

In early 2009, the final Transitional Federal Government began its work. Somali security forces, supported by the African Union Mission in Somalia, and troops from Uganda and Burundi and now Kenya and Djibouti began to drive al-Shabaab out of cities and towns. Humanitarian aid finally began getting to the people in need. Local governments resumed their work. Commerce and travel began to pick up. Now progress was halting at times, but it was unmistakable. And today, thanks to the extraordinary partnership between the leaders and people of Somalia, with international supporters, al-Shabaab has been driven from Mogadishu and every other major city in Somalia.

While this fight was going on, at the same time, Somalia's leaders worked to create a functioning democratic government. Now that process, too, was quite challenging. But today, for the first time in two decades, this country has a representative government with a new president, a new parliament, a new prime minister, and a new constitution. Somalia's leaders are well aware of the work that lies ahead of them, and that it will be hard work. But they have entered into this important mission with a level of commitment that we find admirable.³

While the United States envisions greater diplomatic engagement with Somalia, it does not now plan to open an embassy in Mogadishu. According to a U.S. Department of State statement:

In recognizing President Hassan Sheikh's government as the Government of Somalia, the United States is committing to sustained diplomatic engagement with the Somali authorities. The United States will continue its engagement in Somalia through personnel in the Somalia Unit, which is co-located with the U.S. Embassy in Nairobi, Kenya, and led by Special Representative for Somalia James Swan. We have increased our travel to Somalia over the last six months, and plan even more robust engagement within the country as security permits.⁴

INTERNATIONAL ORGANIZATIONS

United States Promotes Informal Multilateral Counterterrorism Mechanism

The United States is increasingly utilizing informal processes and institutions, rather than established public international organizations having international legal personality, to pursue significant foreign policy goals. One such institution is the Global Counterterrorism Forum (GCTF), which in December 2012 held a ministerial-level plenary session in Abu Dhabi.¹ The Forum "aims to help countries around the world enhance their capacities—and especially those of their civilian institutions—to meet the terrorist threats within their borders and regions."² Following is a substantial excerpt from a fact sheet describing GCTF as issued by its cochairs, Turkey and the United States:

³ U.S. Dep't of State Press Release No. 2013/0040, Remarks with President of Somalia Hassan Sheikh Mohamud After Their Meeting (Jan. 17, 2013), at <http://www.state.gov/secretary/rm/2013/01/202998.htm>.

⁴ U.S. Dep't of State Press Release No. 2013/0039, Somalia President Hassan Sheikh Mohamud's Visit to Washington, DC (Jan. 17, 2013), at <http://www.state.gov/r/pa/prs/ps/2013/01/202997.htm>.

¹ U.S. Dep't of State Press Release No. 2012/1991, Ministerial Plenary Co-chairs Fact Sheet: The Deliverables (Dec. 14, 2012), at <http://www.state.gov/r/pa/prs/ps/2012/12/202090.htm>.

² *Id.*

What: The GCTF is an informal, multilateral counterterrorism (CT) platform that focuses on identifying critical civilian CT needs, mobilizing the necessary expertise and resources to address such needs and enhance global cooperation. Launched by Turkish Foreign Minister Ahmet Davutoglu and U.S. Secretary of State Hillary Clinton on 22 September 2011, the Forum, with its 30 founding members (29 countries and the EU), regularly convenes key CT policymakers and practitioners from nations around the world, as well as experts from the United Nations and other multilateral bodies. It aims to strengthen the international architecture for addressing 21st century terrorism and promotes a strategic, long-term approach to dealing with the threat. The Forum identifies urgent needs, devises solutions, and mobilizes resources for addressing key CT challenges facing civilian institutions. With its primary focus on countering violent extremism and strengthening criminal justice and other rule of law institutions that deal with terrorism, the GCTF aims to diminish terrorist recruitment and increase countries' capabilities for dealing with terrorist threats within their borders and regions.

Who: The 30 founding members of the GCTF are: Algeria, Australia, Canada, China, Colombia, Denmark, Egypt, the European Union, France, Germany, India, Indonesia, Italy, Japan, Jordan, Morocco, The Netherlands, New Zealand, Nigeria, Pakistan, Qatar, Russia, Saudi Arabia, South Africa, Spain, Switzerland, Turkey, the United Arab Emirates, the United Kingdom, and the United States.

Structure: The GCTF consists of a strategic-level Coordinating Committee, co-chaired initially by the United States and Turkey; five thematic and regional expert-driven working groups; and a small administrative unit. The working groups focus on: 1) the criminal justice sector and rule of law, co-chaired by Egypt and the U.S.; 2) countering violent extremism, co-chaired by the UAE and the UK; 3) capacity building in the Sahel, co-chaired by Algeria and Canada; 4) capacity building in The Horn of Africa Region, co-chaired by the EU and Turkey; and 5) capacity building in Southeast Asia, co-chaired by Australia and Indonesia.

Relationship to the United Nations: The United Nations (UN) is a close partner of the GCTF and a regular participant in its activities. The GCTF takes a central part of its mission the implementation of the UN Global Counterterrorism Strategy and, more broadly, its work complements and reinforces existing multilateral CT efforts, starting with those of the UN.

September 2011 Launch: Two concrete deliverables were announced at the launch in New York, which demonstrated from its inception the Forum's action-oriented approach: 1) The Cairo Declaration on Counterterrorism and the Rule of Law and \$90 million to support CT-related strengthening of criminal justice systems, with a particular focus on countries in transition; and 2) the UAE's declaration of its intention to open in Abu Dhabi the first-ever international center for training, dialogue, research, and collaboration on countering violent extremism in the fall of 2012.³

June 2012 Ministerial: A number of deliverables were announced at the ministerial meeting in Istanbul in the Forum's two areas of strategic priority. These included the adoption of two sets of good practices. One set focuses on the criminal justice sector (the Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal

³ [Editor's note: This institution was launched in December 2012. See U.S. Dep't of State Press Release No. 2012/1992, Ministerial Plenary Co-chairs Fact Sheet: International Center of Excellence for Countering Violent Extremism (Dec. 14, 2012), at <http://www.state.gov/r/pa/prs/ps/2012/12/202089.htm>.]

Justice Sector⁴) and the other on prisons (the Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders⁵). These documents are designed to serve as practical guides for implementing CT-related capacity-building activities in the criminal justice sphere.

The Rabat Memorandum includes a set of good practices for police, prosecutors, judges, and other criminal justice officials to implement and promote a rule of law-based criminal justice sector response to terrorism. These good practices form the basis for many of the criminal justice-related CT capacity-building efforts of GCTF members and partners.

The Rome Memorandum emphasizes the importance of a rule of law-based approach to the management of prisons, which are among the most notorious incubators of violent extremism. The document notes that programs focused on rehabilitation of violent extremist offenders are only likely to succeed when they are set in an environment that is safe, secure, and well-regulated. This document is being used as the basis for technical assistance and other bilateral and UN-led capacity-building programs that the GCTF is helping to develop and support.

In addition, GCTF members announced an additional \$85 million in capacity-building projects, including a number involving the UN and other multilateral bodies, to support the implementation of these good practices documents.

Finally, Tunisian Foreign Minister Rafik Abdesslem announced that Tunisia would host the International Institute for Justice and the Rule of Law. The Institute will be dedicated to providing interested governments with the training necessary to strengthen criminal justice and other rule of law institutions. Some GCTF members have already expressed their interest in providing financial and expert support to the development of the Institute and are now working closely with the Tunisian Government so the Institute can become operational by the end of 2014.⁶

INTERNATIONAL OCEANS, ENVIRONMENT, HEALTH, AND AVIATION LAW

New U.S.-Mexican Agreement on Allocation of Colorado River Water

The International Boundary and Water Commission, United States and Mexico (IBWC), is responsible for implementing the boundary and water treaties between the two countries.¹ In November 2012, at a ceremony in San Diego, U.S. and Mexican commissioners signed Minute 319, a complex agreement addressing uses of Colorado River water in times of low and

⁴ [Editor's note: The Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector is available online at <http://www.thegctf.org/documents/10162/19594/Rabat+Memorandum+on+Good+Practices+for+Effective+Counterterrorism+Practice+in+the+Criminal+Justice+Sector>.]

⁵ [Editor's note: The Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders is available online at <http://www.thegctf.org/documents/10162/19594/Rome+Memorandum+on+Good+Practices+for+Rehabilitation+and+Reintegration+of+Violent+Extremist+Offenders>.]

⁶ U.S. Department of State Press Release No. 2012/1990, Ministerial Plenary Co-chairs Fact Sheet: About the GCTF (Dec. 14, 2012), at <http://www.state.gov/r/pa/prs/ps/2012/12/202088.htm>.

¹ For background on the IBWC, see <http://www.ibwc.gov/home.html>.