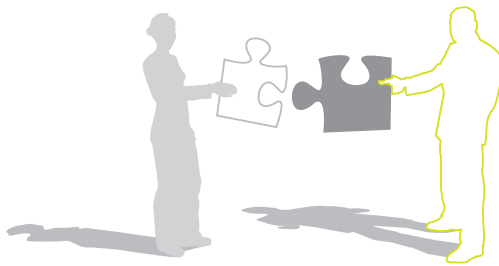


Foreign policy strategy for combating international terrorism



UTENRIKSDEPARTEMENTET

FOREIGN POLICY STRATEGY FOR COMBATING INTERNATIONAL TERRORISM





FOREWORD BY FOREIGN MINISTER

JONAS GAHR STØRE

Terror affects innocent people, spreads fear and is the cause of some of the gravest violations of human rights and international law.

Terror must never be tolerated and can never be justified. It must be prevented and combated, at both the national and the international level.

Terror can therefore only be defeated by applying a broad range of measures: by improving education, fostering cultural understanding and promoting development. By establishing closer police and judicial cooperation. And, as a last resort, by using force.

The fight against terrorism is ultimately a struggle over values. Our efforts to combat terrorism will only succeed if they are in full accordance with the principles of the rule of law and universal human rights.

The purpose of this publication is to present the Norwegian Government's counter-terrorism efforts, which are based on a strategic, comprehensive and broad national approach, on international cooperation with the United Nations in the lead, and on the fundamental values that we wish to defend.

Oslo, september 2006

Jonas Gahr Støre

1. INTRODUCTION

In the period following the terrorist attacks on the USA on 11 September 2001, international terrorism and the proliferation of weapons of mass destruction have emerged as the principal threats to international security. Terrorism have since struck innocent civilians in Moscow and Madrid, on Bali and in Baghdad, in London, Mombai and Amman. Terrorism is a global threat and must be combated globally.

The UN, NATO, the EU and other international organisations have therefore given the fight against terrorism top priority.

This threat looms over all people and all societies, and all countries have an obligation to support the fight in line with UN decisions. This was underlined in the 2005 UN World Summit Outcome Document, in which the member states condemned all terrorism, irrespective of its form and purpose, and declared that terrorism is one of the most serious threats to international peace and security.

The international community's efforts following 11 September 2001 have shown that there are no simple solutions in the fight against international terrorism. Military force may in certain cases be required, but it is not sufficient. We must apply a broad approach, including political, legal,





economic, humanitarian and diplomatic measures. In order to identify effective countermeasures it is essential to have a basic understanding of how terrorist groups operate and of the motivation that drives them and their supporters.

International terrorism is dominated by Islamist groups linked to or inspired by the al-Qaeda network. Al-Qaeda's claim that Muslim societies and values are under attack from the West appears to find considerable resonance in parts of the Muslim world. It is, however, important to point out that the vast majority of Muslims strongly disapprove of terrorism.

Still, it is important that we seek to reduce the popular support for terrorist groups that does exist, at the same time as we fight known terrorist networks. This is the best way of limiting the recruitment that is currently taking place from Muslim countries and other countries and communities. Particular attention should therefore be paid to measures

aimed at countering radicalisation and reducing the terrorists' recruitment base.

The past decade has shown that armed conflict in Muslim countries and in areas with Muslim minorities can give rise to renewed resentment in Muslim communities and attract terrorists from other countries. We have seen this in Afghanistan, Chechnya and Iraq. Such conflicts can thus lead to increased recruitment. It is therefore important that the international community acts in accordance with international law and respects human rights. It is also crucial to support democratic institutions, including in the field of security, in order to contribute to stable and democratic societies.

The link between poverty and terrorism is not evident. Still, some of our efforts in the fight against poverty will also help to prevent terrorism. This applies particularly to efforts to promote democratic development, equitable distribution and good governance. It is important that we

continue to develop our own thinking in this field.

So far, we have been spared acts of terrorism on Norwegian soil. Nevertheless, Norway and Norwegian interests are threatened by international terrorism. A fundamental principle of Norwegian foreign policy is to strengthen the role of the UN. Norway will therefore contribute to the fight against terrorism in line with the outcome document of the 2005 World Summit. We will continue to fulfil our responsibility in close cooperation with other actors. This is also the best way for us to safeguard Norwegian interests and our own security.

Our overall goal is that Norway should, within the framework of international law, make an effective and relevant contribution to the fight against international terrorism and that these efforts should at the same time reduce the threat to Norway.

In order to achieve this goal, it is necessary to take a holistic view of our

efforts. We are participating in the fight against terrorism along several different tracks, in cooperation with a variety of actors at the national level, and in a number of forums at the international level. It is essential to improve the coordination of these efforts. This is also necessary in order to gain wider acceptance for Norway's views. We must take the same position and the same approach wherever Norwegian interests are represented.

A holistic view of our efforts is also necessary in order to prevent short-term measures undermining our long-term goals.

We must have a comprehensive strategy that is adapted to the available resources and be in line with the general priorities of Norway's foreign and security policy. This means that it must clearly stress the importance of multilateral cooperation and the leading role of the UN. We will also continue our extensive development cooperation and our peace and conflict resolution efforts. Furthermore,

we will take a clear stance in defence of international law and human rights.

We must ensure that our policy remains predictable and recognisable over time.

Against this backdrop, the objectives of Norway's strategy for contributing to the international fight against terrorism must be to:

- support the development of an effective international framework for combating terrorism
- ensure that all efforts are in line with international law and respect human rights
- support reconciliation, conflict resolution and reconstruction
- foster understanding between religions and communities
- fight poverty
- promote peace and security by participating in international operations
- prevent the proliferation of weapons of mass destruction

- prevent terrorism financing
- strengthen international police and intelligence cooperation

In order to achieve these objectives, we must coordinate Norway's efforts in the international arena more closely. This will be done in two ways:

First, by clarifying Norway's priorities and positions in the efforts currently being undertaken by the international community. This will be discussed in Part 2.

Second, by strengthening the work in this field within the Ministry of Foreign Affairs, and the cooperation between the Ministry of Foreign Affairs and the ministries and agencies that deal most closely with matters related to the fight against international terrorism. This will be discussed in Part 3.



2. NORWAY'S PRIORITIES AND POSITIONS

An integrated and long-term approach to the fight against international terrorism must strike a balance between preventive and combative measures. If we fail to take a long-term perspective in our fight against terrorist groups today, we may face new, stronger terrorist groups with greater popular support tomorrow. We risk undermining our own goals. Respect for democracy, human rights and international law must therefore be a mainstay in all our efforts to combat terrorism.

2.1 A stronger international framework

The UN has a particular responsibility for coordinating global efforts against terrorism. It is important to strengthen the UN's role in order to ensure that the international efforts are endorsed and followed up by all countries in the world. A strengthening of the UN's role will help to ensure that the international community's efforts are as closely coordinated and integrated as possible, both in the short and long term.

The UN's role in the fight against terrorism would be significantly enhanced if agreement could be reached on a definition of terrorism and on a comprehensive UN convention against international terrorism. This would facilitate the development of a clear strategy for the UN's role in the fight against international terrorism. Norway will therefore give high priority to promoting a comprehensive UN convention and strategy against terrorism, as proposed by the UN Secretary-General.

The UN framework is currently based mainly on 13 anti-terrorism conventions and a number of committees that monitor their implementation. Norway was among the first countries to ratify all 13 conventions. Norway considers it crucial that they are implemented by all UN member states, and has provided bilateral and multilateral assistance to this end.

The 1267 Committee under the Security Council keeps a list of persons, groups, enterprises and



other entities connected with Osama bin Laden, the Taliban and al-Qaeda. In Norway, the Security Council's list has been implemented through Regulations of 22 December 1999 No. 1374 on sanctions against Osama bin Laden, al-Qaeda and the Taliban. The regulations specify the sanctions that apply to those on the list. They include the freezing of assets, a prohibition against making assets available, travel restrictions and an arms embargo. These efforts are crucial to combating terrorist organisations.

Norway is actively following up UN Security Council resolution 1373 on preventing financial support for terrorist groups, preventing terrorist groups from seeking refuge on the country's territory, freezing assets that belong to terrorists, sharing information on terrorist groups,

cooperating on investigation and prosecution, criminalising all participation in and support for terrorism, and becoming parties to the UN anti-terrorism conventions.

Norway has assisted the African Union and a number of African countries in their implementation of resolution 1373. We will continue to give high priority to capacity-building in African countries in order to enable them to fulfil their obligations. We are also considering increasing our support for the UN Counter Terrorism Executive Directorate's (CTED) efforts to follow up resolution 1373. This may take the form of assistance to individual countries or closer cooperation between international, regional and sub-regional organisations. Norway will also assess the opportunities for closer cooperation with the EU

Norway wishes to strengthen the UN's leading and coordinating role in the fight against international terrorism by supporting efforts to formulate a common definition of terrorism, adopt a comprehensive anti-terrorism convention and develop a common strategy against terrorism.

on preventive and capacity-building efforts to assist third countries in the fight against terrorism.

Norway is also supporting efforts related to Security Council resolution 1566 aimed at identifying how the sanctions against terrorist groups and individuals can be made more effective and how the UN's list can be expanded to cover organisations that are not connected with al-Qaeda and the Taliban (the 1267 Committee).

Furthermore, we are stepping up our support to the UN Office on Drugs and Crime (UNODC), which is assisting a large number of member states in their implementation of resolution 1373 and the UN anti-terrorism conventions. UNODC is also supporting justice sector reform in the broader sense, and is furthermore coordinating the UN's anti-terrorism efforts.

2.2 Respect for international law and human rights

Undemocratic and repressive regimes can foment hate and extremism that lead to increased support for terrorism. Western support for such regimes can undermine the populations' respect for our political system and our values. The promotion of democracy, the rule of law and respect for human rights is therefore an important element in the long-term fight against terrorism.

Norway will give priority to fostering respect for human rights and the rule of law in its long-term efforts to combat terrorism. There is a growing feeling that the West is practising "double standards", and this has led to further radicalisation and increased support for international terrorism. It is therefore essential that Norway's consistent policy when it comes to respect for human rights and the rule of law is communicated effectively.



Norway has for a long time maintained that the protection offered by international law applies to all persons without exception. International law establishes certain basic, absolute rules that are binding to all states and protect any person that is apprehended in an armed conflict.

The basic, absolute rules of international law include the obligation to treat all prisoners humanely, the obligation to protect all prisoners against torture and other cruel, inhuman or degrading treatment or punishment, and the prohibition against imprisonment without legal justification or for an indefinite period.

In Norway's view, a clarification of the issues related to the status, rights and treatment of persons who are imprisoned in connection with transnational terrorism is therefore

essential for the long-term efforts to prevent terrorism.

The importance Norway attaches to securing the principles of the rule of law is one of the reasons why we have increased our assistance for security system reform – particularly for strengthening of the judicial system – in post-conflict states and areas. Respect for human rights figures prominently in this assistance.

In our bilateral development cooperation we will continue to give high priority to promoting respect for human rights and the rule of law by supporting the development of responsible states, engaging in dialogue with authorities and assisting civil society actors. In this connection Norway will continue the bilateral human rights dialogues with selected countries.

Norway will actively promote respect for human rights and the rule of law as an important element in the long-term efforts to fight terrorism.

Norway supports the work of the UN High Commissioner for Human Rights (OHCHR), who plays a key role in protecting human rights around the world. Norway is pleased to note that the High Commissioner is giving high priority to the protection of human rights in the fight against terrorism. As the High Commissioner has underlined, it is essential that anti-terrorism measures introduced by the member states are subject to judicial control.

Norway supported the process of establishing a new UN Human Rights Council to replace the Human Rights Commission. In Norway's view, it is crucial that this leads to a real increase in effectiveness and to an upgraded status that reflects the importance of human rights in the preventive efforts to fight terrorism.

We also support the Council of Europe's efforts to ensure that the fight against terrorism is in line with the principles of democracy and the rule of law, based on respect for human rights. It is positive that

the Council of Europe is actively following up this issue by requesting member states to report on legislation, practice and individual cases. We will continue to fulfil our obligations to the Council of Europe, particularly as regards the European Human Rights Convention.

We will continue to support the OSCE's efforts to implement the UN anti-terrorism conventions. An important goal for the OSCE's efforts within a regional framework is to assist member states in implementing their UN obligations by facilitating information exchange and providing assistance for developing national legislation. These measures make the OSCE a valuable partner for the UN in the fight against international terrorism.

Norway believes it is important that the Council of Europe and the OSCE cooperate more closely on fighting terrorism. Closer cooperation based on the Council of Europe's standards and rules, and drawing on the OSCE's field operations would make both organisations more effective.



2.3 Increased understanding and dialogue between religions and communities

For a number of years Norway has promoted dialogue between ethnic and religious groups. Intercultural and interreligious dialogue is one of several means of promoting tolerance between ethnic and religious groups in a number of countries where terrorism is rife.

The reactions to the Muhammad cartoons showed how important cultural understanding and dialogue are to prevent conflicts based on religious divisions. Norway will continue its intercultural and interreligious dialogue as a key foreign policy tool and an element in Norway's efforts to prevent international terrorism. In these efforts, the Norwegian authorities will maintain close contact with organisations and institutions that promote dialogue and tolerance on a daily basis.

We have also played a part in ensuring that intercultural and inter-

religious dialogue figure prominently in the Council of Europe's action plan of May 2005. We will continue these efforts by seeking to ensure that the measures set out in the plan are followed up – including those related to the school system and exchanges, and to cooperation and dialogue with religious organisations.

Norway also supports the United Nations Educational, Scientific and Cultural Organisation's (UNESCO) efforts to combat international terrorism. Universal access to education is a crucial element here. Another aspect is how education can help to overcome ethnic and religious differences.

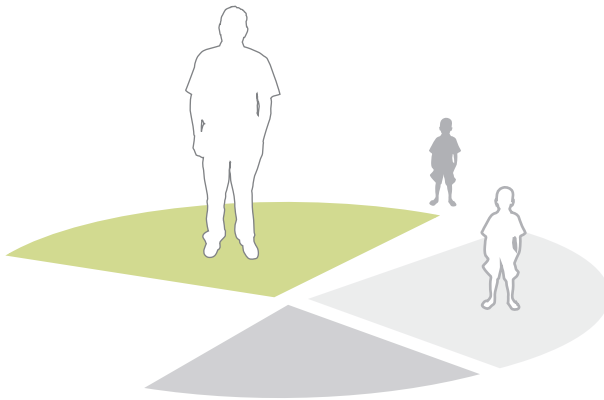
2.4 The fight against poverty

There is growing international recognition of the fact that development cooperation can play a positive role in the fight against international terrorism. Norway will support efforts aimed at increasing knowledge about the interrelationship between political, economic and social conditions

and the emergence of terrorism, and about how development policy can reinforce efforts to prevent international terrorism.

There is growing recognition in the Organisation for Economic Co-operation and Development (OECD) and UNESCO of the fact that poverty alleviation can have a preventive effect on terrorism.

They are exploring various approaches, such as supporting local communities' efforts to counteract divisive religious and political ideologies and prevent the radicalisation of young people by focusing on jobs and education. The OECD is also concerned that poverty alleviation must not lead to inequality and exclusion of certain populations groups.



Norway will support efforts aimed at increasing knowledge about the interrelationship between political, economic and social conditions and the emergence of terrorism, and about how development policy can reinforce efforts to prevent international terrorism.



Norway will continue to be a key supporter of the United Nations Development Programme (UNDP), which among other things promotes democratic governance, conflict prevention and reconstruction. UNDP cooperates closely with the authorities in partner countries. Its main contribution to the preventive efforts against terrorism is the work it does in the field of institution-building and institutional reform. This includes assistance designed to strengthen developing countries in areas such as legislation against money laundering, border control, judicial reform and implementation of rule of law principles. UNDP also plays an active role in reconciliation processes and in the disarmament, demobilisation and reintegration of ex-combatants.

Norway also supports the sub-regional organisations in Africa in this field. One example is the Southern African Development Community (SADC) countries' efforts to curb organised crime, money laundering and international terrorism in southern Africa. We

will also consider supporting other regional measures aimed at strengthening efforts to prevent terrorism in African countries.

2.5 Peace and reconciliation

Norway's efforts to promote peace and reconciliation are an independent contribution to the fight against international terrorism.

Weak states characterised by violent conflict often breed terrorism that may, in turn, constitute a threat to regional and international security. In so-called asymmetrical conflicts, the weaker party, such as a rebel group or terrorist group, may use acts of terrorism to achieve their goals or force the stronger party to negotiate. Often, the situation ends in deadlock because the stronger party refuses to engage in dialogue. This may result in an unending spiral of violence, where assistance from outside becomes essential.

Norway is continuously seeking to initiate dialogues with groups that

are involved in armed conflict, while at the same time ensuring that we do not act in conflict with our obligations under international law or with the fundamental values underlying Norway's foreign policy. This was the reason for the decision not to align ourselves with the EU lists of terrorists, which we consider too comprehensive, and which would place unnecessary limitations on our opportunities to engage in dialogues.

A peace and reconciliation process is contingent on the parties refraining from acts of terrorism and showing real willingness to engage in dialogue and find political solutions. There are groups with which it is impossible to negotiate, either because the means they employ in their struggle are too extreme, or because their political goals are too vague.



Norway's efforts to promote peace and reconciliation are an important contribution to the fight against international terrorism.



At the same time, Norway considers it important that due recognition is given to individuals and groups that renounce further use of terror and opt for legitimate measures. We are therefore intent on establishing procedures for deleting individuals and groups who renounce further use of terror and opt for legitimate political from the UN list of terrorists.

Norway's peace-building efforts aim at facilitating and supporting peace-building processes in countries experiencing conflict. We will give priority to supporting political development by promoting peace-building activities, reconciliation, good governance, development of free media, processes of legal retribution and truth commissions in addition to social and economic development.

In recent years Norway has also increased its support for security system reform and strengthening of the judicial system in post-conflict states and areas, including in Afghanistan and the Balkans.

2.6 Stability and reconstruction

Norway is participating in a number of international operations related to the fight against international terrorism. Our efforts are channelled through the UN, NATO, the OSCE and the EU.

During the past few years the UN has undertaken a growing number of peace operations with increasingly complex mandates. This reflects the fact that the operations often take place in countries with weak state structures. In these countries there is a need for extensive peace-building efforts, among other things to prevent them becoming free havens for terrorist groups and other organised criminals.

Norway considers it important to promote closer civilian-military cooperation, with an emphasis on integrated operations. This applies within the UN, NATO and EU frameworks alike. The UN Peace-building Commission will play a key role in these efforts. Complex mandates

and more emphasis on post-conflict reconstruction and institution-building, including in the security sector, are crucial in this connection. Norway will intensify its efforts in this area.

Norway is in the process of stepping up its participation in and support for UN peace operations, with particular emphasis on Africa. This involves an increase in both military and civilian assistance (including assistance for security sector reform, i.e. of the police, judiciary and prison system) aimed at bolstering the UN's comprehensive approach to post-conflict reconstruction.

In recent years NATO has focused on new security threats, and in particular on the fight against terrorism and the proliferation of weapons of mass destruction. Norway is in favour of clearly defining and strengthening


NATO's role in the fight against international terrorism.

NATO is also in charge of military operations where the fight against international terrorism is an important objective.

In Afghanistan NATO has taken on the main responsibility for ensuring security and stability through the NATO-led international stabilisation force ISAF. An overriding goal is to help to stabilise the country and strengthen the authority of the central government in all parts of Afghanistan. A stable and democratic Afghanistan is important in order to prevent al-Qaeda and other terrorist groups from again using Afghan territory to plan and launch terrorist operations.

Norway contributes both civilian and military assets to these efforts.

Norway is in the process of stepping up its participation in and support for UN peace operations, with particular emphasis on Africa.



ISAF is our main priority in the military area. In addition, we are providing training for the Afghan police, emphasising that the police force should be transparent and democratic, and respect and defend human rights. We are also providing personnel from the Crisis Response Pool to assist in the reform of the Afghan judiciary, focusing particularly on drugs-related cases.

In the Balkans our efforts have helped to enable the NATO forces to keep international terrorist networks at bay for a long time. We are also providing assistance to NATO's operation in the Mediterranean, which is charged with monitoring the transport of materials and weapons that might otherwise fall into the hands of terrorists.

Norway participates actively in the NATO-Russia Council's (NRC) efforts to prevent international terrorism. The fight against terrorism is one of the areas where NATO and Russia have engaged in a constructive dialogue, and this has resulted in a number of expert seminars where countries were able to exchange useful experience gained in their fight against terrorism. We will also continue our support for an NRC anti-drugs project that will focus on Afghanistan and Central Asia. The fight against drugs is an important element in the anti-terrorism efforts because there are often close links between criminal groups and terrorist groups.

NATO is currently increasing its assistance for reform and training of security forces elsewhere than in partner countries in Central Asia and the Caucasus. We are contributing to

Norway is in favour of clearly defining and strengthening NATO's role in the fight against international terrorism by developing a strategic, overall approach.

this partner cooperation, which aims to promote stability and democratisation. The individual cooperation programmes contain a number of anti-terrorism measures such as information and intelligence sharing, intensified non-proliferation and export control efforts, and improved legislation against money laundering and terrorism financing. Norway is providing assistance particularly for defence sector reform in Serbia. In addition, NATO is helping to train Iraqi security forces, and it is also providing support and training to the African Union in connection with the operation in Sudan.

We are also in favour of strengthening NATO's cooperation with countries in the Mediterranean region and the Middle East on a broad reform process that includes the fight against international terrorism. We encourage all countries in

the region to intensify their cooperation with NATO in this area.

2.7 The fight against the proliferation of weapons of mass destruction

A major challenge for the international community is to prevent terrorist organisations getting hold of weapons of mass destruction or materials for the production of such weapons. Nevertheless, the international non-proliferation agreements are under severe strain. This applies particularly to the Treaty on the Non-proliferation of Nuclear Weapons (NPT). This is unfortunate in a situation where there are clear indications that non-state actors are trying to acquire weapons of mass destruction.

It is therefore important to strengthen international cooperation and existing agreements in this area.

Norway has taken on particular responsibility for preventing the proliferation of weapons of mass destruction.



Norway has taken on particular responsibility for bringing the process forward. In advance of the UN 2005 World Summit we launched an initiative where seven countries from different parts of the world and from different traditions jointly urged the international community to intensify its efforts. It is important to strengthen the UN in order to make us better prepared to fight the proliferation of weapons of mass destruction.

An effective non-proliferation regime would also weaken the arguments for introducing a new generation of nuclear weapons. Irreversible reductions in nuclear weapons arsenals are in fact the best guarantee against nuclear weapons going astray.

It is essential to implement the UN Convention on Nuclear Terrorism and strengthen the Convention on the Physical Protection of Nuclear Material in order to prevent terrorists from acquiring nuclear weapons. Security Council resolution 1540, which obliges member states to

prevent non-state actors from acquiring materials that can be used to produce weapons of mass destruction, is particularly important for the international efforts to prevent the proliferation of these weapons. Norway is working to ensure implementation of the resolution and is assisting the UN and a number of developing countries in this respect.

We are also seeking to ensure that as many countries as possible become party to the new Convention on Nuclear Terrorism and the revised IAEA Convention on the Physical Protection of Nuclear Material. The IAEA's action plan on terrorism focuses on how the agency can help to improve nuclear safety in member states in order to reduce the risk of acts of terrorism involving nuclear material. Norway supports these efforts and is cooperating closely with the IAEA on a number of non-proliferation and disarmament measures.

The multilateral agreements are of fundamental importance for international non-proliferation efforts. However, they alone do not establish barriers to the proliferation of weapons of mass destruction that are sufficiently high or strong. Other measures and instruments are therefore required.

First, we support the Proliferation Security Initiative (PSI). It involves practical cooperation aimed at preventing and intercepting illegal transport of weapons of mass destruction. As a major shipping nation, Norway has a responsibility

to participate in this cooperation and is also able to contribute relevant resources.

Second, we are actively involved in international cooperation on export control. We participate in international cooperation forums like the Australia Group, the Wassenaar Arrangement, the Nuclear Suppliers Group (NSG) and the Zangger Committee with a view to ensuring better control of the export and transport of sensitive items.





Third, we have invested substantial efforts in improving nuclear safety in Russia during the past ten years. The vast amounts of radioactive waste and spent nuclear fuel in northwestern Russia are both an environmental threat and a proliferation threat. Should these materials fall into the hands of terrorists, they could be used to produce radiation weapons such as dirty bombs. Over the past ten years we have spent over NOK 1 billion on improving nuclear safety, primarily in northwestern Russia, and this effort will be continued.

Fourth, it is crucial to improve the IAEA inspection regime. The main challenge is to get more countries to implement the IAEA Additional Protocol, thereby enhancing the agency's ability to carry out its control functions.

Fifth, we consider it vital to establish stricter international control of the production of fissile material. It is particularly important to eliminate the possibility of uranium being enriched for weapons purposes

under cover of civilian nuclear programmes. We are therefore advocating the prompt launch of negotiations on an agreement to halt production of fissile material and closer security cooperation in the IAEA. This is important in order to limit the number of sources of fissile material that could fall into the hands of terrorists.

The UN, the OSCE, NATO and other organisations are also working to prevent terrorist groups getting access to conventional weapons. Norway is participating actively in these efforts, giving particular priority to improving control of small arms. Norway supports the development of an arms trade treaty (ATT) that regulates trade in conventional arms.

2.8 Financing of terrorism

Combating the financing of terrorism is an important element of the fight against terrorism. Again, this is an area that requires international cooperation.

In 2004 the World Bank and the IMF were given a specific mandate to combat money laundering and terrorism financing. Norway has supported these efforts by means of co-financing.

We have also committed ourselves to implementing the recommendations of the Financial Action Task Force (FATF) on combating terrorism financing. The FATF is an international working group that was established in 1989 following an initiative of the G7 countries. The FATF has played a key role in developing international standards for combating money laundering. Since the terrorist attacks on 11 September 2001 it has issued nine specific recommendations on combating terrorism financing. Several of them are closely related to the UN's anti-terrorism instruments.

We support efforts to ensure the implementation of the FATF's recommendations globally to prevent countries with insufficient legislation and enforcement and control systems from being misused for terrorism financing.

2.9 Strengthened police and intelligence cooperation

International cooperation in the police and justice sector is extremely important for combating terrorist networks, preventing attacks and prosecuting terror suspects. Terrorist groups finance part of their activities through organised crime like trafficking in drugs, arms and human beings. Strategies and methods for preventing such crime are important for preventing and combating terrorism. Likewise, it is important to establish effective international routines for combating crime.

Norway will continue its cooperation with the UN, the FATF, the IMF and the World Bank on combating terrorism financing.

Norway will continue its cooperation with the EU in the police and justice sector and promote closer international police cooperation. Since 2001 the EU has considerably strengthened police and justice cooperation. The first action plan against terrorism was adopted in the autumn of 2001 and has since been updated regularly. Furthermore, in December 2005 the EU adopted a counter-terrorism strategy and an action plan for combating radicalisation. The intention is to better coordinate and give higher priority to EU efforts in this field.

Norway is cooperating closely with the EU wherever this is advantageous and practicable. A number of concrete measures set out in the EU action plan may be legally binding for Norway under the EEA or Schengen agreements. It is therefore vital for the Norwegian authorities to maintain close contact with the EU so

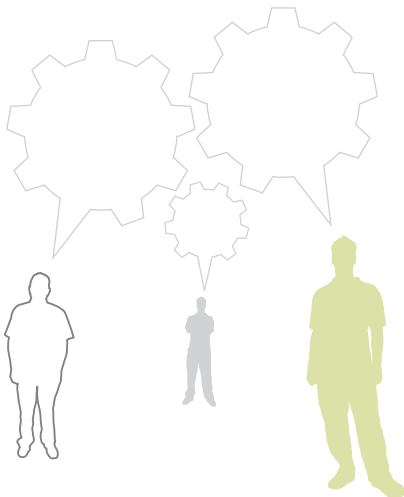
that we can participate in shaping this cooperation as far as possible. Norway has separate cooperation agreements with Europol and Eurojust, and is aiming to conclude negotiations on an extradition agreement with the EU based on the European arrest warrant.

Since 2001 international intelligence cooperation has been instrumental in averting more than 30 planned terrorist attacks in Europe. This has been possible due to effective preventive methods and broad international cooperation between security and intelligence services. Norway will advocate continued and closer multilateral cooperation between security services in Europe. It is also important to strengthen and further develop the bilateral cooperation between the Norwegian Police Security Service and other security services, both on general analysis and on specific cases.

Norway will actively promote close international intelligence cooperation in the fight against terrorism.

In this connection it is important to further develop our contacts with the EU and the strengthened intelligence cooperation within this framework. At the same time we will continue to promote closer intelligence cooperation in NATO, and also between Norway and our allies on a bilateral basis. It is also important to continually assess the need for new cooperation partners in response to the changing threat picture we are facing in connection with international terrorism.

At the same time it is essential that the Norwegian services are closely coordinated and that they further develop their expertise on international terrorism. This is necessary in order to make them attractive partners in broader international cooperation and to enable them to better analyse and interpret information. We must therefore further develop and improve the coordination and cooperation between the national actors involved, including that carried out under the auspices of the coordinating and advisory committee for the intelligence and security services.





3. CLOSER COORDINATION

This strategy sets out the overall goals underlying Norway's efforts in the fight against international terrorism and Norway's main priorities and positions as regards the ongoing international efforts in this area.

It applies to Norway's contributions to international efforts to both prevent and combat international terrorism.

All in all, Norway is making a substantial contribution to the fight against international terrorism. We are involved along a number of different tracks.

However, the strategy reveals several areas where Norway's efforts should be more focused:

- We must increase our ability and opportunities to play a proactive role in areas of the fight against international terrorism that we consider particularly important.
- We must increase our ability to rapidly adapt and coordinate measures in consultation with the UN, NATO, the OSCE and other forums of international cooperation.
- We must view our international efforts in the light of our domestic efforts and national experience and priorities where this is appropriate

In order to improve coordination, Norway will appoint a special representative for terrorism charged with the overall coordination of the Ministry of Foreign Affairs' efforts to combat international terrorism. The special representative will represent Norway in relevant forums and will discuss relevant issues with like-minded countries and other cooperation partners. The special representative will also cooperate closely with Norwegian foreign service missions to ensure that Norway's efforts in this area are coherent and closely coordinated.

Furthermore, we will seek to strengthen the contact and information exchange between the ministries and agencies that deal most closely with issues related to our efforts to combat international terrorism.

The Ministry of Foreign Affairs will take the initiative to establish a project group made up of representatives of Norwegian NGOs and research institutions that will

examine how Norway can best strengthen and further develop its efforts against international terrorism. As underlined by this strategy, Norway gives particular priority to long-term efforts to prevent international terrorism. This will be reflected in the work of the project group.

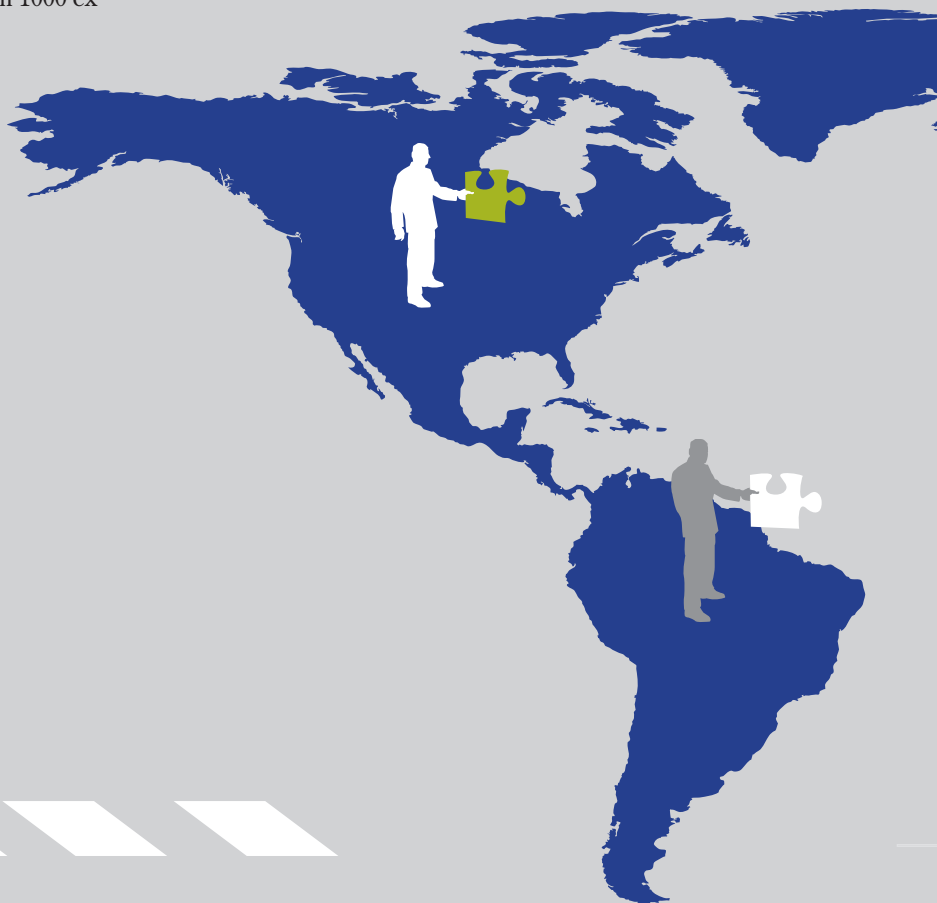
Furthermore, Norway undertakes to continue its assistance to individual countries in the fight against terrorism by developing our bilateral cooperation programmes. Priority will be given to countries with which cooperation has already been established.



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