1 Introduction

Terrorism is a major concern for the international community.\(^1\) Terrorist attacks are sudden and unpredictable events often with far-reaching consequences for economic, social and political life. As a result, public authorities have struggled to find appropriate regulatory responses to protect citizens and society. Both the United Nations (UN) and the European Union (EU or Union) are supportive of a multilateral approach in fighting terrorism. At the same time, the continuing central role of nation States in this area, ranging from the work of intelligence services to criminal prosecution and implementation efforts, has been stressed at both global and regional levels.

The present chapter revisits counter-terrorism cooperation between the EU and UN. It will be argued that, despite the different actors and issues involved, multilateral approaches have been successfully applied. The UN and EU have developed a partnership in fighting terrorism, albeit one with particular features. Cooperation has by and large been instigated by the EU. The Union has selected the UN, with its universal mandate, to serve as a central forum for developing global counter-terrorism solutions. Over the years, it has given impetus by participating in debates, by sharing experiences and by pushing for

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the development of legal frameworks. UN bodies and Member States, for their part, have been responsive to interacting with EU partners.

The chapter firstly compares the institutional frameworks and related counter-terrorism strategies of the two international organisations (IOs). In a brief overview, the development by each organisation of counter-terrorism initiatives according to their own views and necessities is explained. Secondly, different modes of multilateral counter-terrorism governance are examined. The focus in this regard is on the manner in which the EU interacts with UN partners, both in formal and informal settings. In a third section, the chapter turns to a discussion on substantive interactions between key policies and norms. Three critical issues have been selected to examine how the EU influences topical debates at the global level: the streamlining of counter-terrorism action, the definition of terrorism and the sanctioning of terrorists and terrorist groups. The chapter ends with some concluding reflections.

2 Fighting Terrorism: An Institutional Comparison

Terrorism and manifestations of it have been tackled in national and international security strategies. States have been using international forums to coordinate and harmonise their counter-terrorism laws and policies. In their own right, these forums have adopted agendas for combating terrorism. Accordingly, the UN and the EU are creating legal and political shields against a threat to which even their most advanced Member States in terms of security intelligence have proved not to be immune. This section examines how and why the global and regional lines of defence differ.

2.1 Two Paths . . .

Neither the UN nor the EU is new to counter-terrorism. Thus far, however, they have taken different paths to achieve their goals. As early as 1937, a Convention for the Prevention and Punishment of Terrorism was concluded within the context of the League of Nations, requiring States to criminalise terrorist offences. The Convention never entered into force but did represent the start of a long tradition of countering terrorism. Ever since, global instruments have

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