lanzarote Committee)	Maria José de FIGUEROLA FRAZAO DE CASTELLO-BRANCO Vice-Chair / Vice-présidente
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COUNCIL OF EUROPE SECRETARIAT / SECRETARIAT DU CONSEIL DE L'EUROPE

Jorg POLAKIEWICZ Director / Directeur	DIRECTORATE OF LEGAL ADVICE AND PUBLIC INTERNATIONAL LAW / DIRECTION DU CONSEIL JURIDIQUE ET DU DROIT INTERNATIONAL PUBLIC
Alexander SEGER Executive Secretary of the Cybercrime Convention Committee / Secrétaire exécutif du Comité de la Convention sur la Cybergénéralité	Head of Cybercrime Division / Chef de la Division Cybercrime Head of Cybercrime Programme Office (C-PROC) / Chef du Bureau / Bureau du programme sur la cybergénéralité (C-PROC)
	DIRECTORATE GENERAL HUMAN RIGHTS AND RULE OF LAW – INFORMATION SOCIETY – ACTION AGAINST CRIME DIRECTORATE / DIRECTION GÉNÉRALE DES DROITS DE L'HOMME ET DE L'ÉTAT DE DROIT – SOCIÉTÉ DE L'INFORMATION – DIRECTION DE L'ACTION CONTRE LE CRIME
Céline DEWAELE Programme Assistante / <i>Assistante de programme</i> Cybercrime Division / <i>Division de la Cybergénéralité</i>	DIRECTORATE GENERAL HUMAN RIGHTS AND RULE OF LAW – INFORMATION SOCIETY – ACTION AGAINST CRIME DIRECTORATE / DIRECTION GÉNÉRALE DES DROITS DE L'HOMME ET DE L'ÉTAT DE DROIT – SOCIÉTÉ DE L'INFORMATION – DIRECTION DE L'ACTION CONTRE LE CRIME
Gratiela DUMITRESCU Project Assistant / <i>Assistante de projet</i>	DIRECTORATE GENERAL HUMAN RIGHTS AND RULE OF LAW – INFORMATION SOCIETY – ACTION AGAINST CRIME DIRECTORATE / DIRECTION GÉNÉRALE DES DROITS DE L'HOMME ET DE L'ÉTAT DE DROIT

Cybercrime Division / <i>Division de la Cybercriminalité</i>	– SOCIÉTÉ DE L'INFORMATION – DIRECTION DE L'ACTION CONTRE LE CRIME
Ioana LAZAR Senior Project Officer / <i>Chef de projet senior</i> Cybercrime Division / <i>Division de la Cybercriminalité</i>	DIRECTORATE GENERAL HUMAN RIGHTS AND RULE OF LAW – INFORMATION SOCIETY – ACTION AGAINST CRIME DIRECTORATE / DIRECTION GÉNÉRALE DES DROITS DE L'HOMME ET DE L'ÉTAT DE DROIT – SOCIÉTÉ DE L'INFORMATION – DIRECTION DE L'ACTION CONTRE LE CRIME
Floriane SPIELMANN Project Assistant / <i>Assistante de projet</i> Cybercrime Division / <i>Division de la Cybercriminalité</i>	DIRECTORATE GENERAL HUMAN RIGHTS AND RULE OF LAW – INFORMATION SOCIETY – ACTION AGAINST CRIME DIRECTORATE / DIRECTION GÉNÉRALE DES DROITS DE L'HOMME ET DE L'ÉTAT DE DROIT – SOCIÉTÉ DE L'INFORMATION – DIRECTION DE L'ACTION CONTRE LE CRIME

INTERPRETERS / INTERPRÈTES

HILL
LARACUENTE
JOGUET
GUITTONNEAU
LLUCH FAHL
ADLINGTON
TANNER
MUMBRU