



Government Report

On Counter- terrorism Efforts



Government Report

On Counter- terrorism Efforts

Foreword

The international threat of terrorism against Denmark has not diminished, but it has changed. It is therefore a priority for the Danish Government to ensure that we are effectively prepared to tackle terrorism, in particular by maintaining a flexible response capacity that can be rapidly and effectively adapted to meet the changing nature of the terrorist threat. In this regard, the Defence Intelligence Service (DDIS), the Security and Intelligence Service (PET) and the Emergency Management Agency (DEMA) play a crucial role. To this end, the Government will set up a committee tasked with reviewing the instruments used to date in the fight against terrorism and the effectiveness and cost of the Danish counterterrorism efforts. The tragedy that took place on the Norwegian island, Utøya, demonstrated in all its horror that the threat can come from unexpected quarters and strike without warning, and that we must never become locked into stereotypical perceptions of threat.

Prevention lies at the heart of the Government's approach to counterterrorism, as fighting terrorism also means fighting the root causes of terrorism. It is imperative that we enhance our focus on preventing certain individuals from turning into terrorists and extremists. Countering extremism and radicalisation is the key to fighting terrorism in Denmark – and a clear priority of the Danish Government.

It is also crucial for the Government that security and the rule of law go hand in hand. Respect for international law and human rights is the most effective weapon in the fight against terrorism. In the long run, counterterrorism can only work if we remain loyal to our core values. Any other approach would undermine the legitimacy of our own efforts and thereby their effectiveness. This applies to our efforts at both the national and international level. The Government has used, among other things, the Danish EU Presidency as a platform for implementing these efforts.

Effective results require international cooperation and international solutions. In this regard, the UN and the UN Global Counterterrorism Strategy are core elements and constitute the framework for the Danish efforts. In addition, the newly created Global Counterterrorism Forum will act as an umbrella for specific efforts and projects. A holistic approach to prevention also applies to our efforts at the international level. The threat of terrorism cannot be defeated by military means alone. By focusing on the stabilisation of fragile states, democratisation, human rights, good governance, capacity building and development, we contribute to neutralising the factors that can create the breeding ground for new terrorists and extremists.



Minister for Foreign Affairs Villy Søvndal

Summary

Countering terrorism is a key priority for the Danish Government – and this applies both to efforts at national level and in international work. The Government's objective is to protect the population against terrorist acts in Denmark, to prevent terrorism by addressing its root causes, to ensure that the counterterrorism efforts are carried out in full accordance with international law, and to ensure an effective and flexible emergency management and response capability. This requires multi-faceted efforts at several levels and the involvement of a large number of government authorities.

This report mainly focuses on counterterrorism developments over the past year, both nationally and in international cooperation. The concluding chapter outlines future priorities and activities.

The Government's international efforts are firmly rooted in the UN Global Counterterrorism Strategy and also the new Global Counterterrorism Forum. In the future, the Government will significantly enhance Danish efforts in East Africa and continue the efforts in Afghanistan/Pakistan. The main point of departure for this work is the Peace and Stabilisation Fund, which is used, inter alia, to stabilise and rebuild fragile countries, focusing on local capacity building and long-term sustainability; activities that serve to counter the threat of terrorism. Internationally, work on ensuring full respect for human rights in connection with counterterrorism will be upgraded, and increased efforts will be made to combat terrorist financing and money laundering.

Lastly, focus will be placed on preventive work, for example through a project mapping extremism in Denmark to be initiated in 2012, and on continuing the vital efforts of the Danish Defence Intelligence Service (DDIS), the Danish Security and Intelligence Service (PET) and the Danish Emergency Management Agency (DEMA) to counter terrorism.

Table of content

1. General trends in international terrorism and the current threats facing Denmark	3
2. National counterterrorism efforts	5
3. EU cooperation on counterterrorism and the Danish EU Presidency	12
4. Assistance to third countries and international cooperation on counterterrorism	16
5. Future priorities and focus areas	24

1. General trends in international terrorism and the current threats facing Denmark

More than a decade after the terrorist attacks on 11 September 2001, al-Qaida and other militant Sunni extremist networks continue to pose a serious terrorist threat to the West and to Western interests throughout most of the world. However, the nature of the threat is changing. Al-Qaida's senior leadership has been weakened and has difficulty planning and implementing large-scale terrorist attacks. A number of leading terrorists who had both the intention and capability to strike Western targets have been killed. Besides Osama bin Laden, these include a number of prominent leaders in north-western Pakistan, Yemen and Somalia.

Al-Qaida's new leader, Ayman al-Zawahiri, has kept a relatively low profile since he took over from Osama bin Laden. This has been particularly evident in relation to the upheavals in the Middle East and North Africa, where al-Qaida has played only a limited role. Other Sunni extremist terrorist groups are, however, endeavouring to build up their own capacity by exploiting the weakening of the central government in these countries.

In February 2012, al-Shabaab in Somalia became a full member of al-Qaida's global network, which also comprises al-Qaida on the Arabian Peninsula, al-Qaida in the Islamic Maghreb and al-Qaida in Iraq. This has widened al-Qaida's official operational sphere. A commonality for al-Qaida's branches is that they also have local and regional agendas, however are still engaged in efforts to perpetrate attacks against targets in the West; a notable example being al-Qaida on the Arabian Peninsula that has previously attempted to strike Western air traffic.

The most significant terrorist threat to Europe emanates from militant Sunni extremists who have returned home from training camps in north-western Pakistan, Yemen and Somalia. However, a significant threat is also posed by European Sunni extremists who have not been to a training camp, but where al-Qaida or affiliated groups have acted as operational and religious sources of information and inspiration.

The threat to Denmark

There continues to be a serious threat of terrorism to Denmark from networks, groups and individuals that subscribe to a militant Islamist ideology. Similarly, there is a capacity and resolve to carry out terrorist attacks in Denmark using relatively simple means.

In recent times, an increasing tendency has been observed in which militant Islamist groups urge sympathisers to plan and execute simple single-person attacks (lone-wolf terrorism) on easily accessible and unprotected targets. The resolve and capacity to

commit lone-wolf attacks is present among individuals living in Denmark, but the calls for such attacks could also inspire one or several individuals without particular Danish connection to travel to Denmark and, using simple means, commit a terrorist act.

There is a considerable threat to Danes and Danish interests in certain places abroad where militant Islamist groups are active. This applies in particular to certain countries in North, West and East Africa, the Middle East as well as in Pakistan and Afghanistan. That said, the risk of falling victim to a terrorist attack in Denmark or abroad remains very small if one avoids certain foreign conflict zones.

In Europe, there have in recent years been examples of terrorist acts committed by extremist groups and individuals. In this regard, the terrorist attack in Norway on 22 July 2011 may have an inspirational effect on individuals as well as smaller groups. Historically, there has been a tendency for serious terrorist attacks committed by right-wing extremists to be perpetrated predominantly by individuals or small cells. In left-wing extremist circles, there are individuals who have the resolve and capacity to commit a crime of serious bodily harm, including arson and attacks against political opponents.

See Assessment of the Terror Threat to Denmark at www.pet.dk.

2. National counterterrorism efforts

The Danish Government takes all the necessary precautions to prevent the perpetration of terrorist acts within Denmark's borders and to prevent the proliferation of extremist views in Danish society. The intelligence activities of DDIS and PET in relation to individuals and groups with affiliation to terrorist networks abroad and in Denmark, respectively, are absolutely key to identifying terrorist threats to Denmark and Danish interests abroad. Close cooperation takes place between the two intelligence services in this area.

The Danish police and justice system carry out law enforcement measures against attempts to commit terrorism, and the legislation in this area is continuously evaluated. In addition, Denmark maintains a counterterrorism emergency and response capability that can be activated in the event of a crisis. Prevention constitutes a key element of the Government's approach, which is why the Government, through an inter-ministerial approach, regularly develops and implements initiatives aimed at reducing radicalisation.

Efforts aimed at preventing extremism and radicalisation

The Danish efforts to prevent extremism and radicalisation are built around two overarching objectives: 1) to tackle challenges of extremism and anti-democratic groups, and 2) to strengthen community cohesion and thereby reduce the breeding ground for extremism.

A core element of the efforts to prevent extremism is to strengthen the capacity of local and municipal actors to tackle challenges of extremism locally. In this connection, courses and theme days are run in the different police districts in the context of SSP (Schools – Social Services – Police) collaboration. In addition, action has been taken to map extremism in police districts with the aim of obtaining more knowledge about the local challenges and thereby facilitating targeted local efforts.

The Danish Ministry of Social Affairs and Integration has launched two EU-supported projects focusing on de-radicalisation. The "De-radicalisation – Targeted Intervention" project is due to be completed in 2012. The aim of this project is to develop and test a model for exit interviews and a model for mentoring schemes. Exit interviews are intended for individuals who are involved in extremist circles but wish to break out of these circles. This part of the project is developed and implemented by PET. Mentoring schemes are aimed at young people who are vulnerable to extremist messages. This part of the project is developed by the Ministry of Social Affairs and Integration in close collaboration with the City of Aarhus and the City of Copenhagen as well as the East Jutland Police. Mentoring schemes and exit interviews are both planned to be continued after the end of the specific project.

The “De-radicalisation – Back on Track” project was launched in 2011 with the aim of developing methods for helping inmates to re-integrate into society after serving a prison sentence. The target group is individuals who have either been charged with or convicted of terrorism or who are deemed to be vulnerable to extremist messages. The project is developed in close collaboration with the Danish Prison and Probation Service and is due to end in 2014.

Legislative measures in 2011 within the field of counterterrorism

In order to ensure that Danish counterterrorism legislation continues to fulfil the obligations contained in the Council of Europe Convention of 16 May 2005 on the prevention of terrorism as well as the Appendix to the Convention, a parliamentary bill was presented in December 2011 regarding an amendment to the Danish Criminal Code (Implementation of the revised Appendix to the Council of Europe Convention on the prevention of terrorism), which extended the provisions of Section 114a of the Danish Criminal Code, cf. existing Act No. 157 of 28 February 2012.

The Convention itself was transposed into Danish law by Act No. 542 of 8 June 2006 on amendment of the Danish Criminal Code, the Administration of Justice Act and various other Acts (Strengthening of the efforts to fight terrorism). The Council of Europe’s Committee of Ministers subsequently decided in September 2008 to expand the Appendix to the Convention by adding the UN International Convention of 13 April for the Suppression of Acts of Nuclear Terrorism. The actions covered by the abovementioned UN Convention will thereby be included in the future in the definition of a terrorist act in the Council of Europe Convention. This means that to a wider extent than before, it will be a criminal offence, inter alia, to incite, recruit and train people to handle and use radioactive materials, etc.

On this basis, the provisions of Section 114a of the Danish Criminal Code (which was inserted into the Criminal Code for the purpose of implementing the Council of Europe Convention) were extended to include actions covered by the UN International Convention for the Suppression of Acts of Nuclear Terrorism. This thereby ensures that, by virtue of the references to Section 114a made in Section 114c, Section 114d and Section 114e on recruitment, training and involvement, etc. of the Danish Criminal Code, the legislation completely fulfils the obligations contained in the Council of Europe Convention after the expansion of the Appendix to the Convention.

Committee to review the overall counterterrorism efforts

The Government will set up a committee tasked with reviewing the instruments used to date for counterterrorism and the effectiveness and cost of Denmark’s

counterterrorism effort. The committee's work will provide the future basis for the Government's comprehensive strategy for Denmark's efforts to combat international terrorism and the threat of terrorism to Denmark.

Terrorism-related convictions and on-going cases

At the Copenhagen Magistrates Court on 16 June 2011, the Horserød-Stutthoff Association and its chairman were convicted of attempting to finance terrorism in the form of support to the Revolutionary Armed Forces of Colombia - FARC and the Popular Front for the Liberation of Palestine - PFLP. The chairman was sentenced to six months' imprisonment, four of which were suspended. The Horserød-Stutthoff Association was sentenced to pay 20 day-fines of DKK 500 each.

On the same day at the Copenhagen Magistrates Court, the spokesperson for Den Faglige Klub (The Union Club) in Copenhagen was convicted of involvement in an attempt to finance terrorism in the form of support to FARC. The spokesperson was sentenced to six months' imprisonment, four of which were suspended.

At the Copenhagen Magistrates Court on 31 May 2011, a person was convicted of attempting to commit a terrorist act by means of a bomb explosion, in which the person in question inadvertently detonated a bomb at the Hotel Jørgensen in Copenhagen in September 2010. At the Magistrates Court, the person in question was deemed to have intended to send the bomb to the offices of the Danish national newspaper, Jyllands-Posten, in Viby. The person was sentenced to 12 years' imprisonment and expelled from Denmark with a life-time ban from re-entry.

A person was found guilty by the Court of Aarhus on 4 February 2011 for, among other things, attempting to commit an act of terrorism in the form of attempting to kill the newspaper cartoonist Kurt Westergaard. On 1 January 2010, the person in question, armed with an axe and a knife, entered Kurt Westergaard's home and used the axe in an attempt to break open the door to a specially secured room, where Kurt Westergaard had hidden. The Magistrates Court sentenced the person in question to nine years' imprisonment and expelled the person from Denmark with a life-time ban from re-entry. At an appeal court judgment at the High Court of Western Denmark on 22 June 2011, the sentence was increased to ten years' imprisonment. The case has been appealed to the Supreme Court and is due to be considered on 25 April 2012.

Lastly, the companies behind a TV station were convicted in the Copenhagen Magistrates Court on 10 January 2012 of having, in the period between 7 February 2008 and 10 September 2010, promoted the activities of the Kurdish terrorist organisation, PKK, by repeatedly broadcasting TV programmes and news reports

containing, among other things, interviews with PKK sympathisers and leaders as well as reports on fighting between Kurdish and Turkish authorities and from PKK training camps. The Court thus deemed that the TV station had acted as a mouthpiece for PKK by, among other things, calling on people to join the PKK and to participate in terrorist actions carried out by the PKK and by presenting publicity for the PKK which portrayed them in a glorifying light. The case has been appealed to the High Court.

In March 2012, legal proceedings were brought against four individuals from Sweden for attempted terrorism. The four individuals were charged with having arranged to travel to Copenhagen armed with weapons and ammunition with the intent to enter the premises of the two national newspapers, Jyllands-Posten/Politiken, at the City Hall Square or another location in Denmark and to kill a large number of people. Their plan was thwarted, however, when they were arrested on 29 December 2010.

Strengthening Danish emergency management and response capacity

Since the beginning of 2012, the Danish Emergency Management Agency (DEMA) has strengthened its capacity by incorporating its international search-and-rescue units (USAR capacities) in the national emergency management capability. The specially trained personnel can carry out special complex and technically demanding search-and-rescue assignments following, for example, building collapses or explosions caused by, among other things, terrorist attacks.

Nuclear and chemical emergency management

DEMA's expert emergency management teams have capacities which, in connection with nuclear or chemical events, can trace and analyse harmful chemical substances and certain types of radioactive substances. In 2011, within the chemical field, DEMA also engaged in on-going cooperation with DDIS and PET, concerning preventive operational work and has provided assistance to, among others, the police in connection with specific terrorism cases. In 2011, DEMA collaborated with the Danish Armed Forces on the deployment of new air-borne measuring equipment for determining the scope and spread of radioactive fall-out in connection with nuclear incidents. The equipment is also well suited to investigating radioactive sources with great location accuracy, including also "dirty bombs" (bombs with radiological dispersion). In this connection, the equipment can be requisitioned from and operated in cooperation with the National Board of Health's radiological expert emergency response teams.

Holding of national crisis management exercise

The national crisis management exercise, KRISØV 2011, was held on 7-8 September 2011. The participants in the exercise included 32 public authorities, 12 operators within energy, IT & telecom and transport, four cross-cutting crisis management fora, three foreign embassies and a news media. Part of the exercise focused on a terrorist cell's attempted toxic substance attack against targets in Copenhagen. An evaluation report on KRISØV 2011 was published on 2 February 2012 at www.brs.dk.

PET's Special Intervention Unit

The Special Intervention Unit is a unit in the Security and Intelligence Service whose task is to maintain an operational counterterrorism management and response capability and provide the police with sound options for performing various police assignments. The Special Intervention Unit is trained and equipped to undertake hostage rescue and arrests of armed criminals.

The Special Intervention Unit collaborates closely with units from the Danish Armed Forces who provide assistance in the form of equipment and personnel for support in operational assignments and in connection with education and training. This applies in particular to operations that necessitate transportation or operations at sea or in the air, where the police and PET do not possess the required equipment in the form of aircraft, helicopters and ships, etc.

PET regularly assesses whether there is a need to adjust or modify the Special Intervention Unit's capacity. Such assessments take into account issues such as the threat assessment as well as Danish and international experiences, including for example the lessons learned from the deployment of the Norwegian intervention force in response to the terrorist attacks in Norway on 22 July 2011.

3. EU cooperation on counterterrorism and the Danish EU Presidency

In the EU, there is great focus on cooperation within the field of counterterrorism. In June 2004, the EU Heads of State and Government adopted an extensive action plan for EU efforts to combat terrorism (most recently revised in 2007), and in December 2006 the Heads of State and Government adopted the EU Counterterrorism Strategy, which has provided the framework for EU counterterrorism activities. The Strategy's primary objective is to strengthen international cooperation under the four pillars: prevention, protection, pursuit of terrorists and enhancement of the ability to respond to and manage the consequences of a terrorist attack. In 2009, the European Council adopted the Stockholm Programme, which includes a strategy for guaranteeing internal security in Europe, including in relation to terrorism. During the Danish EU Presidency in the spring of 2012, Denmark will be responsible for taking this work forward – among other things by undertaking the chairmanship of a number of working groups dealing with terrorism-related issues.

Chairmanship of the Council's Working Party on Terrorism (International Aspects) (COTER)

Denmark undertakes a traditional, national chairmanship of the EU Council Working Party that deals with international aspects of counterterrorism. Thematic priorities for the Danish chairmanship of COTER include, countering the financing of terrorism and ensuring full respect for human rights in connection with counterterrorism, whilst the geographical focus is on East Africa, South Asia and the Sahel Region. The focus is on strengthening EU engagement on these issues and in the geographical regions as well as on increasing EU's technical and financial assistance within this framework.

As part of its presidency, Denmark will organise two major meetings in Copenhagen. As described below, a conference on counterterrorism and human rights was held on 12 March 2012. In addition, an EU-USA meeting is scheduled to take place in June 2012, which aims to strengthen the international framework for countering the financing of terrorism. The conference will focus primarily on East Africa and the issue of Somali remittance systems. The discussion topics in this event will be complementary to existing Danish stabilisation efforts in the Horn of Africa.

Chairmanship of the Council's Terrorism Working Party (TWP)

As part of the Danish EU Presidency, Denmark chairs the Council's Terrorism Working Party during the first half of 2012. Under the Danish EU Presidency, the Working Party will focus on two areas in particular: firstly, on efforts to prevent radicalisation of individuals and their involvement in violent extremist circles, and secondly, on the efforts to get individuals who are convicted of terrorist crimes or

find themselves in violent extremist circles to change their extremist views.

Conference on de-radicalisation

On 8-9 May 2012, the Danish Ministry of Social Affairs and Integration hosted the conference, “Tackling extremism: De-radicalisation and Disengagement”. The conference focused on the dissemination of the results from the Danish EU-supported project, “De-radicalisation – Targeted Intervention” as well as on international experience and lessons learned from de-radicalisation efforts.

Radicalisation and Awareness Network (RAN)

The European network, Radicalisation Awareness Network (RAN), was launched in September 2011 with the aim of strengthening the exchange of practical experience across the EU. RAN is primarily aimed at practitioners in the EU working on the prevention of extremism. As part of RAN, a number of working groups are being established which are to focus on issues such as de-radicalisation, extremism in prisons, and victims of terrorism. Denmark was part of the group that has advised the EU Commission on the process of establishing RAN, and relevant local actors from Denmark will be invited to attend the meetings of the respective working groups.

Efforts to prevent chemical (C), biological (B), radiological (R) and nuclear (N) terrorism

In November 2009, the EU adopted a CBRN Action Plan, whose primary objective is to prevent the perpetration of terrorist acts using CBRN materials by obstructing the access of terrorists to these materials. The goal is to achieve support for common minimum standards that Member States are to implement and enforce nationally. DEMA undertakes the coordination of the Danish implementation and represents Denmark at EU meetings in this area. The Action Plan is expected to undergo a revision during the Danish EU Presidency in 2012.

Securing nuclear power plants in the EU – Ad Hoc Group on Nuclear Security

In July 2011, the EU decided to set up an Ad Hoc Council Working Party to examine methods of evaluating security at nuclear power plants in Europe in relation to theft, sabotage, unauthorised access and other hostile acts. During the Danish EU Presidency, the work of the Council Ad Hoc Group on Nuclear Security is led by DEMA, and this work will be completed with the submission of a report to the European Council during the Danish EU Presidency in June 2012. The report will describe ways to enhance the security of nuclear power plants in the EU.

The EU Strategy and Action Plan to Combat Terrorism

In December 2011, the EU Counterterrorism Coordinator presented his annual progress report on the implementation of the EU Strategy and Action Plan to Combat Terrorism. The report details on-going initiatives within the framework of the EU Strategy and Action Plan, including projects aimed at fighting radicalisation and terrorist recruitment. The Counterterrorism Coordinator also presented a number of recommendations on future EU counterterrorism priorities. The recommendations highlight the need to focus on the threat assessment in the EU, the linkage between the EU's internal counterterrorism efforts and the external efforts to support counterterrorism in third countries, as well as work to enhance transport safety and security and finally countering the financing of terrorism.

Sharing of passenger name record (PNR) data

In February 2011, the Commission presented a proposal for a Directive on the use of passenger name record (PNR) data to prevent, uncover, investigate and prosecute acts of terrorism and serious crime. The proposed Directive facilitates the establishment of a European PNR system and aims to harmonise Member State legislation regarding air carriers' release of PNR data to Member States and the handling of this data. The negotiations on the proposed Directive have been and continue to be a priority for the Danish EU Presidency.

The proposal for a Directive encroaches on the Danish EU opt-out on justice and home affairs and would therefore not be binding or applied in Denmark. As the proposed Directive contains provisions regarding mutual obligations, Denmark will not be able to implement all elements of the proposal in the Danish legislation.

The chemical sphere

Another legislative initiative which is currently being negotiated among EU Member States concerns the Commission proposal for a Regulation on the marketing and use of explosive precursors. The aim of the proposal is to restrict the access of private individuals to acquire and use certain chemical substances in concentrations that might be used to manufacture home-made explosives.

Efforts to combat terrorist financing

In July 2011, the Commission presented a Communication on the legal and technical possibilities for establishing a European system for tracking funds that are transferred for the purpose of financing terrorism via financial payment services (TFTS system). On the basis of the Council's and the European Parliament's preliminary responses, the Commission has launched a detailed study of the legal, technical and financial questions relating to the establishment of such a system. It is

expected that the Commission, on the basis of the study, will present a proposal for a Legal Act on a European TFTP system in the autumn of 2012.

The EU Instrument for Stability provides the EU with better opportunities to play a role in the field of counterterrorism. Under the instrument, an international consortium led by the Ministry of Foreign Affairs of Denmark performs on-going tasks for the EU in relation to the identification of specific EU initiatives in third countries. Most recently, the consortium has worked on specific initiatives in South and Southeast Asia that have led to a major EU project focusing on Indonesia.

4. Assistance to third countries and international cooperation on counterterrorism

Effective efforts to combat terrorism and violent extremism require close international cooperation with our partners and international organisations. The UN Global Counterterrorism Strategy from 2006 constitutes the principal framework for this cooperation, but also the new international forum, the Global Counterterrorism Forum, provides the basis for the Danish efforts internationally. Denmark is one of the most active countries when it comes to providing technical assistance to third countries in a wide range of counterterrorism activities. Development work is also a key component of the Danish policy in the field of counterterrorism. It is increasingly recognised that security and safety are interdependent - that security is not possible without development, and vice versa.

The Danish Peace and Stabilisation Fund

Fragile and conflict-affected states pose one of the greatest challenges to global security. The Government has emphasised that Denmark will enhance efforts to promote international peace and security. This is to be achieved through preventive efforts focusing on local capacity building and thereby ensuring long-term sustainability. In November 2011, the Government created a Fund for a New Security Policy integrating development, stabilisation and security efforts and funding. Part of this funding was used to create the Peace and Stabilisation Fund, which is to be used primarily to stabilise and rebuild fragile countries as well as to counter the threat of terrorism. The Peace and Stabilisation Fund is a combination of the existing Danish Stabilisation Fund of DKK 150 million annually and the allocation of additional funding of DKK 45 million in 2012 that is earmarked for efforts in Libya and South Sudan. The Peace and Stabilisation Fund also contains two major regional programmes for the Wider Horn of Africa/East Africa and the Greater Afghanistan/Pakistan region. Each of these programmes incorporates prevention and countering of terrorism as an integral element of the regional stabilisation efforts.

Danish Government efforts in West Africa

In March 2012, the Minister for Development Cooperation approved the allocation of a grant of DKK 10 million to the EU's programme aimed at promoting stability in northern Niger. The project's primary objective is to improve the security situation and increase stability in Niger's northern desert areas, which have been negatively affected by the crisis in Libya. Actions taken to achieve this objective include decommissioning of arms and mine-clearance, the reintegration into society of former combatants and returning migrant workers, as well as efforts to strengthen the national government's presence in the region. Through intensive and rapid

efforts (over an 18-month period), the programme seeks to link and strengthen synergies between development and security in accordance with Denmark's Policy Towards Fragile States and the EU Strategy for Security and Development in the Sahel Region.

The programme should be seen in the context of one of the goals specified in Denmark's Strategy for Cooperation with Libya, namely to take account of the consequences of the conflict in Libya in development efforts in the country's southern neighbouring countries where Denmark engages in development cooperation, including in Niger and Mali (which is currently suspended due to the military coup on 21 March 2012). The Danish support should also be seen as part of the Government's increased focus on preventive efforts in conflict areas.

Danish Government efforts in East Africa

The principal framework for the efforts in Somalia is the Somalia Programme, which supports democratisation, state-building and economic growth and which also aims to contribute to building a stable Somalia that can assume responsibility for its own security and promote economic growth and social development. The Somalia Programme has been allocated a total budget of DKK 300 million in the period 2011-2014 and should be seen in a broader context in relation to a long-term effort to address radicalisation and violent extremism in the region.

In addition, in December 2011 the Government approved the Peace and Stabilisation Programme for the Wider Horn of Africa/East Africa, to which DKK 215 million has been earmarked over a four-year period (2011-2014). The Peace and Stabilisation Programme has particular focus on regional and national capacity building as well as preventive and stabilisation efforts. Of the total programme, DKK 15 million is allocated towards countering terrorism and money laundering as well as implementing counter-radicalisation efforts in the Horn of Africa, including regional efforts to combat illegal money flows in and out of Somalia. Another important element in the programme is the support to the UN (UNDP and UNODC), in which Denmark supports an integrated approach to justice and security sector development, which includes efforts to educate and train law officials, to reform the police, and to support the building of prisons.

Similarly, since 2005, Denmark has financed the "Peace and Security for Development" Project, which aims at strengthening dialogue between civil society organisations with a view to reconciliation, including preventing conflict and counter radicalisation work.

Regionally, Denmark has also launched a number of initiatives, including providing support to the African Union (AU) to assist in building a legal framework for

counterterrorism legislation in African countries, as well as DKK 16 million towards a counterterrorism project run by the East African regional organisation, IGAD. The aim of these initiatives is to improve regional counterterrorism cooperation and incorporate a focus on strengthening the legal systems, enhancing the efficiency of inter-departmental cooperation, reinforcing border control and increasing information sharing.

In East Africa, the Public Prosecutor for Serious Economic Crime (SØK) participated in the work on a regional study, “Baseline Study on Anti-Money Laundering and Countering the Financing of Terrorism (AML/CFT) in the IGAD Region”. The Public Prosecutor assisted in providing experts to conduct interviews with public and private enterprises, organisations and individuals in Ethiopia and Uganda. The report is expected to be finalised during the first half of 2012 and will for the first time give a comprehensive insight into the AML/CFT situation in the region. The report can be used both by governments in the region as a basis for strengthening efforts to strengthen law enforcement procedures and activity in relation to terrorist financing and money laundering. The Public Prosecutor has also sent representatives to Ethiopia to advise on the building of a special intelligence unit targeted at countering terrorist financing and money laundering. This intelligence unit has now been established, but is still in its early phases and need continued support. Lastly, the Public Prosecutor has delivered a course on procedures for handling cases of economic crime, money laundering and terrorist financing to the Ministry of Justice in Ethiopia.

Danish Government efforts in Asia

Radicalisation and terrorism in South Asia remain a concern. Pakistan is the country in the world that has been hardest hit by terrorism, with up to 40,000 people killed by terrorist attacks since 11 September 2001, of whom 25,000 are civilian victims. Furthermore, there has been a connection between a number of the terrorist attacks that have taken place in the West in recent years and countries in South Asia.

Through the Peace and Stabilisation Fund, particular efforts have been made to create coherence between the efforts in Afghanistan and the Danish engagement in Pakistan and elsewhere in the region with a view to increasing stability. Denmark has placed particular focus on supporting counter radicalisation efforts, for example through support for UNICEF’s work in Pakistan aimed at providing education opportunities for children in the areas affected by the conflict with the Taliban. The development programme in Pakistan also comprises support for an ethical democratic press that does not fan the flames of conflict and radicalisation. Danish support has been provided to the UN Office on Drugs and Crime (UNODC), enabling UNODC to launch a programme in Pakistan aimed at improving control of the border with Afghanistan, at combating drug and human trafficking, and at

improving police investigation and the legal system. Several other donors are now contributing to the programme, and a new Danish contribution is planned in 2012 with funds from the Peace and Stabilisation Fund. Furthermore, in Tajikistan, Denmark has supported OSCE cooperation with the public authorities regarding action taken to map radicalisation tendencies and to take the necessarily steps to counter these. The OSCE's Danish-supported cooperation with the Tajikistan authorities also comprises support for better control of the border with Afghanistan.

Many of the countries in South Asia do not have the required capacity to fight terrorism, or to engage in regional cooperation on counterterrorism. Partly on this basis, the government in Bangladesh has decided to set up a training centre that aims at strengthening the country's own capacity to tackle security threats and to improve the regional capacity in the area, including in relation to counter-terrorism. The aim is for the training centre to act as a platform for both formal and informal meetings between regional and international security actors and experts. The project is still at the planning stage, and the framework for the training centre is currently being defined. Two workshops in 2011 that were well-attended by police officers, prosecutors, judges from all countries in South Asia confirmed that there is considerable understanding of the need for and resolve to cooperate regionally on fighting terrorism. As one of the driving forces in the project, Denmark has placed an international adviser at the disposal of the Bangladeshi government, and Denmark plans to contribute with additional funds from the Peace and Stabilisation Fund. The USA in particular has expressed great interest in supporting the training centre once the framework is in place, but financing is also expected from other international donors, including the EU.

Counterterrorism activity in Indonesia is based on long-standing capacity building efforts and is viewed as a model for the region. Indonesia has also put increased focus on preventing radicalisation, partly through the creation of a counterterrorism agency. Denmark supports Indonesia's counterterrorism efforts by providing assistance to the Jakarta Centre for Law Enforcement Cooperation, which is a police training centre that provides counterterrorism training for law enforcement officers. In the third phase of the programme, Denmark will continue to support the training of the national police and regional police authorities in law enforcement. Furthermore, Denmark contributes to the efforts to counter radicalisation by supporting a project for disseminating democratic values and human rights through religious institutions and the school system.

The international process to prevent nuclear materials falling into the hands of terrorists - Nuclear Security Summit

Denmark participated for the first time in the Nuclear Security Summit process, which was initiated by President Obama in Washington D.C. in 2010. This took

place in connection with the Danish Prime Minister's attendance at the second Nuclear Security Summit, which was held in Seoul, South Korea, on 26 and 27 March 2012. The main objective of the process is to ensure that within the next four years the necessary steps have been taken to safeguard nuclear materials from falling into the hands of terrorists.

The summit was attended by 53 Heads of State and Government as well as four international organisations (the EU, the UN, the IAEA and Interpol) and was deemed a considerable success. The specific outcome of the summit was a declaration that renews the international community's political commitment to strengthen nuclear security, reduce the threat of nuclear terrorism as well as prevent terrorists, criminals or other unauthorised actors from gaining access to nuclear materials. The third Nuclear Security Summit is due to take place in the Netherlands in 2014.

At the summit, Denmark announced a substantial contribution of DKK 8 million to the International Atomic Energy Agency's Nuclear Security Fund. The contribution is primarily envisaged to be used for IAEA activities in North Africa and the Middle East, where the Arab Spring has created both challenges and new opportunities.

Global Counterterrorism Forum (GCTF)

The Global Counterterrorism Forum (GCTF) is a new multilateral forum that was launched in connection with the opening of the UN General Assembly in September 2011. The GCTF is envisaged as a forum for strategic and practical engagement to strengthen international cooperation on counterterrorism. The GCTF has 30 participating countries, including seven EU Member States (Germany, Spain, Italy, France, the UK, the Netherlands and Denmark) as well as countries such as Russia, India, Egypt, Morocco, Jordan and Indonesia. The GCTF reflects the increasingly multilateral and global character of the efforts to combat terrorism as well as a need for more emphasis on the prevention side.

Five working groups have been established under the GTCF, focusing on the Sahel, the Horn of Africa (and Yemen) and Southeast Asia, as well as on the efforts to counter violent extremism and on the issue of human rights and rule of law principles in connection with counterterrorism. The Danish participation in the new forum is an acknowledgement of Denmark's efforts as one of the most active EU Member States, evidenced by the Danish counterterrorism projects conducted in all of the above-mentioned regional focus areas. In the Sahel Working Group, Denmark has been widely recognised for its efforts related to 'community engagement' and anti-radicalisation, particularly in Mali. On this basis, the USA and Canada have requested Denmark to take on the role as leader of a regional process in the Sahel on this theme within the working group.

Review of UN Global Counterterrorism Strategy

For decades, the UN system has been at the heart of the cooperation on fighting terrorism. A key element is the UN Global Counterterrorism Strategy, which clearly states that acts of terrorism can never be justified and also emphasises that effective counterterrorism must take place in full respect for the rule of law and human rights. The strategy also contains an enhanced focus on preventing terrorism and counter radicalisation as well as focus on technical capacity-building assistance to countries that have the resolve, but not the resources to effectively counter terrorism. In June 2012, a review of the UN Strategy will be conducted. Denmark will work to ensure that the Strategy is not weakened and that the implementation of the Strategy is strengthened. Denmark will also work to strengthen the practical application concerning human rights and counterterrorism with regard to capacity building in third countries. To this end, the results of the conference in relation to human rights and terrorism will, among other things, be incorporated into the EU's contribution to the review of the strategy.

International cooperation on export control – control with equipment that can be misused for the production of biological weapons

Technological developments have increased the risk that both states and terrorist groups gain access to equipment that can be misused for the production of biological weapons. In close collaboration between the Ministry of Foreign Affairs, the Ministry of Business and Growth (Danish Business Authority), the Ministry of Health (Centre for Biosecurity and Biopreparedness) and Danish Industrial representatives, Denmark has worked actively for the introduction of controls of exports of spray dryers. Spray dryers are used today in a number of fully legal contexts, such as for example within food production. However, some spray dryers have the potential to be misused in a biological weapons programme to convert bacteria into powder. The Danish proposal was adopted in the international export control forum, the Australia Group, in spring 2012. The adoption entails that all Australia Group members commit themselves to introducing controls governing spray dryers. In the EU, requirements will be introduced that spray dryers may only be permitted for export under licence issued by the relevant public authorities (in Denmark from the Danish Business Authority). The initiative constitutes a specific Danish contribution to the global efforts to counter the proliferation of technology that can be used to manufacture weapons of mass destruction.

Research report on human rights and counterterrorism

Promoting and protecting human rights is incorporated as a mainstream theme within all foreign policy areas and activities, including in the Government's counterterrorism efforts. In 2011, the Danish Institute for Human Rights finalised a

study financed by the Ministry of Foreign Affairs on how counterterrorism efforts can be effectively strengthened whilst simultaneously ensuring respect for human rights. The study aims at identifying the human rights challenges that occur in relation to counterterrorism activity in particular in third countries and makes recommendations to address these. The Institute's report was presented at an international conference on 12 March 2012, which was hosted by Denmark during the EU Presidency. At the conference, which was attended by representatives from EU Member States and other partner countries, it was agreed to proceed with the formulation of specific and practical recommendations for protecting human rights in connection with counterterrorism and capacity building in third countries.

International cooperation on money laundering – New FATF recommendations and revision of third Anti-Money Laundering Directive

Denmark is a member of the Financial Action Task Force (FATF), which is a large-scale, transnational collaboration on combating money laundering and terrorist financing. Over the past few years, the FAFT has worked on an extensive revision of its recommendations on combating money laundering and nine special recommendations on combating terrorist financing. This work was intensified in 2011.

The new recommendations were adopted in February 2012 and comprise now a total of 40 recommendations. The objective of the changes to the recommendations is to strengthen efforts to combat money laundering and financing of terrorism, to counter the proliferation of weapons of mass destruction and to protect the financial system. The proliferation of weapons of mass destruction is a new element covered by the FATF's recommendations.

The Danish delegation at the FATF, which is led by the Financial Supervisory Authority (Denmark), voted in favour of the revised recommendations together with all the other members. As an FATF member, Denmark is obliged to comply with FATF recommendations. The EU Commission is an independent member of the FATF and therefore has the same obligation. The EU Commission has therefore taken the initiative to revise the third Anti-Money Laundering Directive and accompany Regulations, which are expected to be adopted in the autumn of 2012.

5. Future priorities and focus areas

Countering terrorism will continue to be a core priority of the Danish Government. This applies both to efforts at national level and in the international work.

At national level, the important counterterrorism work of the Danish Defence Intelligence Service (DDIS), the Danish Security and Intelligence Service (PET) and the Danish Emergency Management Agency (DEMA) is prioritised. At the same time, preventive counterterrorism efforts will be upgraded. Mapping extremism is an important element in the Government Platform. The objective of this exercise is to be able to further enhance the local efforts to tackle the specific challenges. In the coming year, the Ministry of Social Affairs and Integration will initiate work on identifying the challenges posed by extremism and anti-democratic groups in Denmark. These efforts will focus on right-wing, left-wing and Islamist extremism, which in various ways put a strain on public confidence and sense of security in the Danish society.

The Ministry of Social Affairs and Integration will also launch efforts to counter extremist rhetoric among young people, focusing on the establishment of effective role models and mentoring groups, to be targeted at young people who are feared to be at risk of being drawn into extremism. In addition, efforts will focus on the creation of a parents' network with the aim of involving parents as a positive influence on young people.

It is the Government's perception that the international threat of terrorism in the long term can be diminished through contributions to resolving conflicts and fostering democratic development, through continued effective international collaboration between police and intelligence services, and through reducing extremism, stabilising fragile states and preventing new ones from forming. In the future, this will require a prioritised approach that is based on lessons learnt from the efforts to date in this area.

Denmark will also seek to strengthen the multilateral approach to counterterrorism by playing a key role in the implementation of the UN Global Counterterrorism Strategy and by working to enhance the UN's role in the counterterrorism field in general. Denmark will also actively contribute to the newly created Global Counterterrorism Forum, which will be used as an umbrella for specific initiatives and projects.

The Government will also widen efforts in relation to building up legal frameworks and institutions within the law enforcement and judicial protection sphere. A key element in this respect is an increased focus on the protection of international human rights. Through the Danish EU Presidency, work is being carried out to

formulate and adopt specific and practical recommendations for the protection of human rights in connection with counterterrorism in sensitive areas. At the practical level, the guidelines will provide the basis for capacity building projects in partner countries, including the training of police officers, judges and other relevant persons within the justice system. This work will have particular focus on countries affected by the Arab Spring.

The Government will continue to further develop the capacity building efforts in partner countries to counter the financing of terrorism, fully utilising the skills and expertise of relevant Danish public authorities in this area. In extension of the Government's focus on preventive and long-term efforts against terrorism, the Government will disburse DKK 15 million over the coming months on initiatives targeted at preventing money laundering and illegal money flows as well as efforts to prevent radicalisation and violent extremism in the Horn of Africa.

Internationally, Denmark must engage in projects and places where efforts can make the biggest difference to our partner countries' ability to achieve security and development, and also where engagement has a positive impact on Denmark's own security. Geographically, the Government will thus substantially widen its efforts in East Africa and maintain its efforts in Afghanistan/Pakistan.

Government Report On Counterterrorism Efforts

2011/12

**Enquiries regarding the publication
can be addressed to**
Ministry of Foreign Affairs of Denmark
Asiatisk Plads 2
DK - 1448 Copenhagen K

Tlf. 33 92 00 00
E-mail: um@um.dk

ISBN
978-87-92727-75-6

Electronic publication
978-87-92727-76-3

Cover design
e-Types & India

Print
Rosendahls Schultz Grafisk a/s

Web
The publication can be downloaded at
www.um.dk

