

DRAFT INTERNAL SECURITY STRATEGY FOR THE EUROPEAN UNION: “TOWARDS A EUROPEAN SECURITY MODEL”

FOREWORD

For 50 years, the European Union, its institutions and Member States have promoted and provided freedom and security. Europe guarantees respect for human rights, the rule of law and solidarity. As Europeans, we enjoy the right to live, work and study in European countries other than our own. The removal of internal border controls in the Schengen area was an especially great step forward for Europe. In addition, technological advances have revolutionised the modes and speed of communications, meaning not only our borders, but also our societies have opened up. This free and prosperous Europe, growing through its unity in diversity, continues to enrich and facilitate peoples' lives.

For citizens of the European Union, security is one of their main priorities. The EU multi-annual work programmes have already provided a good pragmatic base upon which to strengthen operational cooperation, but now a further consensus on the vision, values and objectives which underpin the approach to EU internal security is required.

The main crime-related risks and threats facing Europe today such as terrorism, serious and organised crime, drug trafficking, cyber-crime, trafficking in human beings, sexual exploitation of children and child pornography, economic crime and corruption, trafficking in arms, and cross-border widespread crime, adapt incredibly quickly to changes in science and technology, in their attempt to illegally exploit and undermine the values and prosperity of our open societies.

The EU Internal Security Strategy is responsive to this. It demonstrates a firm commitment to continuing to make progress in the area of freedom, security and justice through a European security model which addresses the following challenges: protecting rights and freedoms; improving cooperation and solidarity between Member States; addressing the causes of insecurity and not just the effects; prioritising prevention and anticipation; involving all sectors with a role to play in public protection (political, economic, social, etc.); communicating security policies to the citizens; and, finally, recognising the interdependence between internal and external security in building a "global security focus" in connection with third countries.

It is thus vital that the Internal Security Strategy itself be able to adapt, both to the needs of citizens, and to the challenges of the dynamic and global 21st Century.

The concept of internal security must be understood as a wide and comprehensive concept which straddles multiple sectors in order to address these major threats and others which have an impact on the lives, safety, and well-being of citizens, including natural and man-made disasters such as forest fires, earthquakes, floods and storms.

The cooperation of law enforcement and border authorities, judicial authorities and other services, for example the health, social and civil protection sectors, is essential. Europe's Internal Security Strategy must exploit the potential synergies that exist in the areas of law enforcement cooperation, integrated border management and criminal justice systems. Indeed, these fields of activity in the European area of freedom, security and justice are inseparable: the Internal Security Strategy must ensure that they complement and reinforce one another.

Europe must consolidate a security model, based on the principles and values of the Union: respect for human rights and fundamental freedoms, the rule of law, democracy, dialogue, tolerance, transparency and solidarity.

The quality of our democracy and public confidence in the Union depend to a large extent on our ability to guarantee security and stability in Europe and to work with our neighbours and partners to address the root causes of the internal security challenges faced by the EU.

It is with this in mind that the Internal Security Strategy has been adopted in order to help drive Europe forward bringing together existing activity and setting out the principles and guidelines for future action. It is designed to prevent crimes and increase timely and appropriate response to natural and man-made disasters through the effective development and management of appropriate instruments.

1. PROTECTING PEOPLE IN EUROPE WITHIN A GLOBAL SOCIETY

The European Union (EU) in the 21st century consists of 500 million people across the 27 countries which make up the Union. Economic growth, together with the opportunities provided by a free and democratic society based on the rule of law, generate prosperity amongst people in Europe – but with such opportunities also come risks, as terrorists and other types of criminals seek to abuse these freedoms to destructive and malicious ends. Furthermore, increased mobility of people increases our common responsibility for protecting the freedoms all citizens of the Union cherish.

Therefore security has become a key factor in ensuring a high quality of life in European society, and in protecting our critical infrastructure through preventing and tackling common threats.

There is no such thing as ‘zero risk’ but, despite this, the Union must create a safe environment in which people in Europe feel protected. Furthermore, mechanisms should be put in place to maintain high security levels, not only within EU territory, but also as far as possible when citizens travel abroad or find themselves in a virtual environment such as the Internet.

In this context EU internal security means protecting the people and values of freedom and democracy, so that everyone can enjoy their daily lives without fear. It also reflects Europe's shared vision of today's challenges and our combined resolve to address these threats, where appropriate, with policies that harness the added value of the EU. The Lisbon Treaty and the Stockholm Programme enable the EU to take ambitious and concerted steps in developing Europe as an area of freedom, security and justice. Against this background this strategy:

- sets out the common threats and challenges we face which make it more and more important for EU Member States and Institutions to work together in order to tackle new challenges which go beyond our national, bilateral or regional capability.
 - sets out the EU's common internal security policy - and the principles underpinning it - in a comprehensive and transparent way.
- ***together*** we are more effective and better prepared for the threats we face.
 - an internal security strategy which reflects our ***shared values and priorities***.
 - actions which reflect both ***public security and the rights of the individual***.

- defines a European Security Model, consisting of common tools and a commitment to: a mutually reinforcing relationship between security, freedom and privacy; cooperation and solidarity between Member States; involvement of all the EU's institutions; addressing the causes of insecurity, not just the effects; enhancing prevention and anticipation; involvement, as far as they are concerned, of all sectors which have a role to play in public protection – political, economic and social; and a greater interdependence between internal and external security.

COMMON THREATS: The main challenges for the internal security of the EU

Crime takes advantage of the opportunities offered by a globalised society such as high speed communications, high mobility, and instant financial transactions. Likewise, there are phenomena which have a cross-border impact on security and safety within the EU. Therefore, there are a number of significant common threats which can be identified:

- **Terrorism**, in any form, has an absolute disregard for human life and democratic values. Its global reach, its devastating consequences, its ability to recruit through radicalisation and disseminate propaganda over the Internet, and the different means through which it is financed, make terrorism a significant and ever-evolving threat to our security.

- *In 2007, through Eurojust, 26 people across Italy, France, Romania, Portugal and the UK were arrested in an international anti-terrorist operation. The organisation was planning to commit attacks in Italy, Afghanistan, Iraq and Arab countries.*

Source: Eurojust Annual Report 2007, P.34-35

- *In 2008, through national, regional and EU efforts, 1009 people across 13 countries were arrested on terrorism charges.*

Source: Europol TE-SAT Report 2009, P.6

- **Serious and organised crime** is of increasing importance. In its various forms it tends to occur wherever it can reap the most financial benefit with the least risk, regardless of

In February 2008, during Operation PIPAS (against an organisation carrying out credit card fraud) 100 people were arrested and 48 house searches conducted through a joint investigation between 11 countries, coordinated by Europol. Source: Europol Annual Report 2008, P.24

borders. Drug trafficking, economic crime and corruption, human trafficking, smuggling of persons, arms trafficking, sexual exploitation of children and child pornography, violent crimes, money-laundering and document fraud are only some of the ways in which organised and serious crime manifests itself in the EU.

- **Cyber-crime** represents a global, technical, cross-border, anonymous, threat to our information systems and because of this, it poses many additional challenges for law enforcement agencies.

- **Cross-border widespread crime**, such as petty or property crime, often carried out by gangs, when it has a significant impact on the daily lives of people in Europe.
- **Natural and man-made disasters** such as forest fires, earthquakes, floods and storms, pose safety and security challenges. In this day and age, civil protection systems represent an essential element of any modern and advanced security system.
- There are a number of other common phenomena which pose safety and security concerns to people across Europe, for example **road traffic accidents** take the lives of more than tens of thousands of European citizens every year.

THE RESPONSE TO THESE CHALLENGES

In order to address these phenomena, EU Member States have their own national security policies and strategies, and in response to the movement of criminals across borders, bilateral, multilateral and regional mechanisms of cooperation among Member States have also been developed. However, since these efforts are not enough to prevent and fight criminal groups and activities which go beyond our boundaries, an EU-wide approach is increasingly required.

Joint Police and Customs Centres, such as the Centre de Coopération Policière et Douanière in Luxembourg, which supports the effective operational cooperation between police, gendarmerie and customs authorities from Belgium, Germany, Luxembourg and France.

The Salzburg Forum which is composed of the Interior Ministers of Austria, Bulgaria, Czech Republic, Hungary, Poland, Slovakia, Slovenia and Romania who meet to discuss common security issues. The Baltic Sea task force, which includes non EU Member States, combat organised crime in the Baltic Sea Region.

*In July 2009, a criminal organisation of 17 people, responsible for the counterfeiting of Euros with a face value of more than €16 million distributed throughout the EU, was disrupted by the Bulgarian and Spanish prosecution and police authorities, with the help of a Joint Investigation Team that included Eurojust and Europol
Source: Eurojust Press Release 3
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The EU and Member States must continuously strive to develop instruments so that national boundaries, differing legislation, different languages and ways of working do not impede progress in preventing cross-border criminality. The EU has made significant steps forward in this area in recent years. For example, increased law enforcement and judicial cooperation has been essential since the abolition of internal border controls which allows for the free movement of people within the Schengen area.

Numerous instruments for cooperation have been developed. The most relevant include:

- **Analysis of future situations and scenarios: threat anticipation.** Europol and other EU Agencies produce regular threat assessments.
- **Adequate response: planning, programming and handling the consequences.** Work Programmes have been developed which enable us to address risks and citizens' concerns in a methodical way. Strategies and specific work plans have also been developed on counter-terrorism, drug trafficking, human trafficking, organised crime and civil protection. Furthermore the Community Civil Protection Mechanism coordinates the response of Member States to natural and man-made disasters.
- **Effectiveness in the field: the work of agencies, institutions and networks.** A number of EU agencies have been created including Europol, whose main aims are to collect and exchange information and to facilitate cooperation between law enforcement authorities in their fight against organised crime and terrorism, Eurojust, which drives coordination and increases the effectiveness of judicial authorities, and Frontex, which manages operational cooperation at the external borders. The EU has also created the role of the Counter-Terrorism Co-ordinator. Other bodies and networks have also been established in the field of training, drugs, crime prevention, corruption or judicial cooperation in criminal matters.
- **Tools based on mutual recognition, for information sharing, and to facilitate joint investigations and operations.** Instruments based on mutual recognition include the European Arrest Warrant and provision for the freezing of assets. Systems, such as the Schengen Information System, have also been established for exchanging information on criminal records, on combating hooliganism, on missing persons or stolen vehicles, on visas which have been issued or refused, and the use of DNA and fingerprint data to help put a name to anonymous traces left at the scene of a crime. EU legal instruments facilitate operational cooperation between Member States such as the setting up of joint investigation teams, the organising of joint operations and close cooperation to ensure the security of international events, including major sporting competitions.
- **Evaluation mechanisms have been developed to assess the effectiveness of our actions.** For example, peer to peer evaluation exercises in the field of terrorism or organised crime which have contributed to improving mutual trust.

2. TOWARDS AN EUROPEAN SECURITY MODEL

The success to date demonstrates great progress in the area of freedom, security and justice in the EU. However we must continue to pool our efforts in order to guarantee even greater protection for our citizens. The Stockholm Programme and previous strategies such as the European Security Strategy, the Strategy on the external dimension in the area of Justice, Freedom and Security or the Information Management Strategy, have provided a good base upon which to do this.

The time has come to harness and develop common tools and policies for tackling common threats and risks using a more integrated approach: this is the main aim of the Internal Security Strategy. To achieve this aim we have chosen a security model which integrates action on law enforcement and judicial cooperation, border management, and civil protection.

The principles and guidelines for action for this model are set out below.

PRINCIPLES

People in Europe expect to live in security and to enjoy their freedoms: security itself is a basic right. The values and principles, established in the Treaties of the Union and set out in the Charter of Fundamental Rights, have inspired the Internal Security Strategy for the EU.

- Security, freedom and justice policies are mutually reinforcing whilst respecting **fundamental rights, international protection, the rule of law and privacy.**
- The **protection** of all citizens, **especially the most vulnerable**, with a **focus on victims** of crimes such as trafficking in human beings or gender violence, including victims of terrorism who also need special attention, support and social recognition.
- **Transparency and accountability** in security policies, so that they can be easily understood by citizens, taking into account their concerns and opinions.
- **Dialogue** as the means for resolving differences in line with the principles of **tolerance, respect** and **freedom of expression.**
- **Integration, social inclusion and the fight against discrimination** are key elements for EU internal security.

- **Solidarity** between Member States in the face of challenges which cannot be met through Member States acting alone or where concerted action is to the benefit of the EU as a whole.
- **Mutual trust** is a key principle for successful cooperation.

STRATEGIC GUIDELINES FOR ACTION

On the basis of these principles, ten guidelines for action set the direction for ensuring the EU's internal security over the coming years.

-I- A wide and comprehensive approach to internal security

Internal security must encompass a wide set of policy issues with horizontal and vertical dimensions:

- **Horizontal** dimension: To reach an adequate level of internal security in a global and complex environment requires the involvement of law enforcement and border management authorities with the support of effective judicial cooperation, civil protection agencies, and also of the political, economic, financial, social and private sectors, including Non-Governmental Organisations.
- Likewise, we must take into account the **vertical dimension** of security at various levels: International cooperation, EU-level security policies and initiatives; regional cooperation between Member States; and Member States' own national, regional and local policies.

-II- Ensuring the effective democratic and judicial oversight of security activities

Following the entry into force of the Lisbon Treaty, the involvement of the European Parliament in the development of security policies has greatly increased, meaning that effective consultation at all stages is essential. National Parliaments also have a greater role to play in the work of the EU through their ability to monitor application of the subsidiarity principle, and through their participation in evaluation of the implementation of justice, freedom and security policies.

The European Court of Justice becomes fully competent in this area (except in relation to Member States' internal law and order and security responsibilities). Finally, the accession of the EU to the European Convention on Human Rights will also contribute to improving protection of the human rights of people in Europe.

-III- Prevention and anticipation: a proactive, intelligence led approach

Among the main objectives of the Internal Security Strategy for the EU are the prevention and anticipation of crime as well as of natural and man-made disasters, and the mitigation of their potential impact. Whilst effective

We should ensure that Member States share information in time to prevent crime and bring offenders to justice.

prosecution of the perpetrators remains essential, a stronger focus on the prevention and disruption of criminal acts and terrorist attacks before they take place can help reduce the consequent human or psychological damage which is often irreparable.

Our strategy must therefore emphasise prevention and anticipation, which is based on a proactive and intelligence-led approach as well as the prosecution's requirements for evidence. It is only possible to bring successful legal action if all necessary information is available.

Furthermore, it is necessary to develop and improve analytical tools and early warning systems as for example an European Passenger Names Record (PNR) which allow us to deepen our understanding of the different types of threats and their probability, and to anticipate what might happen so that we are not only prepared for the outcomes of future threats but also able to establish mechanisms to detect and prevent them happening in the first place. For this reason, a comprehensive approach should be taken towards constant detection and prevention of both the threats and risks facing the EU in the various areas of internal security, and the main issues of concern to the public. A strategy to prevent and tackle threats such as organised crime is needed.

Prevention of crime means addressing the root causes and not just the criminal acts and their consequences.

Security policies, especially those of prevention, must take a broad approach, involving not only law enforcement agencies, but also institutions and professionals at both national and local level. Therefore cooperation should be sought with other sectors like schools, colleges and other educational institutions, in order to prevent young people from falling into criminality. The private sector, for example when it is involved in financial activities, can contribute to the development and effective implementation of mechanisms to prevent fraudulent activities or money laundering. Civil society organisations can also play a role in running public awareness campaigns.

EU action in the field of civil protection should be guided by the objectives of reducing vulnerability to disasters by developing a strategic approach to disaster prevention and anticipation and by further improving preparedness and response while recognising national responsibility. Guidelines for hazard and risk-mapping methods, assessments and analyses should be developed as well as an overview of the natural and man-made risks that the EU may face in the future.

-IV- Development of a comprehensive policy of information exchange

An internal security policy supported by sharing information on the basis of mutual trust and culminating in the principle of information availability. In order for law enforcement authorities to prevent and act early they must have adequate and timely information about, criminal acts and their perpetrators, modus operandi, details of victim(s), vehicles used and so on.

In order to substantially increase the current levels of information exchange, we must continue to strengthen the mechanisms which build mutual trust between the authorities competent for ensuring the internal security in the EU and use the Information Management Strategy to develop a secure and structured European Information Exchange Model

This model will include all the different EU databases relevant for ensuring security in the EU allowing for interaction between those databases as far as it is needed and permitted, to provide for effective information exchange across the whole of the EU, maximising the opportunities presented by biometric and other technologies to improve our citizens' security within a clear framework that also protects their privacy.

This information exchange model must always fully respect the right to privacy and protection of personal data. If a higher level of security means an increase in data exchange, it is important that this increase is managed carefully, that it is proportionate and that it respects data protection laws.

-V- Operational cooperation

The Lisbon Treaty has created the Committee on Internal Security (COSI) to ensure the effective coordination and cooperation of law enforcement and border management authorities, including the control and protection of the external border, and when appropriate judicial cooperation in criminal matters relevant to operational cooperation. The work of this Committee will be based, above all, on national and EU threat assessments and priorities.

Stringent cooperation between EU agencies and bodies involved in EU internal security (Europol, Frontex, Eurojust, Cepad and Sitcen) must be also carried out by COSI so as to encourage increasingly coordinated, integrated and effective operations. Such actors must continue to improve the provision of effective support to specialist services in Member States. In particular, Europol's capacity to support Member States' operations should be improved.

During the football World Cup in Germany '06, police officers from 13 European countries were on duty in Germany, wearing their regular uniforms and having been granted law enforcement powers.

Progress should be made on developing a cooperation framework to improve security and safety at international major and mass events.

In the field of civil protection, the EU should promote an integrated approach to cover the different phases of a crisis – prevention, response, and recuperation – through the implementation of European mutual assistance and solidarity.

-VI- Judicial cooperation in criminal matters

Closer cooperation between Member States' judicial authorities is essential, as is the need for EUROJUST to achieve its full potential. At EU level, successful criminal operations and investigations must enable us to realise the potential synergies between law enforcement and border agencies and judicial authorities in preventing cross-border crime.

-VII- Integrated border management

As well as tackling illegal immigration, integrated border management plays an important role in security. The integrated border management mechanism should be reinforced, inter alia, spreading best practice among border guards. The feasibility of the creation of a European system of border guards should be explored on the basis of a previous analysis. Special emphasis should be given to the continued development of the European Border Surveillance System (EUROSUR).

The cooperation and coordination of FRONTEX with other EU agencies and Member States' law enforcement agencies is a key issue for the success of this Agency.

New technologies play a key role in border management. They may allow for citizens to cross external borders quickly and easily through automated systems, advance registration, frequent traveller schemes, and so on. They improve security by allowing for the necessary

controls to be put in place so that borders are not crossed by people or goods which pose a risk to the Union. In this context, close cooperation between law enforcement and border control authorities is essential. Likewise, the law enforcement community should provide border control with information which can be used to target security measures at the border.

The entry into force of the Visa Code, further development of the Schengen Information System as well as electronic border systems such as an exit-entry system will contribute to information based integrated border management. Dialogue and cooperation with countries of origin and transit are essential, for example to build capacity for border control.

-VIII- A commitment to innovation and training

Working together to research and develop new technologies leads to a common focus as well as cost and efficient savings. In the field of technology, it is also important for the public and private sector to work together. Building upon the outcome of research and development projects conducted under the Joint Research and Development Programme, the EU should develop technological standards and platforms tailored to its security needs.

The interoperability of different technology systems used by any agency or service must be a strategic objective so that systems and equipment do not pose a barrier to cooperation between different Member States in sharing information or carrying out joint operations.

A strategic approach to professional training in Europe: this objective is essential in achieving law enforcement, judicial and border management authorities who are at the forefront of their specialisation, and so their training takes a big step forward to become a powerful vehicle promoting a shared culture amongst European law enforcement bodies and facilitating transnational cooperation. In order for this to be achieved, European elements should be included in national training, and systematised exchange programmes should be developed, based on the Erasmus model. Through this, highly trained European professionals sharing a similar culture will add value in terms of competing in a globalised society, as well as in the field of security. The European agencies and bodies, especially CEPOL, should play an important role.

-IX- External dimension of internal security/cooperation with third countries

A concept of internal security with an external dimension, given that more and more, internal security depends to a large extent on external security. The EU's policies with regard to third countries need to consider security as a key factor, driving coordination mechanisms

between security and other related policies, such as foreign policy, where security issues need increasingly to be taken into account with an integrated and proactive approach.

In terms of external security, the EU must not restrict itself to cooperation between law enforcement agencies of Member States and other countries, especially EU neighbours. It is necessary to build relationships through a global security focus, working closely with other countries, and when necessary, supporting their institutional, economic and social development. This system of working will mean establishing opportunities for dialogue through which areas of mutual interest, concerns, and possibilities for joint work can be identified. Cooperation and coordination with international organisations in the field of law enforcement, in particular with Interpol, should be enhanced. Bilateral, multilateral and regional approaches among Member States should be developed, where appropriate, to address specific threats.

European countries have established successful platforms in the Caribbean, Lisbon, Toulon, Accra and Dakar in cooperation with other countries in the fight against drug trafficking.

The efforts to also fight against transnational crime outside the EU and to build respect for the rule of law are of crucial importance. Therefore the cooperation with European Defence and Security Policy, especially between the EU agencies and the respective missions, needs to be enhanced even more. It is also important to strengthen the participation of law enforcement agencies at all stages of civilian crisis management missions, so they can play a part in resolving conflicts by working together with all other services involved on the ground (military, diplomatic, emergency services, etc). Special attention should be given to weak and 'failed states' so they do not become hubs of terrorism or organised crime.

In this way, the Internal Security Strategy serves as a perfect complement to the Security European Strategy which was developed in 2003 under the EU's Security and Defence Policy, to address global risks and threats and to make a commitment to the social, political and economic development of global society as the most effective way of achieving effective and long-lasting security.

-X- Flexibility to adapt to future challenges

A broad, pragmatic, flexible and realistic approach, permanently adapting to reality, taking into account risks and threats which could impact on the security citizens from all angles, not only from criminal activity, as well as being attentive to the detection of any future threats to guarantee the highest levels of security to European people.

3. NEXT STEPS

Developing, monitoring and implementing the Internal Security Strategy should become one of the priority tasks of the Committee for Internal Security (COSI). Furthermore according to the Stockholm Programme, the Commission will consider the feasibility of setting up of an Internal Security Fund to promote the implementation of the Internal Security Strategy. Following the Action Plan for the implementation of the Stockholm Programme, the Commission will adopt a Communication consolidating the Internal Security Strategy.