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from: General Secretariat  
to: COREPER/Council

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Subject: Working method for closer cooperation and coordination in the field of EU security

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Following earlier discussions, the Hungarian Presidency launched an initiative in January 2011 to enhance links between the external and internal aspects of EU security.<sup>1</sup> The Stockholm Programme<sup>2</sup> provides an overall framework for this exercise.

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<sup>1</sup> doc. 5620/11

<sup>2</sup> 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,<sup>1</sup> with its 2008 implementation report,<sup>2</sup> the 2010 Internal Security Strategy,<sup>3</sup> the 2010 Commission communication on the Internal Security Strategy in Action,<sup>4</sup> the Council conclusions on this communication<sup>5</sup> and the 2005 EU Counter-Terrorism Strategy<sup>6</sup> — calls for closer cooperation between the fields of the common foreign and security policy and the area of freedom, security and justice.

The Presidency proposal for establishing a working method for closer cooperation and coordination in the field of EU security was endorsed by COSI on 27 April 2011 and discussed in the informal PSC - COSI format on 1 June 2011, where it received broad support.

**COREPER is requested to invite the Council to take note of the working method for closer cooperation and coordination in the field of EU security as set out in annex.**

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<sup>1</sup> A Secure Europe in a Better World – European Security Strategy, adopted by the European Council in Brussels on 12 December 2003

<sup>2</sup> Report on the Implementation of the European Security Strategy – Providing Security in a Changing World, Brussels, 11 December 2008, S407/08

<sup>3</sup> 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)

<sup>4</sup> 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)

<sup>5</sup> 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)

<sup>6</sup> The European Union Counter-Terrorism Strategy, adopted by the European Council on 15-16 December 2005 (doc. 14469/4/05 REV 4)

## 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**, once per quarter or when necessary, 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,<sup>1</sup> participants would inform each other of the ordinary preparation of Council, 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;

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

- 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, once per Presidency or when necessary, **joint meetings** between Council preparatory bodies with a shared interest in particular aspects of EU security (see Annex I/A).<sup>1</sup> Other Council preparatory bodies should meet in a joint format when necessary (see Annex I/B). Such meetings should only be convened if and when there is a clear need to assess a particular policy issue, threat or challenge 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:

- PSC with COSI (these preparatory bodies met for the first time in an informal setting on 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;
- 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.

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<sup>1</sup> 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.

## **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 Strategy<sup>1</sup> 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.

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. Any further steps in cooperation in these areas ought to be discussed by the relevant Council preparatory bodies, on the basis of an action plan to be elaborated in the coming months. 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 the level of Council preparatory bodies 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.

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<sup>1</sup> The European Union Counter-Terrorism Strategy, 30 November 2005, 14469/4/05 REV 4

2.7. The present working method and the recent proposals put forward by the EEAS and the Commission to strengthen ties between CSDP and JHA actors<sup>1</sup> could underpin the development of new areas of cooperation between external and internal security actors.

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<sup>1</sup> doc. 9878/11

**Annex I/A: Potential joint meetings between Council preparatory bodies<sup>1</sup>**

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

<sup>1</sup> See document 5688/1/11 REV 1 for the chairing of Council preparatory bodies.

**Annex I/B: Other relevant Council preparatory bodies**

Council preparatory bodies	EXTERNAL SECURITY	INTERNAL SECURITY	Council preparatory bodies
<b>Horizontal CFSP preparatory body</b>	Nicolaidis Group	Coordinating Committee in the area of police and judicial cooperation in criminal matters (CATS)	<b>JHA preparatory bodies</b>
		Strategic Committee on Immigration, Frontiers and Asylum (SCIFA)	
		Visa Working Party (VISA)	
		Working Party on General Matters including Evaluation (GENVAL)	
		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)	<b>General affairs preparatory body</b>