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NOTE

from:	Presidency
to:	Standing Committee on operation cooperation on internal security (COSI)
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Subject:	Draft working method for closer cooperation and coordination in the field of EU security

Following earlier discussions, the Hungarian Presidency launched an initiative in January 2011 to enhance links between the external and internal aspects of EU security.¹ The Stockholm Programme² provides an overall framework for this exercise.

The current draft incorporates comments made at and after the COSI meeting of 27 April 2011 and at the informal CIVCOM-COSI Support Group meeting of 25 May.

¹ doc. 5620/11

² The Stockholm Programme – An open and secure Europe serving and protecting citizens, OJ C 115, 4.5.2010, p. 1

Each security strategy adopted in recent years—the 2003 European Security Strategy,³ with its 2008 implementation report,⁴ the 2010 Internal Security Strategy,⁵ the 2010 Commission communication on the Internal Security Strategy in Action,⁶ the Council conclusions on this communication⁷ and the 2005 EU Counter-Terrorism Strategy⁸—calls for closer cooperation between the fields of the common foreign and security policy and the area of freedom, security and justice.

The broad initiative to enhance links between the external and internal aspects of EU security is proceeding on separate tracks:

1. The Presidency set out to organise a first joint PSC-COSI meeting in June 2011. In view of the considerable interest that several delegations and the European External Action Service expressed in convening such a meeting, this document sets out the contours of a **working method** for closer cooperation and coordination in the field of EU security, keeping in mind other initiatives that are currently being discussed on this matter. This document was endorsed by COSI on 27 April 2011 and discussed in the informal CIVCOM-COSI Support Group format on 25 May. Following the planned PSC-COSI discussion of these proposals on 1 June, the Presidency intends to submit this document to COREPER on 8 June so that the Council on 9 June 2011 may take note thereof.

³ A Secure Europe in a Better World – European Security Strategy, adopted by the European Council in Brussels on 12 December 2003

⁴ Report on the Implementation of the European Security Strategy – Providing Security in a Changing World, Brussels, 11 December 2008, S407/08

⁵ Internal Security Strategy for the European Union: “Towards a European Security Model,” adopted by the Council on 25 February 2010 and endorsed by the European Council on 25 and 26 March 2010 (doc. 7120/10 CO EUR-PREP 8 JAI 182)

⁶ Communication from the Commission to the European Parliament and the Council - The EU Internal Security Strategy in Action: Five steps towards a more secure Europe (doc. 16797/10)

⁷ Council conclusions on the Commission communication on the European Union internal security strategy in action, adopted by the Council on 24 and 25 February 2011 (doc. 6699/11)

⁸ The European Union Counter-Terrorism Strategy, adopted by the European Council on 15-16 December 2005 (doc. 14469/4/05 REV 4)

2. The EEAS and the Commission submitted to the PSC on 13 May their joint proposals to strengthen ties between **CSDP and JHA actors**.⁹ Following internal discussions of these proposals in the PSC and CIVCOM, the Presidency and the EEAS organised an informal COSI Support Group-CIVCOM meeting that discussed a few core areas where closer cooperation between civilian CSDP missions and JHA actors could yield tangible improvements in terms of European security. These joint proposals are due to be discussed in the informal PSC-COSI format on 1 June 2011.

3. The initiative to enhance links between the internal and external aspects of **counter-terrorism** is conducted by the TWG in cooperation with COTER. The draft Council conclusions on enhancing the links between internal and external aspects of counter-terrorism¹⁰ were discussed at CATS on 17 May 2011. Following broad agreement in that forum, this text is due to be submitted to COREPER on 1 June 2011 and to the Council on 9 June 2011.

It is important to note that effective and timely coordination between the competent authorities at national level and cooperation with the relevant actors at EU level are of critical importance to building closer relations between the external and internal aspects of EU security.

The Presidency invites COSI to discuss and endorse the following proposals for establishing a working method for closer cooperation and coordination in the field of EU security:

1. Proposals to establish a working method in the field of EU security

- 1.1. Convene a regular **inter-institutional information meeting**, at least once per quarter, to improve planning and information flow in the field of EU security. Without prejudice to the respective powers and competences of the Council (including its preparatory bodies), the Commission and the EEAS, as set out in the Treaties and the relevant legal acts of the Union,¹¹ participants would inform each other of the ordinary preparation of Council,

⁹ doc. 9878/11

¹⁰ doc. 10336/11

¹¹ Council Decision of 1 December 2009 adopting the Council's Rules of Procedure (2009/937/EU), OJ L 325, 11.12.2009, p. 35

EEAS and Commission activities in the field of EU security (rather than crisis situations, which tend to trigger extraordinary COREPER, Council or European Council meetings). This meeting would have no decision-making powers. Participants would include Brussels-based officials from the Presidency (representatives of COSI and other preparatory bodies in the JHA field) and the General Secretariat of the Council, the EEAS (representatives of the PSC, the Security Policy and Global Issues Divisions, CMPD, etc.) and the Commission (DGs HOME, JUST and other DGs, if necessary). Other services and actors (such as the EU CTC) could also be invited, depending on the agenda. Following each meeting, the Chairs of the PSC and COSI would inform their respective committees of the issues that were discussed in these meetings. Meetings would be hosted on a rotating basis by the Presidency (with GSC support), the EEAS and the Commission. In the beginning, the standing agenda could include the following items:

- Information exchange on preparing the Council preparatory bodies’ agenda and exchange of views on implementation of the Commission Legislative Work Programme in the field of internal security;
- Participation in events of mutual interest (such as security-related dialogues with third countries and international organisations, including in JHA-related subcommittees; the organisation of upcoming events);
- Relations with the European Parliament;
- Organisation of joint meetings between Council preparatory bodies that have a shared interest in particular aspects of EU security (see Annex I/A).

1.2. Organise or continue to organise, at least once a year or when necessary, **joint meetings** between Council preparatory bodies with a shared interest in particular aspects of EU security (see Annex I/A).¹² Other Council preparatory bodies should meet in a joint format when necessary (see Annex I/B). The purpose of such meetings would be to assess a particular policy issue or phenomenon from both the external and internal security perspectives. The EEAS and the Commission would be invited to report on their activities in the area under discussion. Potential ‘pairs’ could include the following:

¹² The format for invitations—whether the meetings would be ‘informal’ or one preparatory body would invite the other—would be decided on a case-by-case basis.

- PSC with COSI (planned for 1 June 2011);
- CIVCOM with the COSI Support Group concerning mission planning and to prepare PSC-COSI meetings with PROCIV concerning civil protection and with JAIEX concerning horizontal issues;
- Nicolaidis with the COSI Support Group, potentially to prepare future PSC-COSI meetings;
- COTER with the TWG, with EU CTC participation;
- JAIEX potentially with COMAG/MaMa or COEST or COWEB or COMEM/MOG or COASI or COLAT or COTRA or COAFR, depending on issues of mutual interest.

1.3. Attach “external” and “internal” security **acronyms** to documents of potential interest to Council preparatory bodies active in the external or internal aspects of EU security. The General Secretariat of the Council would be in charge of this task.

2. Possible areas of cooperation in the field of EU security

2.1. The European Security Strategy lists the following global challenges for and threats to EU security:

- proliferation of weapons of mass destruction;
- terrorism;
- organised crime, including cross-border crime and illicit trafficking;
- cybersecurity;
- energy security;
- climate change.

2.2. The Internal Security Strategy lists the following challenges for and threats to EU internal security:

- terrorism;
- serious and organised crime;
- cybercrime;
- cross-border crime;

- violence;
- natural and man-made disasters;
- road traffic accidents.

2.3. The Communication on the Internal Security Strategy in Action, presented by the Commission and welcomed by the Council in its conclusions of 24 February 2011, refines the list of challenges for and threats to EU security as follows:

- serious and organised crime, including cross-border crime and illicit trafficking;
- terrorism;
- cybercrime;
- border security;
- natural and man-made disasters.

2.4. The Counter-Terrorism Strategy¹³ identifies four tracks for counter-terrorist action:

- prevent people from turning to terrorism by tackling the factors that lead to radicalisation and recruitment in Europe and internationally;
- protect citizens and infrastructure and reduce the Union's vulnerability to attack via the improved security of external borders, transport and critical infrastructure;
- pursue and investigate terrorists within the Union and internationally, impede their communication and disrupt their financing and access to materials;
- respond to terrorist attacks in a spirit of solidarity by improving capabilities to address the consequences of an attack, coordination and victims' needs.

¹³ The European Union Counter-Terrorism Strategy, 30 November 2005, 14469/4/05 REV 4

- 2.5. The above strategies suggest that **terrorism, serious and organised crime** (including cross-border crime and illicit trafficking), **cybercrime and cybersecurity** and, in view of the solidarity clause, **natural and man-made disasters** represent key challenges for and fundamental threats to both the external and internal aspects of EU security. Given the cross-cutting nature of these threats and challenges, it is imperative that the relevant actors prepare the Union's and Member States' response by considering the external and internal implications of their endeavours. The inter-institutional information meetings and joint meetings at Council level proposed by the Presidency could contribute to the development of integrated policy solutions to address these threats and challenges.
- 2.6. In addition to the above, crises that occur in the Union's neighbourhood also require attention and action from external and internal security actors. The success of CSDP activities, notably civilian crisis management missions, very much depends on the proper recruitment, training and deployment of mostly law enforcement and judicial personnel.
- 2.7. The present working method proposed by the Presidency and endorsed by COSI and the recent proposals put forward by the EEAS and the Commission to strengthen ties between CSDP and JHA actors¹⁴ could underpin the development of new areas of cooperation between external and internal security actors.

¹⁴ doc. 9878/11

Annex I/A: Potential joint meetings between Council preparatory bodies¹⁵

Council preparatory bodies	EXTERNAL SECURITY	Joint meeting	INTERNAL SECURITY	Council preparatory bodies
Treaty-based preparatory body	Permanent Representatives Committee (COREPER) Part II			Treaty-based preparatory body
Treaty-based preparatory body	Political and Security Committee (PSC)	↔	Standing Committee on Operational Cooperation on Internal Security (COSI)	Treaty-based preparatory body
CSDP preparatory body	Committee for Civilian Aspects of Crisis Management (CIVCOM)	↔	COSI Support Group (COSI SG) concerning mission planning <u>and to prepare PSC-COSI meetings</u> Working Party on Civil Protection (PROCIV) concerning civil protection JAIEX concerning horizontal issues	JHA preparatory body
Horizontal CFSP preparatory body	Nicolaidis Group	↔	COSI SG, potentially to prepare future PSC-COSI <u>meetings</u> in the future	JHA preparatory body
Horizontal CFSP preparatory body	Working Party on Terrorism (International Aspects) (COTER)	↔	Working Party on Terrorism (TWG)	JHA preparatory body
Geographical CFSP preparatory body	Mashreq/Maghreb Working Party (COMAG/MaMa)	↔	JAI-RELEX Working Party (JAIEX)	JHA preparatory body
	Working Party on Eastern Europe and Central Asia (COEST)			
	Working Party on the Western Balkans Region (COWEB)			
	Middle East/Gulf Working Party (COMEM/MOG)			
	Asia-Oceania Working Party (COASI)			
	Working Party on Latin-America (COLAT)			
	Working Party on Transatlantic Relations (COTRA)			
Africa Working Party (COAFR)				

¹⁵ See document 5688/1/11 REV 1 for the chairing of Council preparatory bodies.

Annex I/B: Council preparatory bodies in the JHA field

Council preparatory bodies	EXTERNAL SECURITY	Joint meeting	INTERNAL SECURITY	Council preparatory bodies
			Coordinating Committee in the area of police and judicial cooperation in criminal matters (CATS)	JHA preparatory body
			Strategic Committee on Immigration, Frontiers and Asylum (SCIFA)	
			Visa Working Party (VISA)	
			Working Party on General Matters including Evaluation (GENVAL)	
			Working Party on Civil Protection (PROCIV)	
			Working Party on Frontiers (FRONTIERS)	
			Working Group on Information Exchange and Data Protection (DAPIX)	
			Law Enforcement Working Party (LEWP)	
			Customs Cooperation Working Party (CCWP)	
			Working Party on Cooperation in Criminal Matters (DROIPEN)	
			Working Party on Cooperation in Criminal Matters (COPEN)	
			Horizontal Working Party on Drugs (HDG)	General affairs preparatory body