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Delegations will find attached the partially declassified version of the above-mentioned document.

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ANNEX

**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 5 March 2010**

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ADD 20 EXT 1 (02.07.2013)**

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**ADDENDUM TO THE NOTE**

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from : The Council General Secretariat  
to : Working Party on Terrorism

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Subject : Second Round of Peer Evaluation  
Preparedness and consequence management in the event of a terrorist attack

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Delegations will find enclosed the report of the evaluation mission in Sweden (10-12 June 2009) in the framework of the above-mentioned round of peer evaluation.

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## 1. EXECUTIVE SUMMARY

- In the framework of the second round of peer evaluation covering "Preparedness and consequence management in case of a terrorist attack" an evaluation visit was made to Sweden from 10 to 12 June 2009.
- Sweden is a constitutional monarchy and a parliamentary democracy. Political power rests with the Government, which answers to the Parliament (Riksdagen), considered as the foremost representative of the people. Among its competences, the Parliament passes laws, determines taxes and state expenditure and reviews the Government, its agencies and the overall administration of the country. In most cases, the Government submits proposals for decision to be made by parliament in the form of draft bills. In Parliament, 16 standing committees are responsible for debating and evaluating the draft bills. Foreign policy is jointly formulated between Government and Parliament. The parliamentary standing committee on defence is responsible for all defence and emergency management issues that are to be decided by Parliament.
- The Government's policies and decisions are implemented by the ministries through the Government agencies. The Government agencies are each linked to a ministry but work independently, implementing laws and taking decisions within their own areas of responsibility and budgets. However, all ministers are collectively responsible and take collective decisions for policies and decisions. The ability of ministries to oversee the work of the different agencies is connected with their power to approve the agencies' budgets and work out laws and regulations to be implemented by the agencies.
- The administration model is not based on the idea of a separation of powers into legislative, executive and judiciary branches. Instead, it is monistic with a single power centre, the citizens of the country. Thus, Sweden has a rather small government office system in international terms with about 300 agencies in total, which are highly independent and strong.

Neither the government nor an individual minister may seek to influence the way in which an agency enforces a decision. Moreover, the agencies are not answerable to “their” minister but to the Government as a collective body that directs the administration jointly. Thus, the Government takes decisions collectively; individual ministers are not allowed to decide matters of government business on their own.

- The system is based upon geographical areas of responsibility and areas of coordination. The Municipalities are responsible at local level, the County Administrative Boards at regional level and the Government at the national level. The Government (relevant ministries) holds overall responsibility for each sector.
- The regional level is organized into 21 counties (län), each with a county governor and a Country Administrative Board, directly subordinate to the Government.
- At the local level, there are 290 municipalities, each led by a municipal executive board, which is appointed by an elected municipal council. A municipality is entitled to levy income taxes and provide a wide range of essential services for its inhabitants. Each municipality has a formalised crisis management body.
- Sweden’s political system has a clear impact on its crisis preparedness and emergency management structure. The main principles are a high degree of autonomy for all involved actors, such as Government Agencies, or local administrations and a basic culture of consensus and cooperation should more than one actor need to be involved in operations. Despite the highly decentralised approach, the system has recently been adapted and some coordination elements have been added to ensure a more efficient response, should a major emergency such as a terrorist attack occur. One of them is the Crisis Management Coordination Secretariat (CMCS) at the Government Offices, which is in charge of everyday crisis management at a mainly strategic level, including 24/7 policy analysis and intelligence. The other one is the Swedish Civil Contingencies Agency (MSB), which has a special coordination role, working across sectors and connecting geographic levels of operations, if and when necessary.

- The current threat assessment of the Swedish Security Service (SÄPO) makes a distinction between attack threats, which would involve individuals or groups planning to carry out terrorist attacks, and the threat from activities carried out in Sweden to facilitate attacks elsewhere. The likelihood of an attack against Sweden and Swedish interests is considered as low. Threat levels are not necessarily combined with a set of measures to be applied. This threat level as such is not public information; the public is notified by oral descriptions. However, there is a tangible threat posed by facilitators in Sweden. A number of individuals are believed to be planning, supporting or financing terrorist offences in other countries, operating from Sweden. Such activities often aim to support terrorist offences in conflict zones such as Somalia, Iraq and Afghanistan. Several persons have travelled from Sweden to conflict zones in order to get engaged in conflicts or train for armed struggle.
- The main recommendations resulting from this evaluation mission focus on the following areas:

**NOT DECLASSIFIED**

## **2. ARRANGEMENTS IN THE EVENT OF A TERRORIST ATTACK**

### **2.1. Structures and organisational framework of National Crisis Centres**

Responsibility for crisis preparedness and emergency management is managed by three different levels of Government – national, regional and local.

At national level, following the principle of responsibility which means that whoever is responsible for an activity in normal conditions should have corresponding responsibility during a crisis, every ministry is responsible for planning and handling crises within its own area of responsibility. In the Government Offices, the Ministry of Defence has overall political responsibility for the crisis preparedness and emergency management system.

Crisis management at the Government Offices is based on a joint cross-sector approach. In order to assure that the Government Offices have a coordinated ability to handle cross-sector emergencies when they occur, the Crisis Management Coordination Secretariat at the Government Offices oversees and ensures crisis management coordination and planning.

The Government regulates the demands on Government authorities at national and regional levels. The aim of the demands is to ensure that Government authorities, through their work, reduce societal vulnerabilities and develop a good capacity for the handling of their tasks during peacetime emergencies and crises and during periods of heightened alert.

Every Ministry and government agency is responsible for crisis preparedness and emergency management in its own area of expertise. Authorities and agencies at national level are also assigned complementary tasks by the Government during major emergency situations.

The Swedish Civil Contingencies Agency (MSB) is a government agency under the Ministry of Defence which was established on 1 January 2009, taking over the responsibilities of the Swedish Emergency Management Agency, the Swedish Rescue Services Agency, and the Swedish National Board of Psychological Defence. The overall objective of the MSB is to advance and support societal preparedness for emergencies, crises and disasters and contribute to reducing the consequences of these when they occur.

For instance, the MSB participates in the Counter-terrorism Cooperative Council, which brings together government agencies under the leadership of the Swedish Security Service. The aim of the Council is to develop and strengthen Sweden's collective ability to combat terrorism.

The MSB has the task of coordinating the various societal stakeholders. This responsibility applies to measures taken before, during, and after the occurrence of emergencies and disasters. All Swedish authorities are obliged to carry out risk and vulnerability analyses in their own areas in an effort to strengthen emergency management capacity.

Many of society's activities are highly interdependent. For example, society would not continue to function effectively without electricity, telecommunications and IT. To ensure that emergency management takes this interdependence into account, the planning and resource allocation for peacetime emergency preparedness is built upon a system wherein the various stakeholders take joint responsibility for the strengthening of Sweden's overall emergency management capacity within and across sectors.

One feature of Sweden's emergency management system is the structure of the six areas of coordination:

- Technical infrastructure;
- Transport;
- Hazardous substances (including chemical, biological, radiological, nuclear);
- Economic security;
- Coordination and information by geographical area;
- Protection, emergency response and care.



Relevant public authorities are represented in each coordination area (e.g. Swedish Road Administration, Swedish National Post and Telecom Agency, Swedish Coast Guard). The various agencies are collectively responsible for coordinating and planning activities in order to reduce vulnerabilities and to enhance emergency management capabilities. They are also expected to ensure coordination in the private sector, the municipalities and the County Administrative Boards. The MSB is responsible for the overall integration of the planning and resource allocation process and ensures that coordination areas interact regularly. The coordination areas provide a regular cooperation forum for public agencies, allowing the various stakeholders to get to know each other, which also results in other constellations of cooperation for a specific topic.

At regional level the County Administrative Boards are responsible for the coordination of crisis preparedness and emergency management activities such as exercises, risk and vulnerability analysis, and acting as a clearing house between public and private partners. During a crisis, they also coordinate the relevant measures with relevant actors to maintain the level of responsibility. The County Administrative Boards have overall responsibility for reporting the need for host nation support in the event of a major emergency. Additionally, the County Administrative Boards also coordinate contact with the mass media during major emergencies, crises, and disasters.

At local level, Swedish municipalities have a large degree of autonomy and play an important role in crisis preparedness and emergency management. During a major emergency, a municipal emergency management committee has extensive mandate to prioritise and allocate resources within its geographical area. The municipalities receive continuous support and assistance from the County Administrative Board with contingency planning, exercises and training.

The legal framework has existed since 2006 and is implemented almost all over the country. Budgetary issues as well as mutual assistance and consequent reimbursement amongst municipalities and counties are also included within this framework. The Swedish Government keeps a certain amount of money on hold for large-scale rescue operations which cannot be covered by the budget of one single municipality.

## 2.2. National arrangements in the event of a terrorist attack

The structure of Swedish crisis preparedness and consequence management mirrors the Swedish political system. It is built on the principle of *responsibility*, i.e. whoever is responsible for an activity should maintain this function and responsibility in the case of any major emergency, such as a terrorist attack. Any additional activities needed, such as the initiation of inter-sectoral cooperation, should be regarded as a necessary extension of the responsibilities laid down. The principle of *parity* stipulates that the authorities should, as far as possible, be organised and located in the same way during emergencies as they are under normal conditions. Finally, an emergency should be dealt with at the lowest possible administrative level ("proximity" principle).

This relates to the Swedish system of public administration which dates back over 300 years. There is an organisational division between rather small ministries and much larger independent Authorities. The Authorities' duty is to implement the policies of the Government. This means that the ministries/the Government cannot intervene in particular operative cases, but guide the work in a general manner by legislation, appointment of senior officials and by economic management. A number of control processes exist to ensure that the Authorities carry out the policies of the Government. In the event of a terrorist attack, each Authority has the responsibilities it would have under normal circumstances.

Despite the rather decentralised administrative approach, recent emergency events (tsunami, "Gudrun" storm) have led to a concentration of coordination responsibilities for crisis preparedness and emergency management. Within the Prime Minister's Office, a Director-General for crisis management was appointed in April 2008. At governmental level in 2008 the Crisis Management Coordination Secretariat (CMCS) was created, and in 2009 at agency level the Swedish Civil Contingencies Agency (MSB) was set up.

The CMCS is led by a Director-General for Crisis Management who oversees and ensures crisis management coordination and planning. The CMCS's responsibilities are to:

- prepare and plan for crisis management within the government offices,
- advise government decision-makers on potential risks and threats to societal security,
- perform evaluations and on a yearly basis provide a strategic plan for exercises and training related to crisis management for the ministries,
- monitor and provide early warning 24/7 all year round, and
- coordinate crisis management within the Government Offices.

The CMCS's work is based on a cross-sector approach and the office will enhance awareness, assemble and coordinate information and analyses, regularly initiate and follow up on inter-ministerial coordination and coordination between the government and appointed government agencies involved in crisis management.

The newly established Civil Contingencies Agency (MSB) is an agency under the Ministry of Defence and supports coordination between government agencies involved in crisis management. The CMCS, the MSB and other relevant agencies cooperate closely to coordinate strategic government actions with the operative response of agencies.

The legal framework of the CMCS is to be found in the ordinance with instruction for the Government Offices, the regulations for ministries and relevant government bills.

The emergency preparedness and heightened alert ordinance (2006:942) is the legal framework for the state authorities. The ordinance stipulates that agencies must carry out necessary measures to manage the consequences of a crisis. The agencies should cooperate and support each other. The agencies and the County Administrative Boards have specific responsibility to plan and carry out preparations in order to establish a capability to manage crises, prevent vulnerabilities and to resist threats and risks. The agencies/authorities must, in particular: cooperate with the County Administrative Boards, the other authorities/agencies, municipalities, county councils and other actors involved; consider cooperation within the EU and other international work regarding crisis preparedness; consider the need for research- and development activities and also lessons learned and; consider the security demands of the technical systems that are vital in order for the agencies to carry out their tasks.

Concerning the existence of officers on duty, the MSB must submit each year proposals to the Government Offices regarding the agencies/authorities whose responsibility is such that they should be obliged to have an officer on duty. The officer in duty has responsibility for initiating and coordinating the initial work to detect, verify, give the alarm and inform during extraordinary situations.

Command function: the MSB must each year submit proposals to the Government Offices about the agencies/authorities with particular responsibility during a crisis affecting its area of competence or requiring cooperation with other authorities/ agencies, which obliges them to have the capability to establish a command function regarding, for example, coordination and information during a crisis situation.

The Swedish Security Service has the primary responsibility for CT in Sweden. Its duties are to lead and carry out police work concerning CT. This includes preventive and investigative measures. The Security Service tracks down and uncover terrorist plots and activities.

As part of this responsibility, the Security Service is the coordinating agency for the so called “Interagency Cooperation Council on Terrorism” (ICCT) , which consists of the Security Service as the lead agency, together with some 10 other agencies (Police, Military, Coast Guard, Civil Protection, Customs, the Swedish Prosecution Authority, etc.) As necessary, the ICCT sets up working groups for specific questions or issues.

A permanent working group, the National Centre for Terrorist Threat Assessment (NCT), reports regularly to the Government on the terrorist threat to Sweden and Swedish interests. The group consists of representatives from the Security Service, Military Intelligence and Security Directorate (MUST) and the National Defence Radio Establishment (FRA). As of 1 January 2009 the offices of the National Centre for Terrorist Threat Assessment (NCT) are co-located with the headquarters of the Security Service. The NCT is staffed by personnel from the Security Service, the Military Intelligence and Security Directorate, and the National Defence Radio Establishment.

The NCT makes strategic assessments of the terrorist threat against Sweden and Swedish interests and produces analyses of terrorism-related incidents and developments in the surrounding world.

In the event of a terrorist attack, primary responsibility for investigation and follow-up rests with the Security Service, assisted by the National Criminal Police. Concerning management of the societal consequences of the attack, the local, regional and state authorities are responsible for their regular tasks. The legal framework regarding crisis management and accident protection are to be found in the ordinance on measures to be taken by municipalities and county councils in preparedness for and during extraordinary incidents during peacetime and periods of heightened alert (2006:637), the emergency preparedness and heightened alert ordinance, (2006:942), the Act on protection against accidents (2003:778), and the Ordinance on the protection against accidents (2003:789) (For further information please see the appendix to the memo on "The emergency management system in Sweden".)

Each Authority drafts arrangements under its own responsibility.

The various agencies are collectively responsible for coordinating and planning activities in order to reduce vulnerabilities and to enhance emergency management capabilities.

The ordinance containing Instructions for the Swedish Civil Contingencies Agency (MSB) stipulates that the MSB is responsible for the overall integration of the planning and resource allocation process and ensures that coordination areas interact regularly.

The MSB must identify and analyse vulnerabilities, threats and risks to society and is responsible for the overall planning of relevant and necessary measures. This is to be done in cooperation with relevant stakeholders such as state authorities, municipalities, county councils, and private companies. The MSB provides structures and develops methods for cooperation and one example is the coordination areas that provide public agencies with a regular cooperation forum for specific topics such as CBRNE, transport and technical infrastructure.

There are action plans on how to meet different threats within the responsible authorities.

The authorities at local level (the local police, the rescue services and the medical service) are responsible for the immediate response to a terrorist attack with CBRN substances. There are also national agencies with specific expert knowledge and resources, such as the Swedish Radiation Safety Authority, Swedish Institute for Infectious Disease Control or the Swedish Civil Contingencies Agency, which can support the local level in difficult scenarios. The authorities responsible in the field of CBRN cooperate on a regular basis in order to, among other things,

coordinate planning, share information, and take initiatives as regards common training and exercises in order to increase the ability to handle a crisis efficiently.

The updating of plans regarding specific threats is not subject to a fixed schedule and takes place continuously and as the need arises. However, each agency must, within its area of competence, assess every year vulnerabilities, risks and threats with a view to strengthening its own as well as society's crisis preparedness. In the analysis, the agency must consider in particular: situations that occur rapidly and that are difficult to foresee; situations that demand urgent decision making and cooperation with other actors; ensuring that vital functions can be maintained; ensuring a capability to manage extraordinary situations within its area of responsibility. The analysis is sent to the ministry and to the MSB. The risk and vulnerability analyses constitute an important part in the overall analysis of the Swedish emergency management preparedness as well as the emergency management system.

Cooperation with the EU structure takes place both at agency level and through the ministries. The CMCS is the national point of contact for the Crisis Coordination Arrangements (CCA). The ministries and responsible agencies are the point of contact for sector-specific warning instruments. The Ministry of Defence has a central role in relation to the handling of national catastrophes and disasters. The responsibility of the Ministry of Defence is the political dimension which in many cases is done in coordination with other parts of the governmental Offices.

Responsibility for the execution of policies lies with the Civil Contingencies Agency (MSB).

The division of labour remains the same if a request for support comes from an EU country or from a country outside the EU.

The MSB has also a role as contact point in relation to international structures such as the EU-MIC, UN-OCHA and the EADRCC.

In the Swedish crisis management system the MSB facilitates and supports cooperation between agencies and other actors. The MSB will advance and support societal preparedness for emergencies, crises and disasters and contribute to reducing the consequences of serious emergencies, crises and disasters when they occur.

The MSB will have an important role coordinating across and between various sector boundaries and areas of responsibility.

This coordinating role is based on the principle of responsibility – in other words, the MSB will not take over the responsibility of other actors.

The MSB is responsible for matters related to civil protection (which means public safety in the form of protection from incidents, accidents and other types of emergencies and disasters), emergency management (which is defined as a process to reduce loss of life and property and to protect life, property and the environment from all types of hazards and risks through a comprehensive, risk-based, emergency management programme of prevention, planning, preparedness, response and recovery), and civil defence (which is public safety during wartime in the form of, for example, air raid shelters ).

This responsibility applies to measures taken before, during and after the occurrence of emergencies and disasters. In other words, the MSB's mandate spans the entire spectrum of threats and risks, from everyday accidents up to major disasters and war.

According to its instructions, the MSB is responsible for facilitating the coordination of measures taken by the different actors in order to ensure that the societal resources and international resources are used effectively.

The CMCS cooperates on strategic issues with similar functions in other countries. Responsible agencies cooperate on operative matters with their counterparts.

### **2.3. Rules of internal communication in the event of a terrorist attack**

**NOT DECLASSIFIED**



### **3. TRAINING/EXERCISES FOR TESTING THE NATIONAL CRISIS CENTRE AND COMMUNICATION SYSTEMS IN THE EVENT OF A TERRORIST ATTACK**

#### **3.1. Training/exercises for testing the National Crisis Centre and communication systems in the event of a terrorist attack**

According to its instruction, the MSB must ensure that education on crisis preparedness and emergency management is provided. The MSB is also responsible for carrying through training in its area of responsibility. Furthermore, the MSB must, if necessary, also support the Government Offices in education and training activities regarding crisis preparedness and emergency management. The CMCS is responsible for training that takes place within the government offices. The MSB drafts the scenario framework. Representatives from local, regional and national authorities draft the scenarios respectively.

According to the Emergency Preparedness and Heightened Alerts ordinance, each agency is responsible for ensuring that personnel at the agency is provided with the education and training needed to fulfil their tasks during a crisis. The education and training activities are carried out on the basis of an established plan.

The last large-scale emergency management co-ordination exercise took place in April 2008 - "SAMÖ 08". The exercise and the scenario was planned by the Swedish Emergency Management Agency (SEMA) together with other relevant agencies. The scenario was about an IT-attack on the financial system with serious consequences for a large part of society. It lasted for two days. This was preceded by a period of several weeks of low-intensity training and intelligence reports. All levels (*local/regional and national*) were involved.

An international exercise was carried out in the course of the POSEIDON project. The scenario was based on a terrorist attack on a ferry boat between Sweden and Finland, involving terrorists originating from the territory of the Russian Federation. As a result, this exercise enabled CT cross-border cooperation to be evaluated. As a follow-up to POSEIDON, another international exercise involving a hijacked plane as a target is planned.

Within the framework of cooperation with the Nordic countries, joint exercises are planned every 2 to 3 years.

Each organization designed their own debriefing. SEMA had overall responsibility for debriefing regarding the exercise.

Exercises were conducted with a neighbouring country concerning a cross-border terrorist attack. There has also been an inter-Nordic exercise including police authorities from the different countries. In October 2008 a joint exercise was arranged for the Finnish and the Swedish governments.

#### **4. SOFT TARGETS**

The combination of an all-hazards approach and a significantly de-centralised structure of responsibilities to agencies at national, regional and local levels makes the issue of soft-targets very complicated. There are differences regarding how this planning is carried out based on local and agency-specific circumstances.

The perceived threat level in Sweden is rather low. There is therefore no special focus or policy on soft targets, as too much awareness of the vulnerabilities of soft targets would be regarded as counterproductive. It is mainly the responsibility of the private operators and the police to ensure the appropriate measures.

The Swedish Security Service has day-to-day responsibility for assessing threats and preventing terrorist attacks. But this is carried out in cooperation with relevant private and public interests depending on the issues and facilities involved. As part of this responsibility, the Security Service is the coordinating agency for the so-called "Interagency Cooperation Council on Terrorism" (ICCT) , which consists of the Security Service as the lead agency, together with some 10 other agencies (Police, Military, Coast Guard, Civil Protection, Customs, Prosecutor's office etc.). As necessary, the ICCT sets up working groups for specific questions or issues. There is also cooperation at regional and local levels between relevant actors, based on a continuous needs assessment.

The legal arrangements are not specific to terrorist attacks or specific targets.

The structure with responsibility in the event of a terrorist attack on a soft target is the same structure that has the mission to draw up arrangements. The responsibility includes the event of an attack on soft targets.

## 5. GOOD PRACTICES

- **WIS:** This is a national web-based information system (WIS) that has been developed to facilitate information sharing between the different actors, at every level, in the Swedish emergency management system before, during and after a crisis. WIS enables an efficient shared situations awareness during a crisis. The public and the media also have free access to this website, allowing them to have an overview of the course of events during the crisis.
- The role of NCC is strictly strategic, which helps to avoid attempts to steer the operational processes from government level.
- The concept of merging all emergency and response agencies into one coordinating body called MSB is potentially a good tool for coordination of the response phase in large scale events and international operations.
- The Swedish 112 system operated by SOS alarm, a state-owned enterprise, offers a good and unified standard for answering and handling emergency calls throughout the country.
- Strong local government involvement in crisis and response emergency services provides a good standard of local security systems. The community emergency planning ensures good response standards in limited-size incidents and events.

- The Swedish Police Service has developed a unified standard for responding to CBRN incidents. This standard includes common training, procedures and equipment at national level, facilitating a common approach to the topic nationwide.

## **6. RECOMMENDATIONS**

**NOT DECLASSIFIED**

## **7. ANNEX**

### **7.1. Presentations were made by the following institutions**

#### Swedish Security Service

- Procurator general
- Swedish National Economic Crimes Bureau
- Swedish National Criminal Police
- Swedish Migration Board
- Swedish Armed Forces
- Civil Contingencies Agency (MSB)
- National Defence Radio Establishment
- Swedish Coast Guard
- Swedish Defence Research Agency
- Swedish Radiation Safety Authority
- Swedish Customs

### **7.2. Speakers**

**NOT DECLASSIFIED**

**NOT DECLASSIFIED**

Civil Contingency Agency (MSB)

**NOT DECLASSIFIED**

National Police Board on CBRNE-issues

**NOT DECLASSIFIED**

National Criminal Police, Anti terrorist unit

**NOT DECLASSIFIED**

Centre for Terrorist Threat Assessment(NCT)

**NOT DECLASSIFIED**

Counter-Terrorism Co-operative Council (CTCC)

**NOT DECLASSIFIED**

### **7.3. Expert Team**

#### **Council General Secretariat**

**NOT DECLASSIFIED**

Police and Customs Cooperation Unit - DG Justice and Home Affairs

#### **European Commission**

**NOT DECLASSIFIED**

Directorate General, Justice, Freedom and Security

#### **Europol**

**NOT DECLASSIFIED**

Serious Crime Department – Counter Terrorism

#### **Cyprus**

**NOT DECLASSIFIED**

W/AG Inspector Cyprus Police

#### **Poland**

**NOT DECLASSIFIED**