

Procedure file

Basic information		
INI - Own-initiative procedure	2010/2308(INI)	Procedure completed
European Union's internal security strategy		
See also 2013/2636(RSP)		
Subject 7.30.09 Public security		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	LIBE Civil Liberties, Justice and Home Affairs		26/10/2010
		S&D BORSELLINO Rita	
		Shadow rapporteur	
		PPE HANKISS Ágnes	
		ALDE ALFANO Sonia	
	Committee for opinion	Rapporteur for opinion	Appointed
	AFET Foreign Affairs		11/01/2012
		S&D GOMES Ana	
Council of the European Union	Council configuration	Meeting	Date
	Justice and Home Affairs (JHA)	3071	24/02/2011
European Commission	Commission DG	Commissioner	
	Migration and Home Affairs	MALMSTRÖM Cecilia	

Key events			
16/12/2010	Committee referral announced in Parliament		
24/02/2011	Resolution/conclusions adopted by Council		Summary
12/04/2012	Vote in committee		
24/04/2012	Committee report tabled for plenary	A7-0143/2012	Summary
21/05/2012	Debate in Parliament		
22/05/2012	Results of vote in Parliament		
22/05/2012	Decision by Parliament	T7-0207/2012	Summary
22/05/2012	End of procedure in Parliament		

Technical information	
Procedure reference	2010/2308(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Initiative
	See also 2013/2636(RSP)
Legal basis	Rules of Procedure EP 54
Other legal basis	Rules of Procedure EP 159
Stage reached in procedure	Procedure completed
Committee dossier	LIBE/7/04825

Documentation gateway					
Committee draft report		PE473.725	09/01/2012	EP	
Amendments tabled in committee		PE480.655	09/02/2012	EP	
Committee opinion	AFET	PE480.693	14/03/2012	EP	
Committee report tabled for plenary, single reading		A7-0143/2012	24/04/2012	EP	Summary
Text adopted by Parliament, single reading		T7-0207/2012	22/05/2012	EP	Summary
Commission response to text adopted in plenary		SP(2012)542	24/09/2012	EC	
Follow-up document		COM(2013)0179	10/04/2013	EC	Summary
For information		COM(2014)0365	20/06/2014	EC	Summary

European Union's internal security strategy

The Council adopted conclusions on the Commission's communication on the [European Union Internal Security Strategy in Action](#) of 22 November 2010.

In its conclusions, the Council agrees that the European Security Model, as defined by the Internal Security Strategy and contributed to by the Commission's communication, should be based on a shared agenda for action, an appropriate balance between prevention and tackling the consequences of threats to security, the development of security policies based on common values and a renewed effort to establish closer links between the external and internal aspects of EU security and to promote initiatives designed to strengthen the capacity for action of third countries.

It recalls that the five strategic objectives for internal security developed by the Commission, are as follows:

1. the disruption of international criminal networks,
2. the prevention of terrorism and addressing radicalisation and recruitment,
3. raising levels of security for citizens and businesses in cyberspace,
4. strengthening security through border management,
5. increasing Europe's resilience to crises and disasters.

The Council calls on the Commission to cooperate with the Standing Committee on Internal Security (COSI), within its mandate, with a view to ensuring that:

- the implementation of the Internal Security Strategy reflects a shared agenda for action,
- the strategic objectives for EU internal security developed by the Commission regarding the fight against serious and organised crime remain consistent with the priorities to be defined by the Council on the basis of the Organised Crime Threat Assessment report in 2011 and the Serious and Organised Crime Threat Assessment reports from 2013 onwards,
- funding for EU internal security, including within the framework of a potential Internal Security Fund in the next multi-annual financial framework, reflects the strategic objectives and priorities of the Internal Security Strategy, facilitates the best possible implementation of the prioritised actions by the relevant national authorities and agencies and remains sufficiently flexible to allow for adaptation to new security threats and challenges.

The Council underscores the urgency of fostering closer cooperation between actors engaged in the external and internal dimensions of EU security, notably with the newly established European External Action Service.

It invites the Member States to ensure a level of participation at COSI that reflects COSI's mandate of facilitating cooperation on internal security.

It invites the Commission to submit to the European Parliament and the Council by the end of 2011 its first annual report on actions taken within the framework of the Internal Security Strategy, to provide regular updates on actions taken to strengthen internal security within the Union and to take account, in its annual reporting, of the reporting mechanism set out in the EU policy cycle for organised and serious international crime.

European Union's internal security strategy

The Committee on Civil Liberties, Justice and Home Affairs adopted the own-initiative report by Rita BORSELLINO (S&D, IT) on the European Unions Internal Security Strategy. It recalls that the Treaty of Lisbon has strongly anchored EU security policy to a specific EU rule of law, laying the foundations for the development of a security agenda closely shared by the EU and the Member States and subject to democratic oversight at European and national level.

Members reaffirm that the [Commissions communication](#) on the Internal Security Strategy (ISS) for the period 2010-2014 has identified five priority areas in which the EU can provide added value, namely i) fighting and preventing serious and organised crime, ii) terrorism, iii) cybercrime, iv) strengthening the management of the external borders, and v) building resilience to natural and man-made disasters.

While welcoming the results achieved to date, they call for further security measures in compliance with Unions fundamental rights obligations.

Respect for fundamental rights and subsidiarity: Members emphasise that freedom, security and justice are objectives that must be pursued in parallel, and believes that the implementation of the EU Charter must be the core of any fully-fledged ISS. They recall that, in order to achieve freedom and justice, security must always be pursued in accordance with the principles of the Treaties, the rule of law and Unions fundamental rights obligations. They underline the importance of coherence and synergies between the internal and external aspects of security, and underscore the importance of ensuring that measures and actions implementing the ISS are in compliance with Unions fundamental rights obligations, in particular Articles 2, 6 and 7 TEU, and its external policy objectives as laid down in Article 21 TEU, as well as with international human rights and humanitarian law. Noting that policies in the area of security are a shared competence between the Union and the Member States, Members recall that this is an area in which subsidiarity needs to be respected in the context of a comprehensive and coherent approach.

EU operational cycle: Members note the progress made by the Member States and the Commission in the context of the EU policy cycle on organised and serious international crime. However, they consider that a clear division of tasks between EU and national levels is necessary. Parliament needs to be part of the process as regards policy guidance, implementation and evaluation of results, and Members call for an in-depth assessment of the European policy cycle to be undertaken in 2013. In their view, moreover, the cycle should be renamed the EU operational cycle. In particular, they call on the Member States to regularly assess the complementarity of national plans for countering organised crime with plans which are to be developed at European level. It is essential to provide appropriate financial resources in the 2014-2020 multiannual framework for the implementation of such a strategy.

Involvement of Parliament in determining the ISS:

Members recall that the European Parliament is now a fully-fledged institutional actor in the field of security policies, and is therefore entitled to participate actively in determining the features and priorities of the ISS and of the EU Security Model and in evaluating those instruments. In this connection and on the basis of the existing cooperation between the European Parliament and national parliaments, Members endorse the idea of a parliamentary policy cycle which would conclude with an annual parliamentary report on the current state of play as regards the ISS.

Complementarity between the AFSJ and external policy: Members note that the Common Security and Defence Policy (CSDP) and the Area of Freedom, Security and Justice (AFSJ) have complementary points and highlight the importance of the appropriate exchange of information, consultation and cooperation with all relevant actors, as also of solutions aimed at anticipating rather than reacting to events. They also stress that the entire ISS should in the long term concentrate on the clear link between external threats.

Key areas of the ISS: Members consider that the ISSs objectives are not exhaustive and that the order of priorities could have been better structured. They underline, in particular, that the fight against terrorism and organised crime is and must remain a key priority within the ISS. They call on the Commission and the Council to prioritise the fight against corruption.

They take the view that:

- the issue of resilience to man-made and natural disasters, including failures of critical infrastructure, must also be addressed;
- it does not appear fully justified or appropriate to take action in the field of the enforcement of intellectual property rights within the framework of the ISS;
- organised crime, in all its forms including mafias, constitutes a growing threat to freedom, security and justice for EU citizens and that fighting it must remain a priority, as do money laundering and white-collar crime.

Other areas are mentioned such as: i) the funding of terrorism, ii) freezing the funds of persons suspected of terrorism, iii) help to victims of terrorism (Members call on the Commission and the Member States to consider adopting specific legislation in this regard), iv) the combat of environmental, economic and corporate crime, the impact of which is particularly detrimental to the living conditions of EU citizens, v) the fight against cybercrime (Members, once again, urge the Member States to ratify the Council of Europe Convention on Cybercrime).

Strengthening of cooperation: in Members view, enhancing EU police and judicial cooperation, including through Europol and Eurojust as well as through appropriate training, is critical to a proper ISS. This cooperation must involve the competent authorities in the Member States as well as EU institutions and agencies. Members call on the Commission and the Member States to make this a priority for the ISS.

Justice dimension of the ISS: Members regret the fact that the ISS still lacks a proper justice dimension. Mutual trust must be strengthened by progressively developing a European judicial culture based on the diversity of legal systems and on unity through European law. The judicial systems of the Member States should be able to work together coherently and effectively, in accordance with their national legal traditions: believes that the establishment of a set of priorities in the field of judicial cooperation must be seen in the context of the close link between all the dimensions of the Area enshrined in Title V TFEU, namely the Area of Freedom, Security and Justice.

Intelligence and enforcement: Members stress the fight against terrorism is a priority for the ISS, whose objectives and tools must be properly evaluated, as expressed in Parliament's resolution on the EU Counter-Terrorism Policy. They take the view that better focusing is needed on targeted law enforcement and on intelligence-driven activities that have proven capacity to prevent terrorist attacks and are carried out in accordance with the principles of necessity, proportionality and respect for fundamental rights.

Prevention: members consider it crucial to develop prevention mechanisms, in particular so as to permit the early detection of signs of violent radicalisation or threats, including threats from violent or militant extremism. They recall the importance of actions directed at countering violent radicalisation in vulnerable populations and look forward to innovative solutions in this field. It is a question of defining a wider political strategy that involves the security dimension as well as immigration, asylum and development policies at EU level and policies supporting economic, social and democratic development and promoting human rights in third countries. Cooperation with countries sharing borders with the EU would also be necessary.

Review of the ISS: Members consider it expedient to undertake a mid-term parliamentary review of the Stockholm Programme before the end of 2013, in order to assess its strategic, legislative and financial priorities. They also believe that a complementary assessment is needed with regard to the relevant European agencies currently being Lisbonised (Europol, Eurojust and the European Judicial Network), along with other agencies and bodies.

Personal data protection: Members recall that the processing and collection of personal data in the framework of the ISS must in all circumstances comply with the EU's data protection principles, especially those of necessity, proportionality and legality. Although they welcome the data protection proposals put forward by the Commission on 25 January 2012, they are of the opinion that the proposal for a directive in the field of judicial cooperation in criminal matters and law enforcement must be more ambitious and must provide for stronger safeguards, especially in its provisions on profiling and automated processing. Members reaffirm the need for proper democratic oversight and evaluation of the work of AFSJ agencies, in order to avoid the risk of blurring the divide between policy advice and actual policy-making in relation to those agencies.

Solidarity clause: lastly, Members urge the Vice-President/High Representative and the Commission to present their proposal planned for 2011 on the implementation of the solidarity clause, which should not duplicate existing initiatives, but, rather, define the framework for the use and coordination of available EU and national instruments, including the CSDP. They believe that only with the full spectrum of possibilities opened up by the implementation of the solidarity clause among all Member States will the EU be ready to prevent and react to, in a safe and coordinated manner any given threat targeting the security of one or more Member States.

European Union's internal security strategy

The European Parliament adopted by 503 votes to 55, with 56 abstentions, a resolution on the European Union's Internal Security Strategy.

Parliament recalls that the Treaty of Lisbon has strongly anchored EU security policy to a specific EU rule of law, laying the foundations for the development of a security agenda closely shared by the EU and the Member States and subject to democratic oversight at European and national level. It reaffirms that the [Commission's communication](#) on the Internal Security Strategy (ISS) for the period 2010-2014 has identified five priority areas in which the EU can provide added value, namely (i) fighting and preventing serious and organised crime, (ii) terrorism, (iii) cybercrime, (iv) strengthening the management of the external borders, and (v) building resilience to natural and man-made disasters.

While welcoming the results achieved to date, Parliament calls for further security measures in compliance with the Union's fundamental rights obligations.

Respect for fundamental rights and subsidiarity: Parliament emphasises that freedom, security and justice are objectives that must be pursued in parallel, and believes that the implementation of the EU Charter must be the core of any fully-fledged ISS. It recalls that, in order to achieve freedom and justice, security must always be pursued in accordance with the principles of the Treaties, the rule of law and the Union's fundamental rights obligations. Members underline the importance of coherence and synergies between the internal and external aspects of security, and underscore the importance of ensuring that measures and actions implementing the ISS are in compliance with the Union's fundamental rights obligations, in particular Articles 2, 6 and 7 TEU, and its external policy objectives as laid down in Article 21 TEU, as well as with international human rights and humanitarian law. Noting that policies in the area of security are a shared competence between the Union and the Member States, Members recall that this is an area in which subsidiarity needs to be respected in the context of a comprehensive and coherent approach.

EU operational cycle: Parliament notes the progress made by the Member States and the Commission in the context of the EU policy cycle on organised and serious international crime. However, it considers that a clear division of tasks between EU and national levels is necessary. Parliament needs to be part of the process as regards policy guidance, implementation and evaluation of results, and Members call for an in-depth assessment of the European policy cycle to be undertaken in 2013. In their view, moreover, the cycle should be renamed the EU operational cycle. In particular, they call on the Member States to regularly assess the complementarity of national plans for countering organised crime with plans which are to be developed at European level. It is essential to provide appropriate financial resources in the 2014-2020 multiannual framework for the implementation of such a strategy.

Involvement of Parliament in determining the ISS: considering that the European Parliament is now a fully-fledged institutional actor in the field of security policies, Parliament considers that it has the right to participate actively in determining the features and priorities of the ISS and of the EU Security Model and in evaluating those instruments. In this connection and on the basis of the existing cooperation between the European Parliament and national parliaments, Members endorse the idea of a parliamentary policy cycle which would conclude with an annual parliamentary report on the current state of play as regards the ISS.

Complementarity between the AFSJ and external policy: Parliament notes that the Common Security and Defence Policy (CSDP) and the Area of Freedom, Security and Justice (AFSJ) have complementary points and highlights the importance of the appropriate exchange of information, consultation and cooperation with all relevant actors, as also of solutions aimed at anticipating rather than reacting to events. It also stresses that the entire ISS should in the long term concentrate on the clear link between external threats.

Key areas of the ISS: Parliament considers that the ISS's objectives are not exhaustive and that the order of priorities could have been better structured. It underlines, in particular, that the fight against terrorism and organised crime is and must remain a key priority within the ISS. It calls on the Commission and the Council to prioritise the fight against corruption.

Members take the view that:

- the issue of resilience to man-made and natural disasters, including failures of critical infrastructure, must also be addressed;
- it does not appear fully justified or appropriate to take action in the field of the enforcement of intellectual property rights within the framework of the ISS;
- organised crime, in all its forms including mafias, constitutes a growing threat to freedom, security and justice for EU citizens and that fighting it must remain a priority, as do money laundering and white-collar crime.

Other areas are mentioned such as: (i) the funding of terrorism, (ii) freezing the funds of persons suspected of terrorism, (iii) help to victims of terrorism (Members call on the Commission and the Member States to consider adopting specific legislation in this regard), (iv) the combat of environmental, economic and corporate crime, the impact of which is particularly detrimental to the living conditions of EU citizens, (v) the fight against cybercrime (Members, once again, urge the Member States to ratify the Council of Europe Convention on Cybercrime).

Strengthening of cooperation: in Members view, enhancing EU police and judicial cooperation, including through Europol and Eurojust as well as through appropriate training, is critical to a proper ISS. This cooperation must involve the competent authorities in the Member States as well as EU institutions and agencies. Parliament believes that, as regards the links between internal and external security, EU cooperation with other international institutions such as NATO and the OSCE should be further promoted. It calls on the Commission and the Member States to make this a priority for the ISS.

Justice dimension of the ISS: Parliament regrets the fact that the ISS still lacks a proper justice dimension. Mutual trust must be strengthened by progressively developing a European judicial culture based on the diversity of legal systems and on unity through European law. The judicial systems of the Member States should be able to work together coherently and effectively, in accordance with their national legal traditions: believes that the establishment of a set of priorities in the field of judicial cooperation must be seen in the context of the close link between all the dimensions of the Area enshrined in Title V TFEU, namely the Area of Freedom, Security and Justice.

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Prevention: the resolution states that all security policy must include a prevention component, which is particularly essential in a period in which economic and social inequalities are growing and thus jeopardise the effectiveness of fundamental rights.

Parliament considers it crucial to:

- develop prevention mechanisms, in particular so as to permit the early detection of signs of violent radicalisation or threats, including threats from violent or militant extremism. It recalls the importance of actions directed at countering violent radicalisation in vulnerable populations and look forward to innovative solutions in this field ;
- define a wider political strategy that involves the security dimension as well as immigration, asylum and development policies at EU level and policies supporting economic, social and democratic development and promoting human rights in third countries. Cooperation with countries sharing borders with the EU would also be necessary.

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European Union's internal security strategy

The EUs Internal Security Strategy (ISS) is designed to enable Europe to respond to existing challenges and emerging threats, according to a shared approach that involves both EU actors and the national and local levels. This Second Report on the implementation of the EU Internal Security Strategy looks at the progress made in 2012 as well as identifying the challenges to be tackled in 2013.

The ISS is based on five strategic objectives, namely (i) disrupting international crime networks; (ii) preventing terrorism and addressing radicalisation and recruitment; (iii) raising levels of security for citizens and businesses in cyberspace; (iv) strengthening security through border management; and (v) increasing Europes resilience to crises and disasters.

In the [2011 ISS implementation report](#), the fight against organised crime and cybercrime were identified as two main challenges to be addressed in 2012.

Conclusions: the report concluded that implementation of the Internal Security Strategy is well on its way. It shows that much has been achieved for each of the five objectives. However, there is still a way to go.

For 2013, organised crime is still considered to be one of the major challenges for EU internal security to address.

Money laundering, corruption, trafficking and mobile organised crime groups are just some of the threats foreseen.

Cybercrime continues to be of particular concern.

Another important challenge for 2013 is to improve tools to better counter growing violent extremism.

The next and last report on implementation of the ISS will be presented in mid-2014. The report will assess whether the objectives of the ISS have been met and also consider future challenges within the field of internal security.