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THE EUROPEAN UNION**

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NOTE

from : Presidency and CT Co-ordinator
to : Coreper

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Subject : The European Union Counter-Terrorism Strategy

1. On 25 October Coreper discussed draft slides which set out the structure of a proposed Counter-Terrorism Strategy for the European Union. Following that discussion, the Presidency and CT Co-ordinator have revised the slides to reflect Member States' comments. Further work has also been done to develop the Strategy more fully.

2. Delegations will find attached:

- (a) Revised slides setting out the EU CT Strategy;
- (b) A draft narrative setting out in more detail the objectives under each of the strands of the Strategy, and
- (c) A revised Counter-Terrorism Action Plan, which has been restructured to follow the four strands of the Strategy, and from which any completed measures, or measures without a strong link to CT, have been removed, leaving a focus on the most important and relevant measures.

3. In Coreper this week the Presidency would like to have a short high level discussion of these documents. To facilitate Coreper's focus on the high level issues, the Presidency would welcome written comments from delegations on all three documents, but particularly on the Action Plan, by 5pm on Friday 18 November.

4. The key questions for Coreper this week are:

- (a) Are Member States content with the revised slides? Is this format suitable for a document going to the European Council?
- (b) Are Member States content with the overall structure of the narrative and Action Plan?



THE EUROPEAN UNION COUNTER-TERRORISM STRATEGY

PREVENT PROTECT DISRUPT RESPOND

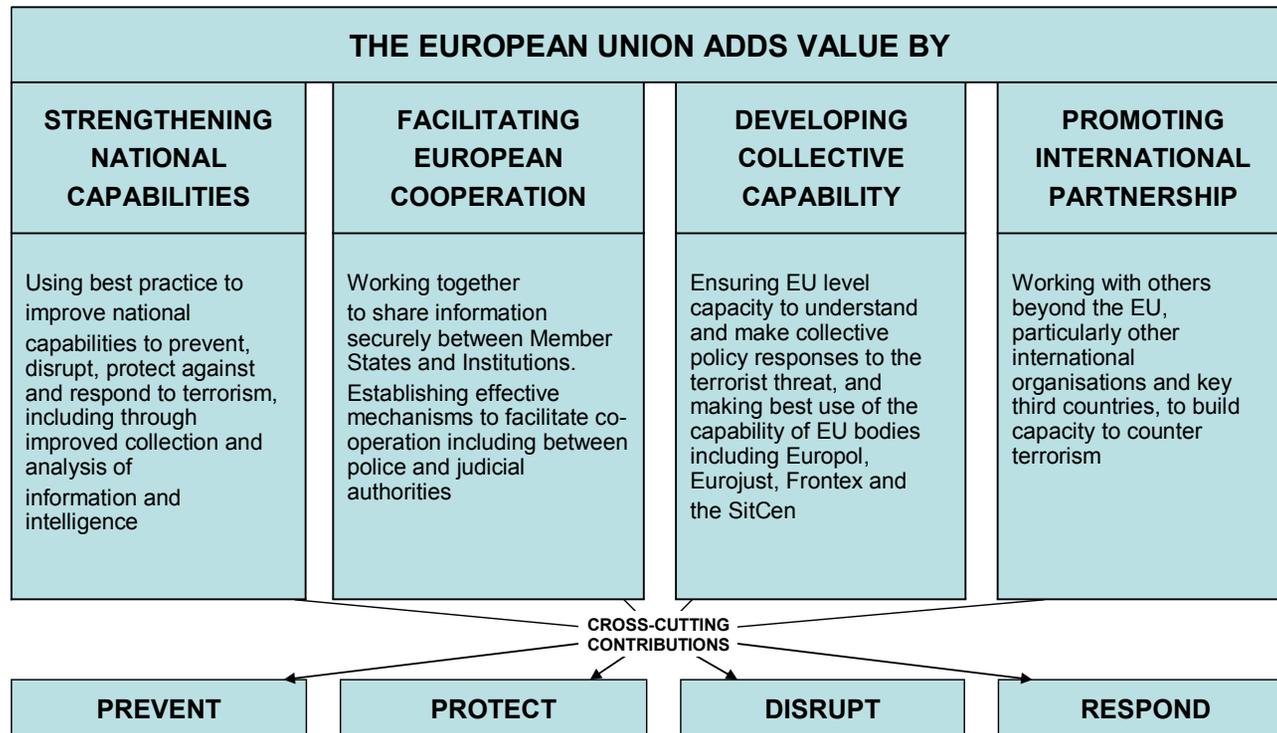
The European Union's strategic commitment:

*To combat terrorism globally, and make Europe safer, allowing its peoples
to live in freedom, security and justice, within a framework that respects human rights*

The EU 's Counter-Terrorism Strategy covers four strands of work, fitting under its strategic commitment:



To deliver work under these four strands, and given that Member States have the primary responsibility for combating terrorism, the EU can add value towards our objectives in four main ways:



**The EU should pursue its goals in a democratic and accountable way.
Political oversight of the Strategy and regular follow-up will be essential:**

EUROPEAN COUNCIL: POLITICAL OVERSIGHT

THE HIGH-LEVEL POLITICAL DIALOGUE ON COUNTER-TERRORISM
COUNCIL - EUROPEAN PARLIAMENT- COMMISSION
Meeting once per Presidency to ensure inter-institutional governance

COREPER monitoring progress on the four strands of the Strategy
with regular updates by Counter-Terrorism Co-ordinator and Commission

PREVENT

PROTECT

DISRUPT

RESPOND

THE EU COUNTER-TERRORISM STRATEGY: NARRATIVE

PREVENT

PROTECT

DISRUPT

RESPOND

Strategic Commitment: To combat terrorism globally, and make Europe safer, allowing its peoples to live in freedom, security and justice, within a framework that respects human rights

PREVENT

1. In order to prevent people from turning to terrorism and to stop the next generation of terrorists from emerging, the EU has agreed a comprehensive strategy (summarised below) for combating radicalisation and recruitment into terrorism.
2. Terrorism can never be justified. The vast majority of Europeans, irrespective of belief, do not accept extremist ideology. Even amongst the small number that do, only a few turn to terrorism. The decision to become involved in terrorism varies from one individual to another, even though the motives behind such a decision are often similar. We must identify and counter the ways, propaganda and conditions through which people are drawn into terrorism.
3. The challenge of combating radicalisation and terrorist recruitment lies primarily with the Member States, at a national, regional and local level. Work at EU level, in particular the contribution of the European Commission, can provide an important framework to help co-ordinate national policies; share information and determine good practice. But addressing this challenge is beyond the power of governments alone. Al-Qa'ida and those inspired by it will only be defeated with the engagement of the people, and especially the Muslim populations, of Europe and beyond.
4. There are practical steps an individual must take to become involved in terrorism. To counter terrorist recruitment, we will disrupt the activities of the networks and individuals who draw people into terrorism.

5. The propagation of a particular extremist worldview brings individuals to consider and justify violence. To counter radicalisation, we need to ensure that voices of mainstream opinion prevail over those of extremism by engaging with Muslim organisations and faith groups that reject the ideas put forward by Al Qa'ida and others.
6. There is a range of conditions in society which may create an environment in which individuals can become more easily radicalised. To counter this we must promote yet more vigorous security, justice, democracy and opportunity for all.
7. Radicalisation and recruitment is an international phenomenon. There is much we can do with our partners overseas to assist them in combating radicalisation including through overseas assistance programmes.

PROTECT

8. Protective security is a key part of our Counter Terrorism Strategy. We must strengthen the defences of key targets, by reducing their vulnerability to attacks, and also by reducing the resulting impact of an attack.
9. While Member States have the primary responsibility for improving the protection of key targets, the interdependency of border security, transport and other cross-border infrastructures require effective EU collective action. In areas where EU-level work exists, such as border and transport security, the EU and European Commission in particular have played an important role in raising standards. Further work between Member States, with the support of the European institutions, will provide an important framework in which Member States are able to co-ordinate their policies, share information about responses developed at national level, determine good practice, and work together to develop new ideas.

10. We need to enhance protection of our borders to make it harder for known or suspected terrorists to enter or operate within the EU. Improvements in technology for both the capture and exchange of passenger data, and the inclusion of biometric information in identity and travel documents, will increase the effectiveness of our border controls and provide greater assurance to our citizens. The European Borders Agency will also have a role in providing risk assessment of the EU's external border.
11. We also must work collectively to raise standards in transport security. We must enhance the protection of airports, seaports, and aircraft security arrangements in order to deter terrorist attacks and address the vulnerabilities in domestic and overseas transport operations. These measures will be developed by a combination of port-specific assessments of threat and vulnerability, the implementation of agreed EU legislation on aviation and maritime security, and the agreement of revised EU legislation on aviation security. EU research and development policy including the European Commission's R&D programmes should continue to include security related research in the context of terrorism.
12. Reducing the vulnerability across Europe of critical infrastructure to physical and electronic attack is essential. To further enhance our protection, we agreed to establish a Programme of work aimed at improving the protection of critical infrastructure across Europe. We will continue work to this end, developing an all hazard approach which recognises the threat from terrorism as a priority.
13. We must also ensure that our collective work, and particularly EU research efforts, contribute to developing methodologies for protecting crowded places and other soft targets from attacks.
14. Internationally, we must work with partners and international organisations on transport security, and non-proliferation of CBRN materials and small arms/light weapons, as well as provide technical assistance on protective security to priority third countries as a component of our wider technical assistance programmes.

DISRUPT

15. We will further strengthen and implement our commitments to disrupt terrorist activity and pursue terrorists across borders. Our objectives are to impede terrorists' planning, disrupt their networks and the activities of recruiters to terrorism, cut off their funding and attack materials, and bring them to justice, while continuing to respect human rights.
16. As agreed in the Hague Programme, when preserving national security, Member States will also focus on the security of the Union as a whole. The Union will support the efforts of Member States to disrupt terrorists by encouraging the exchange of intelligence between them, providing common analyses of the threat, and strengthening operational co-operation in law enforcement.
17. At national level the competent authorities need to have the necessary tools to collect and analyse intelligence and to pursue and investigate terrorists, requiring Member States to update their legislative provisions where necessary. In this respect our common aim is to implement the good practices identified during the EU 's peer evaluation process.
18. Developing a common understanding of the threat is fundamental to developing common policies to respond to it. The Joint Situation Centre's assessments, based on the contributions of national security and intelligence agencies, should continue to inform decisions across the range of the EU's policies.
19. Instruments such as the European Arrest Warrant are proving important tools to pursue and investigate terrorists across borders. Priority should now be given to other practical measures such as the European Evidence Warrant, which will enable Member States to obtain evidence from elsewhere in the EU to help convict terrorists, and establishment of Joint Investigation Teams for cross-border investigations. Member States should further improve the practical co-operation and information exchange between police and judicial authorities, in particular through Europol and Eurojust.

20. For the exchange of information, the development of new systems such as the Visa Information System and the next generation Schengen Information System, while safeguarding data protection, should provide improved access to those authorities responsible for internal security.
21. Terrorists must also be deprived of the means by which they mount attacks - whether directly (eg weapons and explosives) or indirectly (eg false documentation to enable undetected travel and residence). Their ability to communicate and plan undetected should be impeded by measures such as the retention of telecommunications data. They must also be deprived as far as possible of the opportunities offered by the Internet to communicate and spread technical expertise.
22. Creating a hostile environment for terrorists also means tackling terrorist financing. The EU has already put in place provisions for freezing terrorist assets. The next stage is to implement the EU-wide legislation concerning money laundering and cash transfers, and to agree steps to impede money transfers by terrorists. In addition, tackling the misuse of the non-profit sector remains a priority. These measures form part of the EU's comprehensive Terrorist Finance Strategy.
23. Much of the terrorist threat to Europe has roots outside the EU. Disruption must therefore also have a global dimension. The EU will work to reinforce the international consensus through the United Nations and other international bodies and through dialogue with key partners. Assistance will be provided to priority countries to help them introduce and implement the necessary mechanisms to disrupt terrorism.

RESPOND

24. We cannot reduce the risk from terrorist attacks in the EU to zero. We have to be able to deal with attacks when they occur recognising that attacks can have effects across EU borders. The response to an incident will often be similar whether that event is natural, technological or man-made hence the response systems in place to manage the consequences of natural disasters may also be used to alleviate the effects on citizens in the aftermath of a terrorist attack. Our response to any such events should make full use of the existing structures and mechanisms which the EU has developed in response to major international crises such as the South-East Asia Tsunami, Hurricane Katrina and the Pakistan Earthquake.
25. In the event of an incident with cross border effects there will be a need for rapid information sharing, media coordination and operational support to the affected Member State. The ability of the EU to take consistent or collective action will also be essential to an effective and efficient response. The development of EU crisis co-ordination arrangements, supported by the necessary operational procedures, will help ensure the coherence of the EU response to terrorist attacks.
26. Member States have the lead role in providing the emergency response to a terrorist incident on their territory. Nevertheless, there remains a need to ensure that the EU collectively, supported by the European Commission, has the capability to respond in solidarity to an extreme emergency which might overwhelm the resources of a single Member State, and could constitute a serious risk to the Union as a whole.
27. Developing a risk based approach to capability building – focusing on preparing for those events which are judged most likely to occur, and which would have the greatest impact – will enable Member States to develop their capabilities to respond in the event of an emergency. Listing in a shared EU database the resources and assets which Member States might be able to contribute to dealing with such events in other Member States or overseas will complement this work.

28. The needs of victims also need to be addressed as part of the response to terrorist activities. Member States should ensure that appropriate compensation is available to victims. Through sharing of best practice on national arrangements, and the development of contact between national victims' associations, the European Commission will enable the EU to take steps to enhance the support offered to those who most suffer from terrorist attacks.

29. Internationally, there is a need to provide assistance to EU citizens in third countries and to protect and assist our military and civilian assets on EU crisis management operations. We should also ensure that our work on disaster response is closely co-ordinated with related work in international organisations and in particular the United Nations. Finally the technical assistance provided by the EU to priority third countries will need to factor in assistance on managing the consequences of terrorist attacks.

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THE EU COUNTER-TERRORISM STRATEGY

ACTION PLAN

	Measure/Action	Competent Body	Deadline
1 PREVENT			
1.1 DISRUPT THE ACTIVITIES OF THE NETWORKS AND INDIVIDUALS WHO DRAW PEOPLE INTO TERRORISM			
1.1.1	Effective action against misuse of the Internet by sharing expertise, and exchanging national assessments and analyses and, where relevant, acting in common against extremist websites	MS/Commission/Europol/ Council	Ongoing
1.1.2	Implement and enforce legislation on facilitation of terrorism	MS	End 2007
1.1.3	Promoting community policing including through improved training	MS/CEPOL/Council	Ongoing
1.1.4	Putting in place a legal framework to prevent individuals from inciting to violence and exchange information on incitement	MS/Council	Ongoing
1.1.5	Enhance political dialogue and technical assistance including police training to assist third countries	MS/CTC/Council	Ongoing
1.1.6	Tackle radicalization during periods of imprisonment	MS/Council	Ongoing
1.2 ENSURE THAT VOICES OF MAINSTREAM OPINION PREVAIL OVER THOSE OF EXTREMISM			
1.2.1	Empower moderate voices by engaging with Muslim organisations including through support for the Muslim community	MS/Commission/Council	Ongoing
1.2.2	Support the availability of moderate religious literature	MS/Commission	Ongoing
1.2.3	Encourage Muslim communities not to rely on external Imams, including through enhanced training	MS	Ongoing

	Measure/Action	Competent Body	Deadline
1.2.4	Develop a non-emotive lexicon for discussing radicalisation	Commission/Council//CTC	June 2006
1.2.5	Develop a comprehensive communication strategy to explain EU policies and hold a conference with media professionals and terrorist experts to discuss radicalisation	MS/Commission/Council/C TC	June 2006
1.3 PROMOTE SECURITY, JUSTICE, DEMOCRACY AND OPPORTUNITY FOR ALL			
1.3.1	Target inequalities and discrimination where these exist within the EU	MS/Commission	Ongoing
1.3.2	Make proposals for enhancing inter-cultural dialogue	Commission	End 2006
1.3.3	Promote good governance, democracy, education and economic prosperity outside the EU	MS/Commission// SG-HR	Ongoing
1.4 ASSESSMENTS AND ANALYSIS			
1.4.1	Annual Review of the Radicalisation Strategy assisted by Strategic analysis of the radicalization process	Council/SitCen	Annual (end 2006)
1.4.2	Enhance co-operation between research institutions in the context of the EU multi-annual research programme	Council/Commission	Mid-2006

2. PROTECT			
2.1 THREAT AND RISK ASSESSMENTS			
2.1.1	Strategic assessments of terrorist threat	Sitcen	Regular
2.2 PROTECTION OF CRITICAL INFRASTRUCTURE			
2.2.1	Establish a European Programme for Critical Infrastructure protection (EPCIP)	Council and Commission	Mid 2006.
2.2.2	Establish Critical Infrastructure Warning and Information Network (CIWIN)	Commission/Council	Mid 2006
2.2.3	Make best use of EU-level research activity, and in particular the 7th R&D Programme, including the Security Research Programme (8087/05)	Council/Commission	2007-13
2.2.4	Put in place adequate protective measures against electronic attack on key computer systems	MS/Council	Ongoing
2.3 TRANSPORT SECURITY			
2.3.1	Implement provisions of Directive 2220 establishing common standards on civil aviation security, including staff screening, baggage, cargo and aircraft security	Member States	Immediate
2.3.2	Reinforce common standards on aviation security by adopting revised common rules in the field of civil aviation security (12588/05)	Council/EP	Mid 2006
2.3.3	Raise the importance of responsible and robust aviation security in bilaterals with third parties	MS/Commission	Ongoing
2.3.4	Implement agreed EU standards on maritime security and security at ports	MS	Immediate
2.4 BORDER CONTROL			
2.4.1	Establishment of the Visa Information System	Council/EP	Begin operation early 2007

2.4.2	Improve security of EU passports by use of biometrics, including facial image and fingerprints, and by prioritising the roll out of biometrics to countries/regions of high risk	MS	August 2006 (facial image)
2.4.3	Agree legislation on airline passenger name records	Commission/Council/EP	End 2006
2.4.4	Effective risk analysis of the EU external border, discussion of the contribution which border security makes to the CT effort, and effective information exchange with Europol	Frontex	Ongoing
2.5 PROTECTION OF OTHER POTENTIAL TARGETS			
2.5.1	Improve protection of other potential targets of terrorist attack, other than critical infrastructures (ie soft targets, crowded places, public transport) on the basis of relevant research	MS/Council/Commission	Ongoing
2.6 INTERNATIONAL DIMENSION			
2.6.1	Deliver assistance on protective security as a component of technical assistance to priority third countries.	MS/Commission	Ongoing

3. DISRUPT			
3.1 INFORMATION GATHERING, ANALYSIS, AND EXCHANGE			
3.1.1	Framework Decision on simplifying the exchange of information and intelligence between law enforcement authorities of the MS (Swedish proposal)	Council/Commission	December 2005
3.1.2	Framework Decision on the principle of availability	MS/Commission	End 2006
3.1.3	Framework Decision on Data Protection	MS/Commission	End 2006
3.1.4	Council Decision and Regulations on the SIS II	MS/Commission	July 2006
3.1.5	Enhancing the interoperability of VIS, SISII, and EURODAC	MS/Commission	As soon as possible
3.1.6	Improve information sharing on lost and stolen passports	MS	June 2006
3.1.7	Common rules for the retention of telecommunications data	Council	End 2005
3.1.8	Ensuring that Member States law enforcement authorities provide Europol with all relevant criminal intelligence related to terrorism	MS/CTC	Ongoing
3.1.9	Make full use of Europol analysis capability (including CCTF)	Europol	Ongoing
3.1.10	Production of country and thematic CT threat assessments as the basis for policy development	SitCen	Ongoing
3.1.11	Encouraging MS to implement the recommendations of the Peer Evaluation process to strengthen national CT arrangements	MS/CTC	2006/7
3.2 IMPEDING TERRORISTS' MOVEMENTS AND ACTIVITIES			

3.2.1	Prevent and Monitor travel to conflict zones	MS/Commission/JHA Council	Ongoing
3.2.2	Prevent individuals from gaining access to terrorist training	MS/Europol	Ongoing
3.2.3	Encourage Member States to fully investigate relatively low level crimes which facilitate terrorism	MS/Europol	Ongoing
3.2.4	Maximise the capacity of existing border systems to monitor, and, where relevant, counter the movement of suspected terrorists across our internal and external borders (see also Protect)	MS/Commission	Ongoing
3.2.5	Prevent identity fraud at borders		
3.3 POLICE CO-OPERATION			
3.3.1	Develop the European Crime Intelligence Model with the assistance of the Police Chiefs Task Force.	PCTF/Council	OCTA produced April 2006.
3.3.2	Review how operational capacity of the PCTF can be reinforced.	PCTF/Council	Ongoing
3.3.3	Make use of Joint Investigation Teams, when appropriate involving Europol and Eurojust	MS/Commission	Ongoing
3.3.4	Adopt proposals to improve police co-operation on cross border hot pursuit.	MS/Commission	End 2006
3.3.5	Exchange information on action taken against extremist websites	MS/Europol	
3.4 JUDICIAL CO-OPERATION			
3.4.1	Framework Decision on a European Evidence Warrant	Council	End 2005
3.4.2	Examine the scope for further measures to improve the capacity of Eurojust in the fight against terrorism.	Commission/MS/Eurojust	
3.4.3	Measures to improve the exchange of information on convictions.	MS/Eurojust	
3.4.4	Establish legal framework to remove illegal material from the internet.	MS/Commission	

3.5 TERRORIST FINANCING			
3.5.1	Review the EU's performance and act on recommendations	MS/Commission	June 2006
3.5.2	Take forward national codes of conduct for Non-Profit Organisations	MS/Commission	June 2006
3.5.3	Adopt Regulation on Wire Transfers	MS	June 2006
3.5.4	Improve the effectiveness of EU asset freezing procedures	MS	2006
3.5.5	Ensure national asset freezing capability and improve freezing procedures	MS	End 2006
3.5.6	Adopt Regulation on regulating the alternative remittance system	Commission/MS	End 2006
3.5.7	Improve co-operation between intelligence/law enforcement community and financial supervisory authorities	MS	Ongoing
3.5.8	Enhance financial investigation capabilities and co-operation between FIUs, including through the use of FIU.Net	MS	Ongoing
3.5.9	Implement the Third Money Laundering Directive including by helping financial institutions to meet the identity verification requirements of the Directive		
3.5.10	Implement Regulation on Cash Couriers	MS	June 2007
3.6 LIMIT TERRORISTS' ACCESS TO WEAPONS AND EXPLOSIVES			
3.6.1	Action to implement Commission Communication of Explosives, detonators, bomb-making equipment and fire arms	MS/Commission/Europol	
3.6.2	Raise the importance of the adoption and enforcement of rigorous security regimes relating to weapons and explosives in bilaterals with third parties	MS/Commission	Ongoing
3.6.3	Improve control over illicit arms and explosives in the Balkans	MS/Council/EU Military Services	Ongoing

3.7 INTERNATIONAL DIMENSION			
3.7.1	Support the key role of the United Nations in sustaining the international consensus and mobilizing the international community.	Presidency/HR and EU CTC/Commission	ongoing
3.7.2	Enhance co-ordination between Member States, the Commission, on technical assistance projects, working closely with the United Nations and other donors	MS/Commission	Ongoing
3.7.3	Deliver technical assistance to Morocco and Algeria in order to build their CT capacity, working closely with UN and other donors	MS/Commission	June 2006
3.7.4	Develop and implement technical assistance programmes to other priority countries in order to build their CT capacity, in co-ordination with the UN and other donors	MS/Commission	
3.7.5	Develop dialogue with key international partners in the fight against terrorism	Presidency/HR and EU CTC/Commission	Ongoing
3.7.6	Ensure that international Treaties and Conventions are fully ratified, ensuring a comprehensive, complimentary and proportionate legislative response to the threat	MS	Ongoing

4. RESPOND			
4.1 CIVILIAN RAPID EU RESPONSE CAPABILITY TO DEAL WITH THE AFTERMATH OF A TERRORIST ATTACK			
4.1.1	Proposal for a Council regulation establishing a Rapid Response and Preparedness Instrument for major emergencies ("financial instrument") (12827/05)	Council, EP, Commission	End 2006
4.1.2	Proposal for a revision of Council decision 2001/972 establishing a Community mechanism in civil protection assistance, to improve the Civil Protection Mechanism	Council, EP, Commission	End 2006
4.1.3	Action on the Commission report on the assessment of civil protection assistance through the Mechanism in case of major terrorist attack in the EU, including the medical resources required to respond to a bio-terrorist attack	Council	Mid 2006
4.1.4	Improving the ability of MS to use a risk based approach to develop their capabilities to respond to national emergencies and those of their neighbours in a spirit of solidarity.	Council	Mid 2006
4.1.5	Principles for Civil Protection Modules, capable of rapid reaction, interoperable and trained to work together.	Commission/Council	Mid 2006
4.1.6	Making improvements to the Civil Protection Mechanism which do not require a new legal instrument, including the planning capacity of the MIC, improving on site assessment of needs, facilitating and pooling of transport	Commission	As soon as possible
4.1.7	Training and exercises directed at interoperability in coping with terrorist attacks	Commission and MS	On-going
4.2 MILITARY RAPID RESPONSE CAPABILITY TO DEAL WITH THE AFTERMATH OF A TERRORIST ATTACK			
4.2.1	Update the database of military assets and capabilities relevant to the protection of civilian populations against terrorism attacks, including CBRN (cf. 14797/04 sub 19.f)	EUMS	On-going.
4.2.2	Establishing the principles for attaining interoperability between military and civilian capabilities, including civil protection (cf. 14797/04 sub 19.d) and implementation of the principles	EUMC/PROCIV PSC/Coreper EUMS/Commission	Mid 2006
4.2.3	Follow-up to the "trilateral initiative" at NATO in the framework of civil emergency planning in crisis	Council Secretariat	Soonest possible

	management (cf. 14797/04 sub 19.1)	Commission	
4.3 CAPABILITIES TO COORDINATE EFFECTIVELY THE MANAGEMENT OF THE RESPONSE			
4.3.1	Agree EU Crisis Coordination arrangements to share information, ensure coordination and enable collective decision-making at politico-strategic level in the event of an emergency	Council, Commission, MS, CTC/GSC	End 2005
4.3.2	Agree Integrated Crisis Management Arrangements which develop the necessary procedures for the above EU Crisis Coordination arrangements	Council, Commission, MS, CTC/GSC	Mid 2006
4.3.3	ARGUS network connecting all Commission emergency services + Commission Central Crisis Centre	Commission	End 2005
4.4 INTERNATIONAL DIMENSION			
4.4.1	Establishing working and cooperation methods, concepts and procedures between the EU and the UN (OCHA, DPKO, UNCHR)	Council/Commission	Ongoing
4.4.2	Deliver technical assistance on consequence management as a component of technical assistance to priority third countries	MS/Council/Commission	Ongoing
