

TE-SAT 2008  
EU TERRORISM SITUATION AND TREND REPORT 2008

PAGINA BIANCA

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## 1. FOREWORD BY THE DIRECTOR



Europol, the European Police Office, was created by the member states of the European Union as the central hub for the exchange and analysis of law enforcement information. Its existence is proof that the cooperation between member states in creating a single area of freedom, security and justice has reached a new multilateral level.

Working in close cooperation with the member states, Europol is in a unique position to provide an overview of the security situation in the European Union. Two annual public awareness reports are produced by Europol: the EU Organised Crime Threat Assessment (OCTA) and the Terrorism Situation and Trend Report (TE-SAT). Both have become important awareness tools for decision makers at European level.

The TE-SAT is a forward-looking document. Its aim is not only to describe the situation in the European Union regarding terrorism and related phenomena, but also to identify trends. For the first time since the adoption of a new methodology in 2006, TE-SAT 2008 offers the possibility to compare the findings of one year with those of the previous year.

As an annual product, the TE-SAT is still in its infancy. Nevertheless, awareness in the member states about the importance of such a tool is growing. It is my pleasure to note that contributions for TE-SAT

2008 have increased significantly in quantity and quality. I would like to thank the member states and Eurojust for their continuing commitment and cooperation.

Terrorism manifests itself in a variety of ways and has been an issue in the EU for many years. The impact of terrorist attacks became obvious again in 2007 with the murder of two Spanish police officers in France by the Basque separatist terrorist group ETA. Our thoughts are with their families.

The overall threat to the member states from terrorism remains serious, as demonstrated by the failed attacks in London and Glasgow and the disrupted plots in Germany and Denmark. The transnational nature of this threat requires an EU-wide response. In order to effectively meet the challenge of counter-terrorism in the EU, the member states must continue to develop robust cooperation and coordination networks to facilitate information exchange and to assist in our understanding of the challenges that face us.

I would like to take this opportunity to express my gratitude to the Portuguese and Slovenian Presidencies as well as to Eurojust and SitCen for their support and valuable contribution to the project throughout the year.

A handwritten signature in black ink, which appears to read 'Max-Peter Ratzel'. The signature is fluid and cursive.

**Max-Peter Ratzel**  
Director of Europol

## 2. INTRODUCTION

The EU Terrorism Situation and Trend Report (TE-SAT) was established in the aftermath of the 11 September 2001 attacks in the United States as a reporting mechanism from the EU Council's Terrorism Working Party (TWP) to the European Parliament. The first five editions of the TE-SAT were presented by the respective Presidencies of the EU Council, "based on a file and on the analyses supplied by Europol" from member states' contributions.<sup>1</sup>

At the beginning of 2006, Europol proposed to widen the data collection for the TE-SAT in order to enhance the quality of the report. The proposal was endorsed by the Justice and Home Affairs Council on 1 and 2 June 2006, and TE-SAT 2007 was based on a new methodology developed by Europol in consultation with the advisory board of 2006, consisting of the Finnish and German Presidencies, Eurojust and SitCen (the EU Joint Situation Centre).<sup>2</sup>

For TE-SAT 2008, the scope of the report has been slightly modified regarding the qualitative data, allowing the member states to report on criminal acts committed by extremists. This change has been made in consultation with the advisory board of TE-SAT 2008, consisting of the Portuguese and Slovenian Presidencies, Eurojust and SitCen.

In accordance with ENFOPOL 65 (8196/2/06), the TE-SAT is an unclassified annual document which provides information on the phenomenon of terrorism in the EU. The TE-SAT discusses terrorism from a law enforcement point of view, i.e. as a "crime", although terrorism is fundamentally a

political phenomenon driven by political motives and oriented toward political ends.

The TE-SAT is a situation report which describes and analyses the outward manifestations of terrorism, i.e. terrorist attacks and activities. It neither attempts to analyse the root causes of terrorism nor to assess the threat posed by terrorism. Furthermore, the TE-SAT does not assess the impact or effectiveness of counter-terrorism policies and law enforcement measures taken, despite the fact that they form an important part of the phenomenon.

The TE-SAT is an EU report and, as such, aims at providing an overview of the situation in the EU rather than describing the situation in individual member states. It seeks to establish basic facts and figures regarding terrorist attacks, arrests and activities in the EU.

The TE-SAT is also a trend report. Since a trend can be defined as a general tendency in the way a situation is changing or developing, the TE-SAT is a forward-looking report. As TE-SAT 2007 was the first report based on the new methodology, no comparison with previous years was possible. Consequently, TE-SAT 2008 is the first edition that attempts an analysis of trends.

The TE-SAT is based mainly on information contributed by the member states concerning and resulting from criminal investigations into terrorist offences. The TE-SAT does not contain information which is classified or which could jeopardise ongoing investigations.

<sup>1</sup> ENFOPOL 41 REV 2 (8466/2/01).

<sup>2</sup> SitCen monitors and assesses events and situations worldwide with a focus on potential crisis regions, terrorism and WMD proliferation.

## 3. TE-SAT 2008 METHODOLOGY

### 3.1. Definitions

#### Terrorism

Terrorism is not an ideology or movement, but a tactic or a method for attaining political goals. This view is also reflected in the Council Framework Decision of 13 June 2002 on combating terrorism (2002/475/JHA).<sup>3</sup> All member states had to align their national legislation with this Framework Decision by 31 December 2002. At the end of November 2007, the EU Counter-Terrorism Coordinator reported to the European Council that, apart from Slovakia, all member states had fully completed the implementation. In Slovakia, the Framework Decision was partially implemented with the exception of the provisions concerning the liability of legal persons.<sup>4</sup>

An overview of the legislation on terrorism, or current proposals of legislation, regarding the ten countries which provided information on court cases to Eurojust is described in Annex 3.

Whereas the member states have harmonised their national legislation with the provisions of the Framework Decision, the definition of terrorist acts provided in Article 1 of the Decision includes elements, such as the impact of the act concerned, which are open to interpretation. **For practical reasons, the data collected for TE-SAT 2008 relies on the member states' definitions of terrorist offences.**

TE-SAT 2007 restricted its reporting purely to terrorism, disregarding extremism. The disparities currently existing between the member states

with regard to the crime areas which are defined as terrorism or extremism, respectively, were reflected in the contributions to the report. As a result, the European scope of the crime areas could not be fully described. For TE-SAT 2007 this was especially true for left-wing and right-wing terrorism. For TE-SAT 2008, this problem would also have affected the reporting on the new category of single issue terrorism.

TE-SAT 2008 continues to focus on terrorism. Although not all forms of extremism sanction the use of violence, extremism as a phenomenon may be related to terrorism and exhibit similar behavioural patterns. **Criminal acts committed by extremists, with the potential to seriously destabilise or destroy the fundamental political, constitutional, economic or social structures of a country** will consequently be included in TE-SAT 2008 if reported by the member states.

In TE-SAT 2008, this methodological modification only applies to the qualitative part. **With regard to the quantitative part, the member states were again asked to provide data on arrests, attacks and activities defined as terrorism at national level.**

The member states have been asked to contribute data on all individuals arrested for terrorism offences in the course of 2007. **"Arrests" refers to judicial arrests warranted by a prosecutor or investigating judge, whereby a person is detained for questioning on suspicion of committing a criminal offence for which detention is permitted by national law.** That the person

<sup>3</sup> An outline of this Council Decision is included in the Annex 2.

<sup>4</sup> An amendment of the Criminal Code is in preparation in Slovakia and will comprise specific provisions on this aspect.

may subsequently be provisionally released or placed under house arrest does not impact on the calculation of the number of arrests.

**Attacks have been reported by member states as failed, foiled or successfully executed.** The category “reported activities” relates to terrorist activities investigated as such in the member states.

### Types of Terrorism

Terrorist organisations in the TE-SAT are categorised by their source of motivation. However this is not always an easy task, as many groups have a mixture of motivating ideologies, although usually one ideology or motivation dominates. The choice of categories used in the TE-SAT is pragmatic and reflects the current situation in the EU. The categories are not necessarily mutually exclusive.

**Islamist terrorism** is motivated either in whole or in part by an abusive interpretation of Islam; the use of violence is regarded by its practitioners as a divine duty or sacramental act.<sup>5</sup>

**Ethno-nationalist and separatist terrorist groups**, such as Euskadi Ta Askatasuna (ETA), Kurdistan Workers’ Party (PKK/KONGRA-GEL) and Real Irish Republican Army (RIRA), seek international recognition and political self-determination. They are motivated by nationalism, ethnicity and/or religion.

**Left-wing terrorist groups**, such as the Revolutionary People’s Liberation Army (DHKP-C), seek to change the entire political, social and economic system of a state according to an extremist leftist model. Their ideology is often Marxist-Leninist. The agenda of **anarchist terrorist groups**, such as the Unofficial Anarchist Federation (Federazione Anarchica Informale, FAI), is usually revolutionary, anti-capitalist and anti-authoritarian. Not all member states have distinguished between activities of left-wing and anarchist terrorist groups in their contributions. For this reason, both categories are discussed in the same chapter of this report.

**Right-wing terrorist groups** seek to change the entire political, social and economic system on an extremist rightist model. The ideological roots of European right-wing terrorism can usually be traced back to National Socialism.<sup>6</sup>

**Singe Issue Terrorism** is violence committed with the desire to change a specific policy or practice within a target society. The term is generally used to describe animal rights and environmentalist terrorist groups.<sup>7</sup>

### 3.2. TE-SAT 2008 Data

The data collection for TE-SAT 2008 covered terrorist attacks, activities and arrests in the EU in 2007 and terrorist attacks outside the EU in which EU interests were affected. In addition, Eurojust collected data on prosecutions and convictions for terrorist offences in member states.

Both quantitative and qualitative data on terrorist attacks and activities was collected from the member states. Terrorism is not mass or collective violence but rather the work of small groups, however popular these groups may be. Even if supported by a larger organisation, the number of militants who engage in terrorism is usually very limited.<sup>8</sup> However, some aspects of the phenomenon, such as attacks and arrested suspects, can also be analysed with the use of quantitative research methods. Due to the relatively small number of investigations into terrorist activities reported by the member states, terrorist activities are analysed and described mainly with the help of qualitative data, although quantitative data was also collected to support the analytical work.

Europol extracted quantitative TE-SAT data on terrorist attacks and activities as well as on arrested suspects from reports on terrorist incidents contributed by the member states. The processed data was cross-checked and, in case of gaps, complemented by open source data systematically monitored, collected and processed by Europol.

<sup>5</sup> Compare to Hoffman, Bruce (2006) *Inside Terrorism*, pp. 83 and 89-97.

<sup>6</sup> Their American counterparts, white supremacist groups, are often categorised as religious terrorists. See Hoffman, Bruce (2006) *Inside Terrorism*, p. 237.

<sup>7</sup> See Wilkinson, Paul (2001) *Terrorism versus democracy*, first edition, p. 20.

<sup>8</sup> Crenshaw, Martha (2003) “Thoughts on Relating Terrorism to Historical Contexts”, in *Terrorism in Context*, ed. Crenshaw, Martha (2003), pp. 3-26, esp. p. 4.

After this, Europol requested the member states to validate their national data.

Eurojust collected data on the basis of the Council Decision of 20 September 2005 on the exchange of information and cooperation concerning terrorist offences (2005/671/JHA), according to which the member states are obliged to collect all relevant information concerning prosecutions and convictions for terrorist offences and send it to Eurojust.

According to the 2005 Council Decision, the information submitted to Eurojust is in relation to *final* convictions. If convictions in 2007 were appealed but came to a conclusion before the end of the year, Eurojust counted the proceedings as one.

Ten member states provided Eurojust with information on cases in their national courts: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, the Netherlands, Spain and the UK. The UK was not able to provide a comprehensive overview for 2007 within the timeframe set, but most high-level cases were included. Although some data is still lacking, the member states most affected by terrorist offences provided their contribution. In general, the contributions to Eurojust were of better quality compared to 2006 with a much higher level of detail.<sup>9</sup> Due to differences in the data contributed to Eurojust for 2006 and 2007, however, it was not always possible to compare the findings.

The aforementioned Council Decision 2005/671/JHA also obliges the member states to collect all relevant information concerning and resulting from criminal investigations conducted by their law enforcement authorities with respect to terrorist offences and sets out the conditions under which this information should be sent to Europol. This information facilitates Europol's data collection for the TE-SAT only to a limited extent, as the TE-SAT does not contain information that may jeopardise ongoing investigations.

The data contributed by the member states to TE-SAT 2008 was generally of high quality with a high level of details. In addition to the quantitative contribution, all member states also provided Europol with a qualitative contribution.

The collected data for 2007 referred to a total of 583 attacks, 1044 arrested suspects and 331 convictions for terrorism charges in the EU. **It should**

**be noted that the arrests and convictions may be related to terrorist offences that took place before 2007 and, consequently, may not be related to activities and attacks reported for the purpose of TE-SAT 2008.**

Although the member states' reporting on terrorist attacks, activities and arrests continues to vary in degree of elaboration, it can generally be stated that the data contributed by the member states for 2007 was more detailed than that for 2006. Concerning TE-SAT 2008, the main information gap is found in the number of fatalities and casualties in terrorist attacks. Regarding Islamist terrorism, reporting on group affiliation was generally missing. In a few cases, the type of terrorism was not specified. In the statistics, such cases were registered under the category "other".

Gaps in the data collected by Europol may be due to the fact that the investigations into the terrorist attacks or activities concerned are still ongoing. In addition, it is a well known fact that terrorist activities are not always prosecuted as terrorist offences. Furthermore, it seems likely that terrorist attacks and activities with perceived low and/or local impact remained underreported to Europol. It is not possible to track these investigations by monitoring open sources and include them in the data, as generally only the most "spectacular" cases, in particular as regards terrorist activities, are reported in the media.

As was the case for TE-SAT 2007, the UK was not able to provide Europol with comprehensive quantitative data for TE-SAT 2008. Nevertheless, two failed Islamist terrorist attacks in 2007 were contributed. As for the TE-SAT 2007, UK authorities contributed the total number of persons arrested under the Terrorism Act 2000 without any affiliation. The UK did, however, contribute a comprehensive qualitative report. TE-SAT 2008 describes and analyses the situation in the UK mainly based on this contribution.

Information on and analysis of Islamist activities on the Internet is the result of a project initiated at Europol in October 2004 within the framework of the second EU counter-terrorism task force and later transferred to Europol's counter-terrorism unit. The description and analysis of the situation outside the EU, both for separatist and Islamist terrorism, is mainly based on open sources.

<sup>9</sup> Contribution to the TE-SAT 2008: Eurojust.

## 4. OVERVIEW OF THE SITUATION IN THE EU 2007

### 4.1. Terrorist Attacks

In 2007, nine member states reported a total of 583 failed, foiled or successfully executed attacks. This is a 24 percent increase from what was reported in 2006. Of the 583 attacks, 517 were claimed or attributed to separatist terrorist groups in Spain and France. The vast majority of these attacks were arson attacks aimed at causing material damage. Although the number of casualties and fatalities is limited, two persons were killed in an attack claimed by the Basque separatist terrorist group ETA.

With regard to Islamist terrorism, two failed and two attempted attacks were reported for 2007. As in 2006, failed or attempted Islamist terrorist attacks took place in the UK, Denmark and Germany. Police investigations into the attempted attacks in Denmark and Germany have shown that the intended targets were likely to be located on their national territory. The failed and attempted attacks mainly aimed at causing indiscriminate mass casualties.

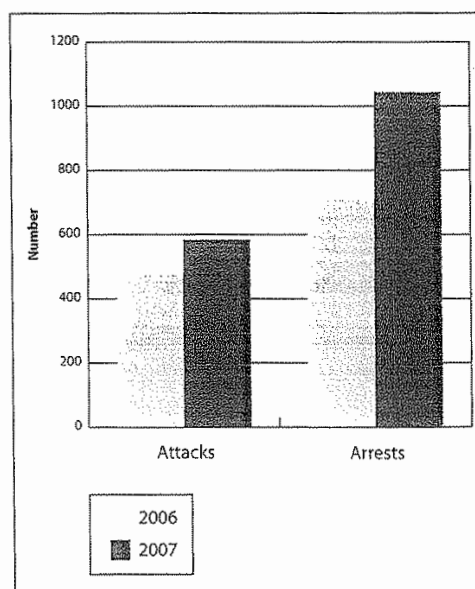


Figure 1: Number of failed, foiled and successfully executed attacks and number of arrests 2007 compared to 2006

Member state	Islamist	Separatist	Left Wing	Right Wing	Single Issue	Not Specified	Total 2007
Austria	0	0	1	0	0	0	1
Denmark	1	0	0	0	0	0	1
France	0	253	0	0	0	14	267
Germany	1	15	4	0	0	0	20
Greece	0	0	2	0	0	0	2
Italy	0	0	6	0	0	3	9
Portugal	0	0	0	1	1	0	2
Spain	0	264	8	0	0	7	279
UK	2	-	-	-	-	-	2
<b>Total</b>	<b>4</b>	<b>532</b>	<b>21</b>	<b>1</b>	<b>1</b>	<b>24</b>	<b>583</b>

Figure 2: Number of failed, foiled and successfully executed attacks in 2007 per member state and affiliation

Left-wing and anarchist groups were responsible for 21 attacks in the EU during 2007. The most affected countries were Italy followed by Spain. The vast majority of the attacks were successfully executed and aimed at governmental institutions or private businesses.

The majority of attacks related to right-wing organisations are contributed as extremism. One right-wing terrorist attack was reported for 2007, in Portugal.

Single issue terrorism was introduced as a new category for 2007. Although a number of incidents were attributed or claimed by animal rights and environmentalist extremist groups, only one was contributed as a terrorist attack.

A complete list of all contributed attack and arrest data for 2006 and 2007 can be found in Annex 4 and 5.

## 4.2. Arrested Suspects

A total of 1044 individuals were arrested for terrorism-related offences in 2007. This is an increase of 48 percent compared to 2006. France, Spain and the UK have reported the largest number of arrests per member state.

The number of arrested suspects for separatist terrorism has more than doubled in comparison to 2006. This increase is mainly due to the vast increase in the number of arrests in France and Spain. In 2007, Spain saw a seven-fold increase in arrested suspects: from 28 in 2006 to 196 in 2007. France went from 188 people arrested in 2006 to 315 in 2007, an increase of almost 68 percent.

Concerning Islamist terrorism, the number of arrested individuals decreased compared to 2006. In 2007, 201 persons were arrested for Islamist terrorism, compared to 257 in 2006. This decrease can mainly be attributed to a 35 percent decrease in the number of arrested suspects reported by France.

Member state	Islamist	Separatist	Left Wing	Right Wing	Single Issue	Total 2007
Austria	5	0	0	3	0	8
Belgium	9	1	0	0	0	10
Bulgaria	4	0	0	0	0	4
Cyprus	2	0	0	0	0	2
Denmark	9	0	0	0	0	9
France	91	315	3	0	0	409
Germany	3	8	4	0	0	15
Ireland	0	24	0	0	0	24
Italy	21	0	23	0	0	44
Portugal	1	0	0	31	0	32
Romania	1	2	0	0	0	3
Slovakia	1	1	0	0	0	2
Spain	48	196	17	0	0	261
Sweden	2	0	0	0	0	2
the Netherlands	4	1	1	10	0	16
UK	–	–	–	–	–	203
<b>Total</b>	<b>201</b>	<b>548</b>	<b>48</b>	<b>44</b>	<b>0</b>	<b>1044</b>

Figure 3: Number of arrested suspects in 2007 per member state and affiliation

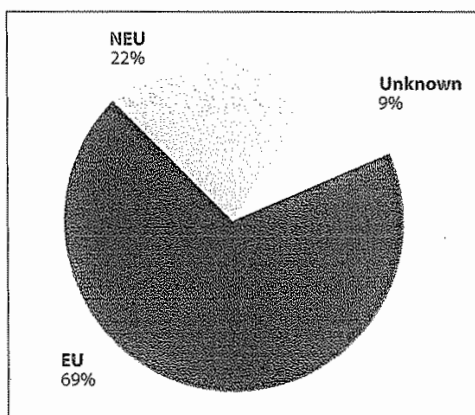


Figure 4: Citizenship of arrested suspects in 2007

However, the UK reported a 30 percent increase in arrested suspects. Although no affiliation could be assigned, UK authorities estimate that, out of the 203 persons arrested in 2007, the vast majority were in relation to Islamist terrorism.

At the time of their arrest, all suspects were between 17 to 72 years of age. The average age was 35 years, with two thirds of the arrested being between 23 and 43 years old. Persons arrested for anarchist and right-wing terrorism offences were generally younger than 30.

The vast majority of the arrested suspects were EU citizens. A large number of these were separatist terrorists arrested in France and Spain. Furthermore, an increasing number of the arrested suspects have the citizenship of the country of arrest.

As in 2006, the vast majority of suspects were arrested for membership of a terrorist organisation. Twenty-two percent were arrested for attack-related crimes such as planning, preparing or executing an attack. As in 2006, financing, facilitation and recruitment continue to be activities of which the arrested are suspected. The number of suspects arrested for propaganda has increased. The suspects arrested for this offence are mainly linked to Islamist terrorism.

The number of women arrested for terrorism offences is still relatively low.<sup>10</sup> In 2007, ten percent of all arrested suspects were women. There is, however, a noticeable difference between the different types of terrorism, ranging from seven percent among Islamist terrorists to fourteen percent among separatist terrorist groups. Eighty percent of all women arrested for terrorism were EU citizens.

### 4.3. Convictions and Penalties

In the course of 2007, 418 individuals were tried on terrorism charges in the member states, in a total of 143 proceedings. No consistent information was available regarding the time that had elapsed between arrests, trial and date of conviction but, in general, it can be stated that the convictions relate to events which occurred before 2007.

Of the 418 individuals, 34 were women. The vast majority of these were charged in relation to separatist terrorism.

Member state	2006	2007
Belgium	24	5
Denmark	0	11
France	21	54
Germany	16	7
Greece	0	17
Ireland	0	6
Italy	0	47
Spain	154	231
Sweden	3	0
the Netherlands	20	8
UK	3	33
<b>Total</b>	<b>241</b>	<b>419</b>

Figure 5: Number of individuals tried for terrorism charges per member state<sup>11</sup>

<sup>10</sup> In the 2007 statistical data, the gender of only 8.5 percent of the arrested remained unknown, compared to 17 percent in 2006.

<sup>11</sup> The total number of 419 individuals tried (instead of 418) is caused by the fact that one individual was tried in both Italy and Spain.

The large difference in the number of individuals tried for terrorism charges in 2006 and 2007 can partly be explained by underreporting from the member states in 2006. Only eight member states contributed data in 2006, as opposed to ten member states in 2007.

Also noteworthy is the fact that trials with large groups of defendants took place in several countries in 2007. This was the case in Spain where 52 individuals were indicted in one trial. The trial concerning the 2004 Madrid bombings involved 29 defendants. In Italy, a court case involving 14 individuals came to its conclusion in December. In France, there were two cases against 16 and 11 individuals respectively, whilst all 17 individuals reported by Greece were tried in the same case.

Of a total of 143 court proceedings in 2007, 54 percent were related to separatist terrorism, whilst 38 percent were related to Islamist terrorism. Only one trial in 2007 concerned right-wing terrorism. This trial confirmed the sentence imposed on an individual previously convicted of the bombing of the Bologna railway in 1980.

The court proceedings resulted in 449 verdicts. The number of verdicts does not correlate directly to the number of suspects tried for terrorism charges as some suspects received more than one sentence in separate court proceedings. This applies in particular to Spain where 231 suspects received a total of 255 verdicts. These verdicts were mainly related to Basque separatist terrorism.

All verdicts reported by Belgium, Germany and the UK were related to Islamist terrorism. In Italy, this was the case for 44 of 47 reported verdicts.

Of the total of 449 verdicts in 2007, 331 were convictions. Eight of the thirty-four women tried for terrorism charges were acquitted. The percentage of acquittals increased from 15 percent in 2006 to 26 percent in 2007. This increase may be explained by law enforcement authorities working to disrupt terrorist plots at an early stage in order to avoid casualties or destruction of infrastructure and properties. Individuals planning attacks and promoting terrorist crimes may have been brought before court before they were able to reach the stage of carrying out a successful terrorist attack. It is generally more difficult to produce evidence in court for intent, propaganda and planning than for the execution of attacks. See figure 7.

Court proceedings in relation to Islamist terrorism have the highest acquittal rate: 31 percent of the defendants were found not guilty. Left-wing and separatist terrorism both have an acquittal rate of approximately 20 percent.

The Council of Europe has adopted a convention on the prevention of terrorism. Such an instrument is lacking at the EU level, and national legislations are still being developed in this regard. An overview of the current state of legislation in the EU member states which had court cases in 2007 is provided in Annex 3.

Member state	Islamist	Separatist	Left Wing	Right Wing	Not Specified	Total
Belgium	5	0	0	0	0	5
Denmark	9	0	0	0	7	16
France	31	24	0	0	0	55
Germany	7	0	0	0	0	7
Greece	0	0	17	0	0	17
Ireland	0	6	0	0	0	6
Italy	44	0	2	1	0	47
Spain	61	184	8	0	2	255
the Netherlands	8	0	0	0	0	8
UK	33	0	0	0	0	33
<b>Total</b>	<b>198</b>	<b>214</b>	<b>27</b>	<b>1</b>	<b>9</b>	<b>449</b>

Figure 6: Number of verdicts for terrorism charges in 2007 per member state and affiliation

Several interesting investigations and prosecution cases came to a conclusion in 2007. On 31 October 2007, the sentences in the trial against the suspected perpetrators of the 11 March 2004 attacks in Madrid were pronounced. The Spanish high court, the Audiencia Nacional, convicted three main defendants on charges of mass murder with a terrorist intent and other charges. In total, 21 persons were found guilty of participating in the Madrid bombings. For one of the convicted individuals, the sentences imposed added up to 42,952 years. However, the maximum time to be served in prison in Spain is 40 years.

The year 2007 also saw the conviction of four persons in relation to the failed bomb attacks on the London transport system on 21 July 2005. The four individuals were sentenced to life imprisonment which in the UK means 40 years. The UK also had its first conviction in relation to terrorism propaganda. The three men convicted had been found in possession of materials suggesting that they were involved in the production of terrorist propaganda. The suspects were also in possession of information on how to cause explosions or build bombs. On trial, the defendants admitted to having urged British Muslims to wage violent *jihād*<sup>12</sup> against all non-believers. They were sentenced to six, eight and twelve years' imprisonment, respectively.

In November 2007, the Danish high court convicted three persons for planning a terrorist attack in Denmark. The investigation showed that the men procured fertiliser and chemicals which could be used for producing peroxide-based primary explosives. Members of the group gathered large amounts of information on the Internet regarding the manufacturing of explosives and bombs. Two of the accused were sentenced to 11 years' imprisonment, while the third received a four-year sentence. The prosecution subsequently appealed the sentences to the Danish supreme court in order to get the sentences increased.

In Belgium, a network of intermediaries for al-Qaeda was successfully prosecuted in 2007. The prosecutors made use of a judicial decision in Italy: in 2007, the Italian supreme court held that the impact of individual terrorist actions needs to be seen in the wider criminal plan of a terrorist organisation. Sentences in Italy amounted to nine and six years; in Belgium, the five individuals were sentenced to up to ten years in early 2008.

Figure 8 provides an overview of the average penalty per convicted individual in the ten member states. In 2006 and 2007, several convictions in Spain resulted in long cumulative sentences. For the purpose of this overview, Eurojust counted 40 years for all sentences exceeding this period of time.

Member state	Convicted	Acquitted	Total Verdicts	Acquitted %
Belgium	5	0	5	0
Denmark	5	11	16	69
France	52	3	55	5
Germany	7	0	7	0
Greece	13	4	17	24
Ireland	4	2	6	33
Italy	28	19	47	40
Spain	181	74	255	29
the Netherlands	3	5	8	63
UK	33	0	33	0
<b>Total</b>	<b>331</b>	<b>120</b>	<b>449</b>	<b>26</b>

Figure 7: Number of verdicts, convictions and acquittals per member state in 2007

<sup>12</sup> Throughout the report referred to as the use of violence or violent struggle, allegedly in defence of Islam.

The large difference in average penalty between 2006 and 2007 is mainly due to the fact that the number of contributing member states has increased. Another factor is that a number of very serious cases were successfully concluded in the UK. Although this prevents a general comparison, it is still possible to compare the mean average for 2006 and 2007.

As in 2006, the relatively high average for Spain can be explained by the fact that a majority of the defendants were convicted of murder or of “collateral” fatalities. In average, membership of a terrorist organisation, taken as an offence in its own right, has resulted in sentences amounting to five to ten years. The average sentence in Spain has gone down slightly from 2006 to 2007.

In the UK, of the 33 convicted individuals, twelve received a full 40 year sentence. These included the four individuals connected to the failed July

2005 London transport bombing. Thus, the average sentence imposed in the UK has increased compared to the year 2006.

The relatively low sentences in the Netherlands may be due to the fact that individuals suspected of planning attacks and promoting terrorist crimes were brought before the court before reaching the stage of successfully executing a terrorist attack.

In Greece, very high sentences were passed for one group of individuals jointly tried for different crimes. Almost all individuals were convicted of criminal association, in addition to causing explosions, attempted murder, robberies and carrying weapons. One individual received 17 lifetime sentences and another 11. All these sentences have been recalculated to count as 25 years which, according to Greek law, is the maximum term to be spent in prison.

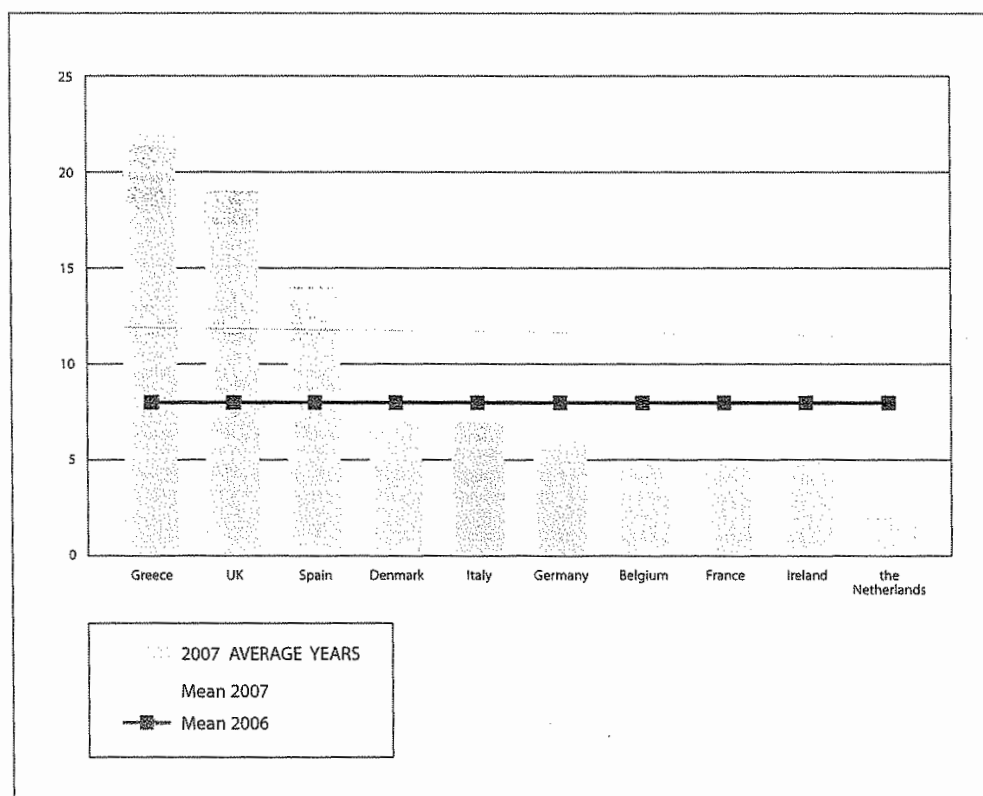


Figure 8: Average penalty per convicted individual per member state in 2007

#### 4.4. Key Findings

- The member states reported a total of 583 attacks and 1044 arrested suspects in the EU.
- Eighty-eight percent of all reported terrorist attacks are separatist terrorist attacks targeting France and Spain. The attacks were claimed by, or attributed to, Basque and Corsican separatist terrorism.
- Arson attack was the most common type of attack perpetrated by terrorists in the EU.
- The majority of all suspects were arrested for membership of a terrorist organisation. Twenty-two percent of all suspects were arrested for attack related offences.
- The average age of arrested suspects was 35 years with two thirds of all arrested between 23 and 43 years old. The vast majority of all arrested were EU citizens.
- The number of women arrested for terrorism offences is generally low. The highest number of female arrested suspects was reported in relation to separatist terrorism.
- Most attacks and arrests related to the categories left-wing, right-wing and single issue are contributed by the member states as extremism.
- Fifty-four percent of all court cases in 2007 were related to separatist terrorism, followed by thirty-eight percent in relation to Islamist terrorism.
- Court proceedings in relation to Islamist terrorism had an acquittal rate of 31 percent compared to 20 percent for left-wing and separatist terrorism.