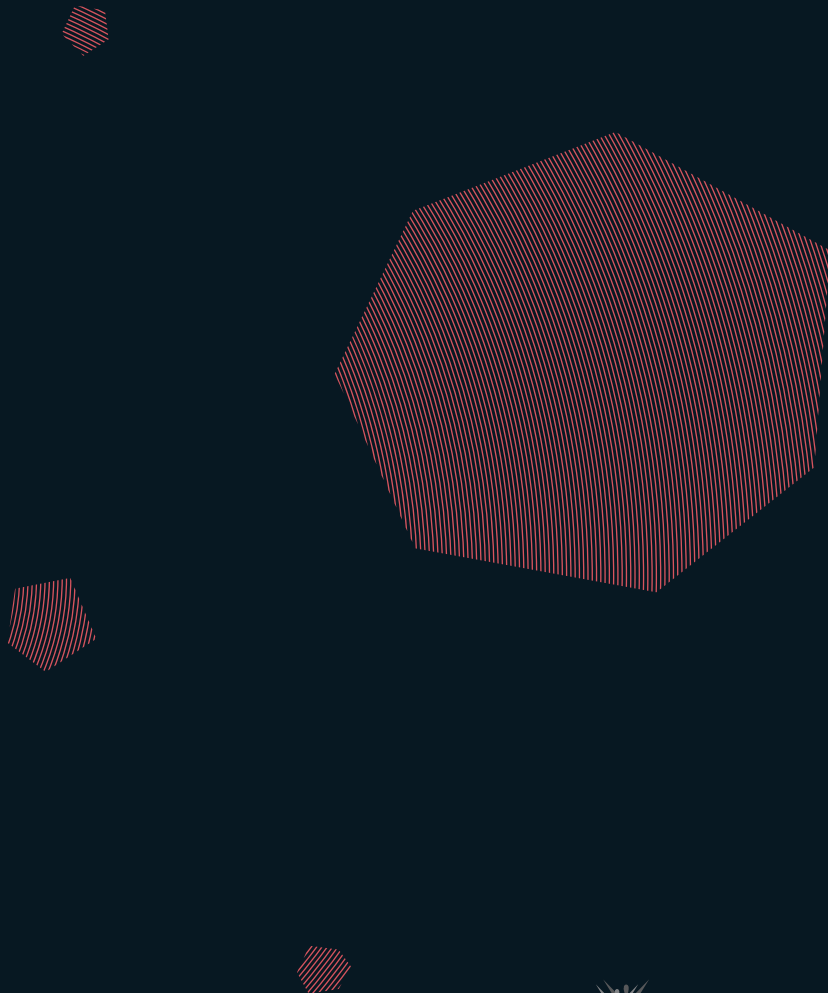


AN INITIATIVE OF MAITE PAGAZAURTUNDÚA
European Parliament

2000–2018



AVT
Association française
des Victimes du Terrorisme

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Black and White Paper on Terrorism in Europe



White and Black Paper on Terrorism in Europe

Dedicated to all victims of terrorism.

This work was first drafted in 2016 by the Office of Maite Pagazaurtundúa, between Brussels and Spain. This is the third edition, updated at the beginning of 2019.

The data included in the Black Paper were collected and processed by the International Observatory for Terrorism Studies (OIET). We are especially grateful for the work done by María Jiménez, Juanfer F. Calderín and Álvaro M^a Herrero de Béthencourt. We also thank the French Association of Victims of Terrorism (AFVT) for their collaboration and for checking the data included in this edition.

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AN INITIATIVE BY MAITE PAGAZAURTUNDÚA

Maite Pagazaurtundúa is currently a Member of the European Parliament for UPYD (ALDE Group). She has spent several decades working as an activist for freedom and human rights, as well as against terrorism and fanaticism. She has received several awards, such as the Sakharov Prize for Human Rights in 2000 as a member of *¡Basta ya!*. In 2005, she was part of a collective candidacy for the Nobel Peace Prize; and in 2003, she was awarded the Medal of the Order of Constitutional Merit by the Spanish government.

For suggestions and remarks write to:
maite.pagaza@ep.europa.eu

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Introduction

MAITE PAGAZAURTUNDÚA

Member of the European Parliament
and human rights activist

During 2018, a total of 24 Europeans were killed by terrorist groups inside and outside the European Union (15 within + 9 outside the EU). The main tribute we can pay to the victims is to continue working for justice with the law -with the full force of the law- to deal with the threat and to defend life and freedom.

We are required to understand the changes, the mutations of the terrorist threat. As policy makers, we must anticipate where possible and identify the legislative instruments that must be developed, seeking to be effective and to reach consensus as far as possible.

In 2018, terrorists have caused much less damage than they had hoped for. Elsewhere in the world, terrorism has been very severe. At any rate, our societies should be morally strong to resist and to face atrocity.

For my part, this is what I have sought not to forget during my term in the European Parliament, and especially in the Special Committee on Terrorism. I have not forgotten the testimonies of the survivors of the attacks, nor those of the families of those killed. With that in mind, we have reviewed again, one by one, the data on these victims, to provide tools to experts in the analysis, the prevention and the fight against terrorism.

At the institutional level, we were able to bring about a sort of Copernican revolution in the rights of victims of terrorism in the European Union. Although there is still much to be done, today we can celebrate that for the first time, the European Parliament has requested the Commission for a specific legislative proposal for the victims of terrorism, including a common definition of their legal status, rights and procedures to access the necessary assistance. It has taken years for the European institutions to adopt this idea.

While awaiting to work on this legislative proposal, which someday will safeguard all European victims alike, we will continue to work against those who threaten those people who do not live or think like them.

The balance between security and individual freedoms is the key-stone of our work. We want neither a police state, nor an unsafe state. We have sufficient means and powerful legislation so that none of these things come to happen.

GUILLAUME DENOIX DE SAINT MARC

Founder and CEO of the French
Association of Victims of Terrorism

More than ever, terrorism today is a phenomenon that threatens European societies. As a result of having suffered various forms of terrorism historically, some countries have developed actual experience in dealing with victims of terrorism.

France, inspired by the Spanish approach, established a multidisciplinary and inter-ministerial support system whose mainstay are the victims' associations and the associations supporting victims. Though the system leaves room for improvement, it focuses on the needs of the victims and it has the ability to constantly adapt to new circumstances.

After being hit by terrorist attacks, some of our neighbouring countries are changing their minds on this issue. And this change is painful, often accompanied by the misunderstanding and anger of the victims.

But what everyone forgets is that a European citizen can be attacked in a third country, during a personal or professional trip or simply because he or she lives or works in a European state which is not his or her own. The existence of very different assistance systems leads to unequal treatment amongst Europeans, which is incomprehensible and unacceptable!

All European countries are affected, because regardless of the nationality of the victims, all deserve the same attention, the same recognition, equal access to justice and the same compensation.

Victims are not the target of terrorists, but they are exploited by extremists to attack societies, States and European lifestyles.

All European states have the same duty to assist victims of terrorism and should help them to overcome their disempowered position, to reintegrate into society and to reclaim their humanity.

Thank you very much to Maite Pagazaurtundúa, Member of the European Parliament and, like myself, a victim of terrorism for her important desk study on the impact of terrorism in Europe. The French Association of Victims of Terrorism agreed to provide its support and expertise, and thus better complement the data on the French and foreign victims of attacks in France. This study can only be done for the deceased victims, but today let's try not to forget the many victims physically or psychologically injured.

This study shows the urgency of harmonizing assistance, of creating a European statute for victims of terrorism and to take into consideration the establishment of a European compensation fund. May this work inspire our governments, both national and European.

LOUIS MICHEL

Louis Michel (1947) is a Member of the European Parliament since 2009, where he belongs to the Committee on Civil Liberties, Justice and Home Affairs (LIBE), the Committee on Development (DEVE), the Committee on Budgets (BUDG) and the Subcommittee on Human Rights (DROI). He served as Belgian Minister of Foreign Affairs between 1999 and 2004 and was European Commissioner for Development and Humanitarian Aid from 2004 until 2009.

It is with great interest that I read the remarkable book of Maite Pagazaurtundúa Ruiz on the many facets of terrorism. The merit of this well documented study lies not only on the fact that it brings into perspective various analyses of terrorism experts but that it also invites us to put the focus both on terrorism and on victims in order to shape our future.

Terrorism is a global phenomenon which requires global governance. It has an impact on hundreds of innocent people every day and makes entire populations bereave. It represents indeed one of the most serious threats of our time.

Many attacks targeting Europe have evidenced the limits of national action and the need for action at European and international level to fight crime (terrorism, arms trafficking, money laundering...). At global times, transnational and global problems require solutions that go beyond a national level. The Union must assume its responsibility by further improving the articulation between its domestic and foreign policies and by strengthening its resources to become a genuine player on the security of its citizens.

The European Commission has understood the importance of prompt action and has established a renewed internal strategy for the period 2015-2020. The strategy calls for further concerted action and stronger cooperation and information exchange, respecting individual freedoms and the proportionality principle. Much of the legislative work has already been conducted and financial resources have been made available, which we sincerely welcome. Although internal security is a shared responsibility, Europe continues to take action in support of Member States because "the security of a single Member State is inseparable from the security of all." The Union coordinates national policies by harmonizing national legislation and should help Member States to improve cooperation.

Europol and Eurojust, two large European Union agencies facilitating police and judicial co-operation, allow Member States to cooperate on specific cases. It has been possible to effectively dismantle many criminal networks thanks to joint operations coordinated by Europol and/or Eurojust. Europol's power increase has been impressive and the permanent ATLAS Support Office (ASO) connecting the different special intervention units of the police forces of the 28 Member States and Schengen Member countries will be operational as of January 1, 2019.

The Paris attacks on 13 November 2015 showed us how crucial information sharing is, through cooperation between intelligence services, even if cooperation in the field of intelligence falls outside Community competence. The key words for stronger effectiveness

are improved interoperability and the restriction of the proliferation of bureaucratic structures. It is time for the Union to ensure that Member States regularly feed and use in an optimal way the European databases (SIS, Europol, etc.).

The temporary, special committee to tackle deficiencies in the fight against terrorism, recently set up in the European Parliament in September 2017 to meet citizen's demand for protection against the threat, reviews and analyses all deficiencies, gaps and failures that allowed an attack to a member country. It aims at improving information and intelligence sharing between the European Union Member States, further improving our system and its interoperability to ensure effective security.

There is no such thing as zero risk against terrorist threats, but the European Union can and must play a leading role in the coordination of the various policies including at operational level in order to minimize the risk. The EU must therefore take preventive action to stem the flow of foreign terrorist fighters into areas of conflict by fighting radicalization (particularly in prisons or via the Internet) or by engaging in a political dialogue with third countries. The Union can also identify and investigate individuals who return from or to conflict areas. The Union must address the capabilities of these terrorist groups (fight against arms trafficking, financing of their activities, recruitment of young people). Impunity on European territory is not acceptable. Europe has understood this by making effective joint investigation teams and the European arrest warrant which allows a Member State to quickly and easily surrender an individual requested by the authorities of another Member State.

I very much hope that the powers of the European public prosecutor, currently responsible for the protection of financial interests, will be extended to the fight against terrorism.

The radicalisation of extremist minorities, the presence and return of foreign fighters (the "returnees") on the territory of the Union following the likely collapse of the Islamic State, reinforce the threat within the European area. Unfortunately, not all cells of the Islamic State (ISIS) are dismantled and the return of fighters and their families requires optimal coordination.

We have strengthened controls at the external borders and reinforced the exchange of information. Member States have never shared as much information with Europol as they are doing today. Each fighter's file must be dealt with both in terms of justice as on a personal level, including through disengagement programmes. We must also reflect on the situation of non-combatants, i.e. non-jihadist activist women and their children, to assess when and how to reintegrate them into society.

Cyberspace knows no borders. The Commission has set up a platform bringing together Member States, European institutions and Internet companies (Facebook, Twitter, Microsoft) to tackle the online radicalization phenomenon. Information technology companies have already deleted an average of 70% reported illegal hate speech. The European Union has a role to play to strengthen specific de-radicalization efforts through its Radicalisation Awareness Network. There must be a dialogue between politicians, religious authorities and civil society, but we must also ensure the exchange of good practices between judges, prosecutors and prison staff regarding radicalization in prisons. Radicalization does not only happen by Internet or satellite channels: it also develops in prisons. The disengagement process must be able to operate transversally on policies on education, culture, youth, sports, access to employment, the fight against discrimination, etc.

We should not underestimate the development of a home-grown terrorism: people who have not travelled abroad but who are in the process of radicalization, because only preparatory actions or actions themselves allow criminalisation. Community policing, social workers, educators, school teachers and even parents are first-hand partners. Security problems are not confined to the borders of the European Union. The security of European citizens requires both internal and external action. The EU must continue the process of consolidating its international influence so that it can harness or even influence the main global developments which may affect the well-being of our European citizens.

Transatlantic relationships and cooperation between the European Union and NATO are key to the overall security of the European continent. In times where terrorism, hybrid threats,

climate change, economic instability and energy insecurity threaten European territory and populations, greater cooperation on security and defence is a must. The best way to prevent and counter these new types of threats is cooperation between States, which retain primary responsibility for the deployment of security forces and armed forces. By combining the power to compel (the “hard power”) and the power to convince (the “soft power”), that is, by using security and defence instruments combined with diplomacy, sanctions and development and trade cooperation tools, the Union applies an integrated and comprehensive approach in the field of security.

This desire of the Commission to help Member States to develop military capabilities and invest more effectively in defence responds to the desire of European citizens to be protected by the European Union and will enable a real security and defence Union.

With the creation of the European External Action Service (EEAS), Member States are encouraged to present more integrated positions on certain global issues, such as combating terrorism, organized crime, trafficking in human beings, etc. It is clear that the 28 Member States do not all share the same positions, for example, on issues like the Israeli-Palestinian conflict, Western Sahara or Cuba, but these disagreements do not represent Europe’s inability to develop a common foreign policy through regional and thematic strategies (terrorism, drugs, security). The “global approach” is the guiding principle of our European diplomacy.

Actions have been taken to strengthen the European Union’s external policy on the prevention of terrorism. The European Union has signed agreements with third countries to facilitate the exchange of sensitive information, to better track individuals identified as potential terrorists or even members of international organised criminal networks. The network of counter-terrorism/security experts posted to thirteen EU delegations must still be “strengthened and expanded to other regions” such as the Horn of Africa, Central Asia and Southeast Asia.

Similarly, the fight against terrorism must be integrated in civilian crisis management missions. I welcome the work done by the Intelligence Analysis Centre of the EEAS (IntCent) to share strategic

information. This Centre is a first step toward Jean-Claude Juncker’s call for “a European intelligence unit” which could be operational by 2025 in order to have a real level of European intelligence.

This preventive strategy involves also the promotion of the rule of law and development aid - conditioned by provisions on human rights - in order to ensure political stability on third countries.

Many are those who live without rights, victims of violence, ethnic or confessional racism, and are reduced to silence, conversion or exodus. Terrorism is, in developing countries, linked to poverty, a low level of governance, corruption and underdevelopment. The Saharan Sahel strip that runs across Africa from East to West is facing a multitude of security challenges: the rise of religious extremism, radical Islamism, terrorism, trafficking of all kinds (human beings, drugs, arms...), organized crime, etc. Terrorist groups, mostly present in Mali, Nigeria, Algeria, Somalia, Kenya, Uganda, and holed up in the desert, are becoming more and more active. They are rooted in African countries where low development levels are fertile grounds for their activities, against a background of tribal conflicts, porous borders and social problems.

Terrorism is particularly active in fragile countries (ex: the development of AQIM in Algeria in the 1990s), in post-conflict countries where the absence of the rule of law and administrative gaps allow these groups to develop with impunity and to expand their influence on a powerless population who can see no future (e.g. Somalia / Lord’s Resistance Army -ARS-). In the areas where it is present, terrorism destroys any prospect of economic and social development programmes. These criminal organizations act as “regulatory” authorities on areas under their control and discourage foreign investment, causing the isolation or economic bankruptcy of the States concerned. The economic (legal trade and illegal trafficking) and people (migrations of indigenous peoples, tourists and NGO staff movements, etc.) flows are entirely at their mercy. Like this, Al-Qaida in the Islamic Maghreb (AQIM) reigns over the Sahel, where it has built a most attractive eldorado (international hostages, cigarettes, drugs, guns, money laundering).

If we fail to provide the authorities of fragile countries, particularly on the African continent, with the means to conduct effective

and sustainable anti-terrorist policies depriving these groups of their "armies", there is a real threat that not only a terrorist strip consolidates from Mauritania to Nigeria reaching all the way to the Horn of Africa, but also that a lawless area develops for traffickers around the world.

Only global action can contain these criminal, narco-terrorist groups. It is essential to combine security and development and human right promotion issues, just as it is essential to work ahead of terrorism on development, education or health programmes. Only by ensuring the well-being of citizens, of the poorest people, will they be less receptive to extremist ideologies and violence. Only a promise of development and personal development can compete with this sordid and lethal alternative.

As President Bouteflika said way back in 2002, "the fight against poverty is perhaps the first essential element in the fight against terrorism, since while poverty is humanly and morally unacceptable, it also destroys human virtues and the bases of social solidarity".

The threat is not only a military, Islamist or terrorist in the Sahel, the Horn of Africa or the Middle East. It is also a food crisis threat. Population movements inexorably aggravate an already precarious situation. Population reduction, water shortages and loss of income are the key ingredients to transform a humanitarian crisis into a political crisis leading to a resurgence of violence. It is therefore essential to deepen political dialogue and financial support with some target countries. Better use should be made of twinings, technical assistance and exchange of information (TAEIX). The fight against violent extremism and prevention requires "strategic communication".

I welcome the decision of France, Germany and the G5 Sahel countries (Mali, Chad, Mauritania, Niger and Burkina Fasso) who set to confront together the security threats, including the pressure of terrorist groups and trafficking of all kinds.

As of today, the risk of terrorism is not extinguished. If the threat to create a Caliphate in Iraq and Syria moves to other areas, ISIS is not dead. It mutates and becomes more insidious and complex. We are facing two unknowns: Iraq's management of the after-ISIS

and the evolution of the situation in Syria. We must support the Iraqi government "to prevent that Islamic State's assets from filtering out from the country" and "help it develop programs to fight against money laundering". We must also protect ourselves from the redeployment of these fighters in other territories to continue their fight, be it in Africa (e.g. Libya, the Sahel, Nigeria and the Lake Chad basin), in the Balkans or Central Asia.

It is because terrorists change their tactics that the European Commissioner for the Security Union, Julian King, has presented a new action plan on terrorism focused mainly on the protection of public spaces, but also against the threat of chemical, biological, radiological and nuclear (CBRN) attacks. Similarly, the definition of terrorism has been reviewed at the beginning of 2017 in light of foreign fighters to ensure protection, support and assistance to the victims of terrorism. Member States must "*ensure that the victims of terrorism who reside in a Member State other than that in which the terrorist offence has been committed have access to (1) information relating to their rights, (2) the support services and mechanisms of compensation available, (3) access to assistance and foreseen support services, including emotional and psychological support and the provision of advice and information on legal, financial, or technical issues*".

Only governance at the global level, a world State as Jacques Attali put it, developing effective policies, would counterbalance the growing crime which all Governments must face.

To conclude, I repeat the illuminating and lucid words of bracing optimism of the Nobel Peace Prize, Archbishop Desmond Tutu:

"We can offer the world our Ubuntu philosophy, that makes us say: My humanity is related to yours. I need you to be me. I need you to be you."

And know, my dear friends, that we will never win our fight against terrorism as long as such a large part of the world lives in conditions that lead people to desperation.

This is why we say that we can only be free if we are free all together."

Progress in European legislation on counter-terrorism

Security is a major concern for Europeans. According to the latest Eurobarometer, 80% of the citizens want the EU to do more to fight terrorism. Since 2015, religiously motivated terrorist attacks have increased in the EU; and because of this, in 2018, the EU completed three legislative initiatives of great importance in the fight of the EU and its Member States against terrorism.

After the terrorist attacks in France and Belgium during 2015 and 2016, the EU Council adopted an Action Plan, a comprehensive and multidisciplinary approach, containing a set of measures to improve the efficiency of counter-terrorism: the Directive on combating terrorism; the Directive on control of the acquisition and possession of weapons; and the amending of the Schengen borders code regulation.

So far, there have been delays in the transposition, which should have been completed by the 8th of September 2018. Among the novelties of the Directive on combating terrorism is the use of the designation “foreign terrorist fighters” to refer to certain perpetrators of these crimes, and it introduces as criminal offences, behaviours such as travel with terrorist purposes or the organisation or facilitation of such travel (Arts. 9 and 10). It is thought that at least 7,800 Europeans from 24 countries travelled to conflict zones in Syria and Iraq to join Jihadist terrorist groups.

The Directive also focuses on terrorist crimes perpetrated through the Internet, including social networks. Special mention must be made to recital 10, which states that the offence of public provocation to commit a terrorist offence act comprises, inter alia, the glorification and justification of terrorism or the dissemination of messages or images online and offline, including those related to the victims of terrorism as a way to gather support for terrorist causes or to seriously intimidate the population..

Throughout Title III, the Directive lists offences related to terrorist activities, where besides the public provocation to commit a terrorist offence (Art. 5), reference is also made to the recruitment for terrorism (Art. 6), to providing training for terrorism (Art. 7), to receiving training for terrorism (Art. 8), to travelling for the purpose of terrorism (Art. 9), to organising or otherwise facilitating travelling for the purpose of terrorism (Art. 10) and to terrorist financing (Art. 11). In accordance with Articles 13 and 14.3, the attempted commission of these offences is punishable too.

On the 11th of December 2018, just a few hours after the terrorist attack in Strasbourg (France) left five new fatalities, the European Parliament approved the report findings of the Special Committee on Terrorism of the European Parliament (TERR) by a majority (474 in favour, 112 against, 75 abstentions).

This report distinguishes itself by including a large number of the demands traditionally put forward to European institutions by associations of victims of terrorism.

The information-sharing level between Member States can be improved, so the text adopted at the plenary of the Parliament calls for closer cooperation and coordination between the agencies of the European Union and the national agencies, including police and intelligence services, as well as the obligation for Member States to comply with the minimum standards on data quality when introducing information on the systems. Some Member States find it disconcerting that European cooperation improves their operational capabilities. However, there is a strong case for extending the mandate of Europol so that it can initiate investigations on its own accord.

The fight against violent radicalisation is one of the pending issues, and to tackle it there is a commitment towards the creation of a Centre of Excellence for the Prevention of Radicalisation, capable of measuring the effectiveness of programmes. **ALTERNATIVE:** The fight against violent radicalisation is one of the pending issues, and to tackle it there is a commitment towards the creation of a Radicalisation Awareness Network (RAN) Centre of Excellence (CoE), capable of measuring the effectiveness of programmes. There is a need to improve assessment tools against radicalisation and to develop, in a more orderly fashion, prevention initiatives, counternarrative strategies, and work at the local level.

For the first time, a milestone has been reached, since the text asks the Commission for a legislative proposal with regards to victims of terrorism that includes a common definition of their legal status, rights and the procedures to access the necessary assistance. Specific functions are set out for the EU Coordination Centre for Victims of Terrorism (CCVT), which was proposed in the Directive on combating terrorism.

A very important measure to prevent and to delegitimise terrorism and a message to governments, judges and public prosecutors alike is the call for action from the Member States to prevent tributes to celebrate convicted terrorists.

One of the highlights is the request to the Member States to establish appropriate consular protocols in relation to nationals who are victims of a terrorist attack in another Member State or in a third country.

Likewise it calls on the European Commission to set up the European Coordination Centre for Victims of Terrorism (CCVT) in order to address a crisis in case of massive attacks in one or more Member States and to ensure the provision of expertise at EU level.

From a financial point of view, it calls on the European Commission to amend the EU Solidarity Fund to include compensation for victims in the event of a terrorist attack on a large scale and on cross-border cases, in order to help Member States when necessary. The fact is that the compensation of victims of terrorism serves both as a form of recognition by society of the damage caused by the attack, and as a means of restitution; although compensation levels and procedures vary considerably between Member States.



**renew
europe.**

Black and White Paper on Terrorism in Europe

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The present study, on the victims of terrorism killed in the European Union and the European victims killed outside of the European Union territory in the period 2000-2018, has taken into account a key variable: the perpetrator and the teleological goal of the attack.

Regardless of the socio-political context of the country in which the attack was committed, the type of attack, the type of weapon used in the attack or the victim's profession, this study aims at including all those who have lost their lives as a result of an attack perpetrated by terrorist groups or organisations included in the European Union's list.

We have made a distinction between violence subject to international law and violence carried out by individuals integrated into terrorist groups. In this sense, international humanitarian law prohibits, without exception, terrorist acts in situations of international and non-international armed conflict.

Victims of attacks that could be considered as acts of terrorism according to the definition of terrorism of Fernando Reinares (Dictionary of Sociology, 1998) have been included:

"Terrorism is a type of violence whose psychological effects, such as emotional reactions of anxiety or intimidation when among those belonging to a particular population, are notoriously disproportionate with respect to the material consequences and physical harm to persons or things which it provokes. In order for that violence to have such an impact, in addition to its being systematic and unpredictable, we find that it is distinctively directed mainly against targets selected due to their symbolic relevance. Objectives which, when damaged, become the channel for the messages and threats that make terrorism a mechanism of communication and social control. When conceived in such manner, terrorism can be used by a wide range of actors and for quite a wide range of purposes."

Violent fanaticism in the 21st century is in constant evolution. The current phenomenon is different from the one in the 20th century, when almost all attacks were perpetrated by terrorist cells or structures.

We now have to face subjects who attack in any part of the world in the name of a terrorist organisation, or under their ideas or leitmotif.

As the cases of DAESH "lone wolves", DAESH-inspired attacks or independent ones have increased notably, this study has included them on the basis of their terrorist *modus operandi*.

It should also be noted that a number of major air disaster and other type of disasters which had originally been attributed to terrorist

acts but which were not subsequently confirmed as such have been excluded from this book.

Terrorists who died in their own attacks have been excluded. Citizens of the current EU member states have been considered as Europeans, regardless of the year of accession of their country.

-
- S1: Europe, victim of terrorism both inside and outside its borders
 - ◐ S2: Victims killed in terrorist attacks within EU territory
 - ◑ S3: European victims in third countries

Western history was forever marked by a date: September 11, 2001. On that day, Al Qaeda perpetrated an attack of a magnitude unknown in the world until then. Four passenger airplanes were flown against the Twin Towers, the Pentagon and the Capitol, and the White House, although the passengers of the United 93 flight heading to the latter two, managed to divert it to some fields in Pennsylvania. The 3,000 dead recorded that day –out of which, more than 700 were foreigners from Europe, Asia and Latin America– are now part of the cruellest page of global terrorism.

Al Qaeda's bloodthirsty quest to push the West out of the Middle East was replicated and spread under the most different forms of brutal Jihadism, and three years later, on March 11, 2004, it left 193 dead in ten coordinated bombings in four suburban trains in Madrid. It was the biggest terrorist attack known to that date in Spain and the first time that the global network of Islamic terrorism managed to attack Europe.

This study shows the map of terrorism in the European Union from the point of view of the victims (753 killed, between Europeans and non-EU citizens) in the period 2000–2018, and counts the number of Europeans who have been victims of terrorism outside the EU borders in that period, which amounts to 1,115 citizens (tourists, expatriate workers, humanitarian personnel, journalists, armed forces agents, etc.).

The Black Paper on Terrorism in Europe is the history written in the last 19 years by unscrupulous organisations that want to bring about changes in the political decisions of the States by using terrorism and the trace of fear it leaves behind to bend the will of rulers.

The radicalisation of religious, nationalist, ethnic, animal defenders ideologies has had fatal consequences, although Jihadist organisations have been by far the most lethal, with a balance of 1,703 victims in the period under study. Nationalism has killed 111 people.

An analysis of the European citizens murdered outside the European Union shows that the involvement of Member States in areas of asymmetric conflict has had a significant impact on the number of victims. In such areas, where opponents are not States or conventional armies but violent groups willing to use all sorts of strategies and procedures to pursue their objectives against politically, socially and militarily organised states, there are hundreds of victims.

The data in this Black Paper on Terrorism in Europe also shows a portrait of the evolution of the instruments used by these organisations, combining traditional weapons and explosives with other means like

trains and airports. A war of attrition made up of individual actions and lone wolves, combined with attacks of greater proportions that, together, seek to inoculate fear in the population in order to subject society to their political blackmail.

The European Union and its Member States have been targeted by terrorism in virtually all its forms in the period 2000-2018, both within their borders and beyond, through attacks from violent nationalism, the far right and far left, and of course, Jihadism. Al Qaeda, DAESH and some "lone wolves", all of which belong to the same ideology, have found a way to frighten 500 million people with carefully selected attacks that have created a sense of helplessness.

The number of deaths in attacks in the EU and of European citizens killed by terrorist actions in the rest of the world amounts to 1,868 victims in the period 2000-2018. Fifteen European countries have been directly hit by attacks, with a total of 753 deaths. Moreover, 30 third countries have seen 1,115 Europeans die on their territories in those years.

In 2018, the number of victims killed has declined compared to the previous two years. This is due more to mistakes committed during the attacks (these attacks had been planned to inflict more damage) than to a decrease in terrorist activity, which is being heavily contested by armed forces with new protocols that have started bearing fruit as of late.

However, in 2018 the toll of new victims remains at 24, 15 of which were killed in European soil. Noteworthy is the Strasbourg attack during one of the plenary sessions in the European Parliament, which left 5 people dead.

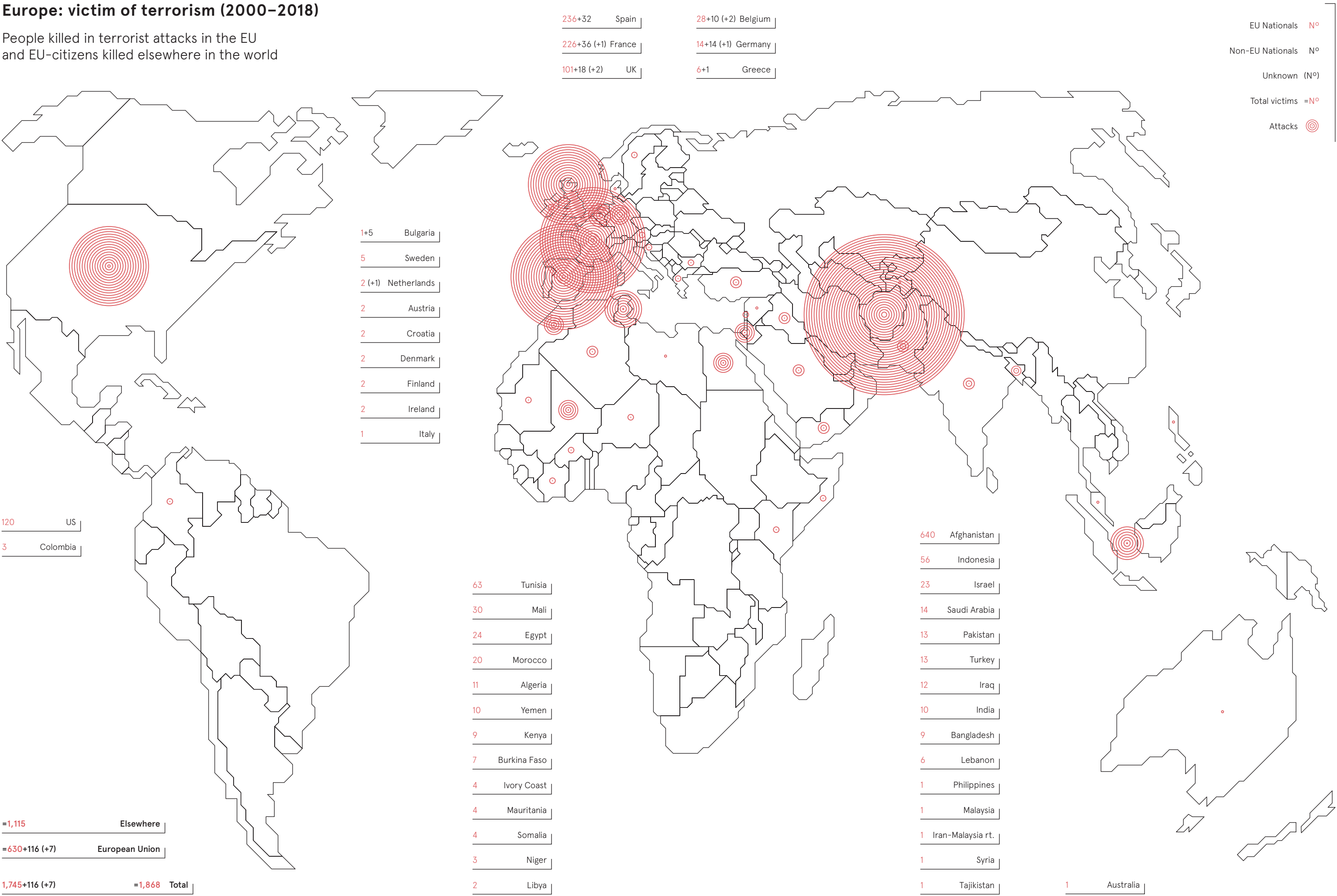
In recent years, the levels of Jihadist mobilisation in Spain, France or Belgium remain unparalleled. Therefore, in view of all the experts involved, it is likely to expect more terrorist attacks, either anticipated beforehand or improvised.

Section 1

**Europe, victim of terrorism both
inside and outside its borders**

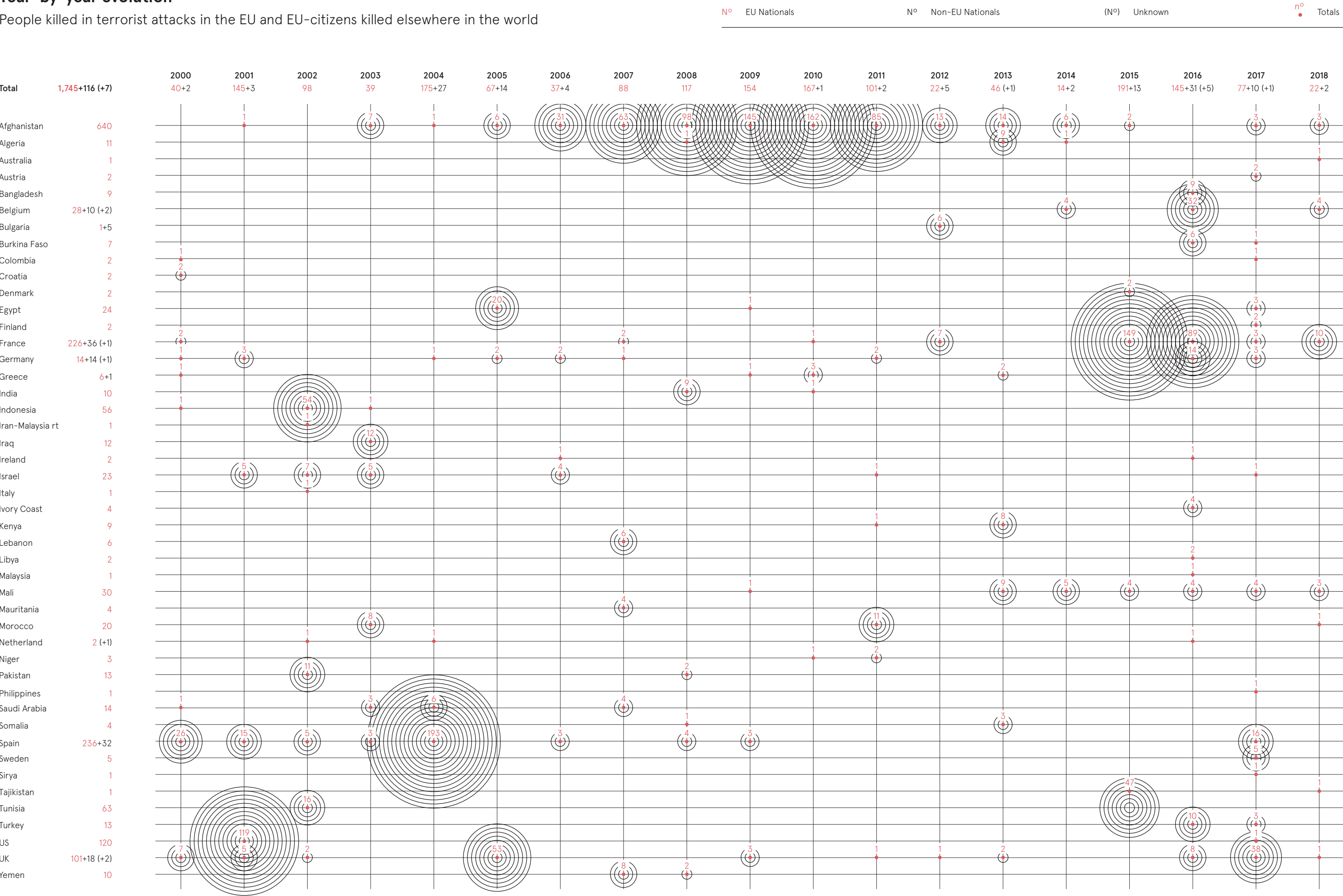
Europe: victim of terrorism (2000–2018)

People killed in terrorist attacks in the EU
and EU-citizens killed elsewhere in the world



Year-by-year evolution

People killed in terrorist attacks in the EU and EU-citizens killed elsewhere in the world

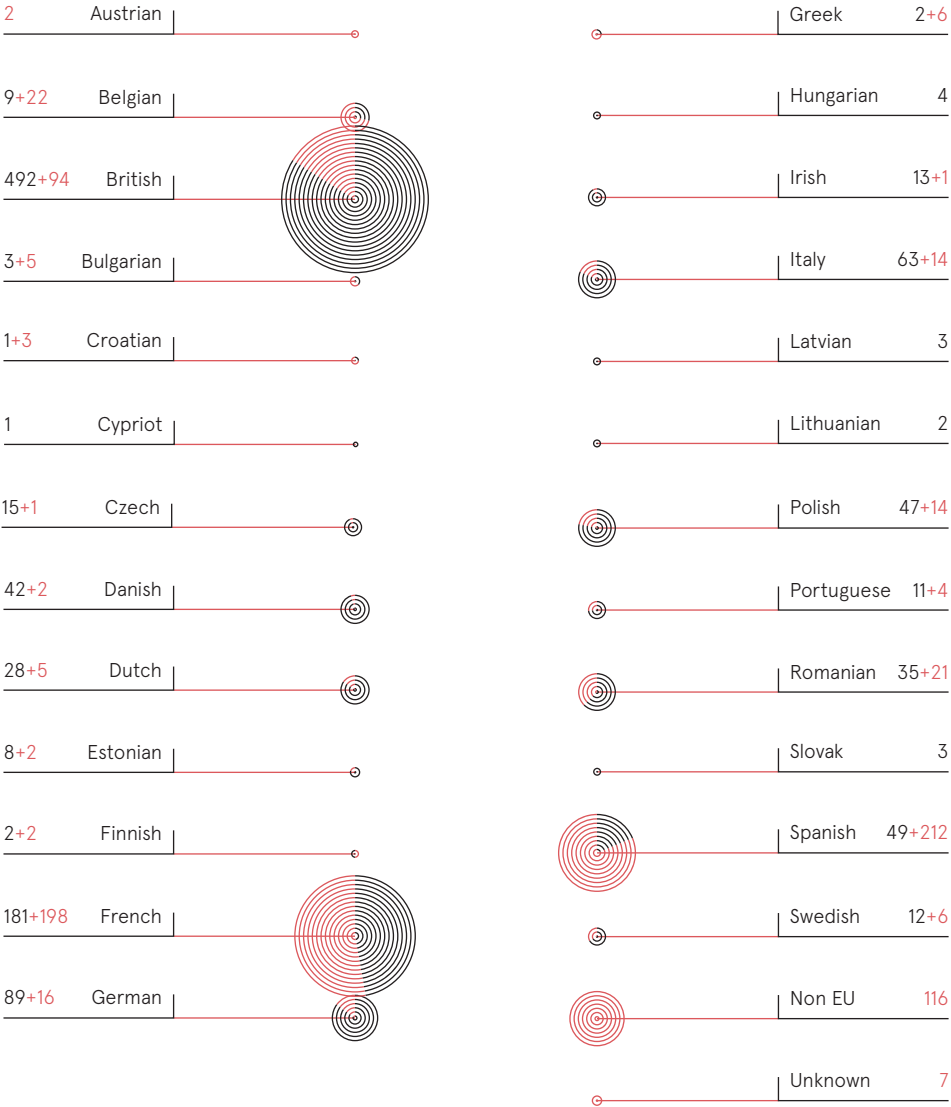


The victims

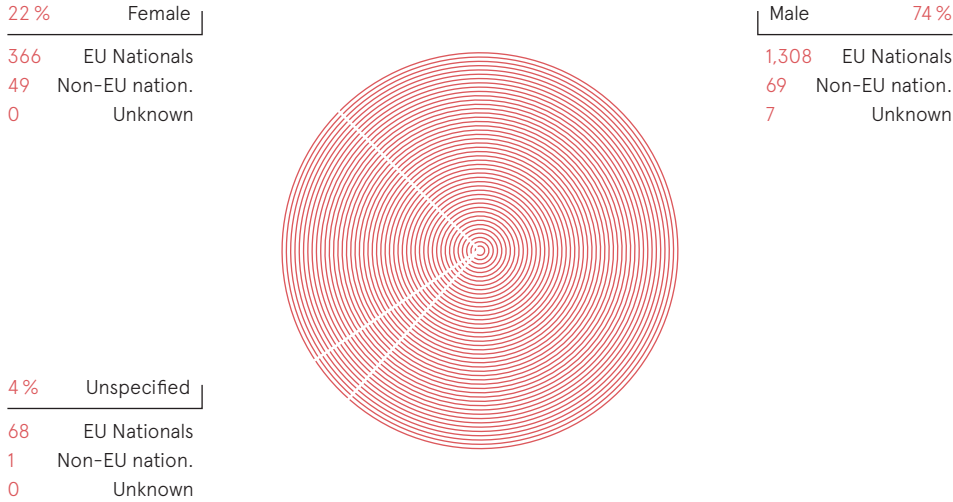
EU citizens killed in the EU and elsewhere (2000-2018)

Elsewhere
In the EU

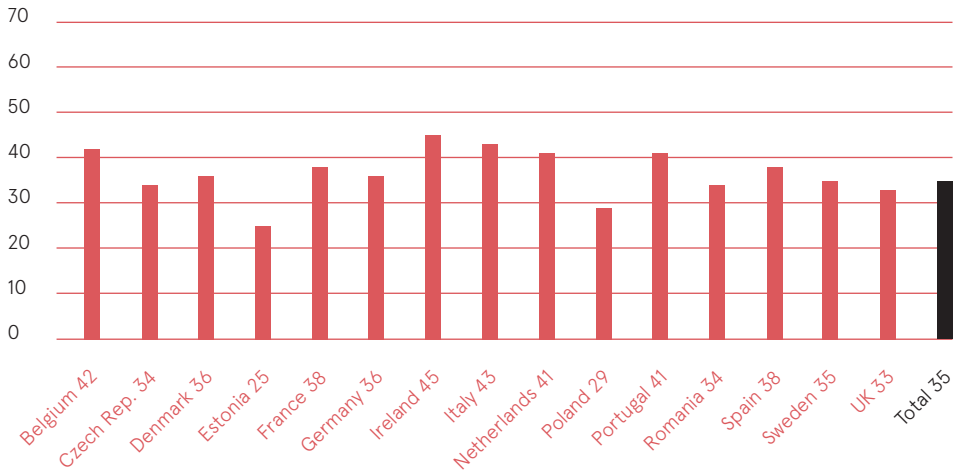
Nationalities



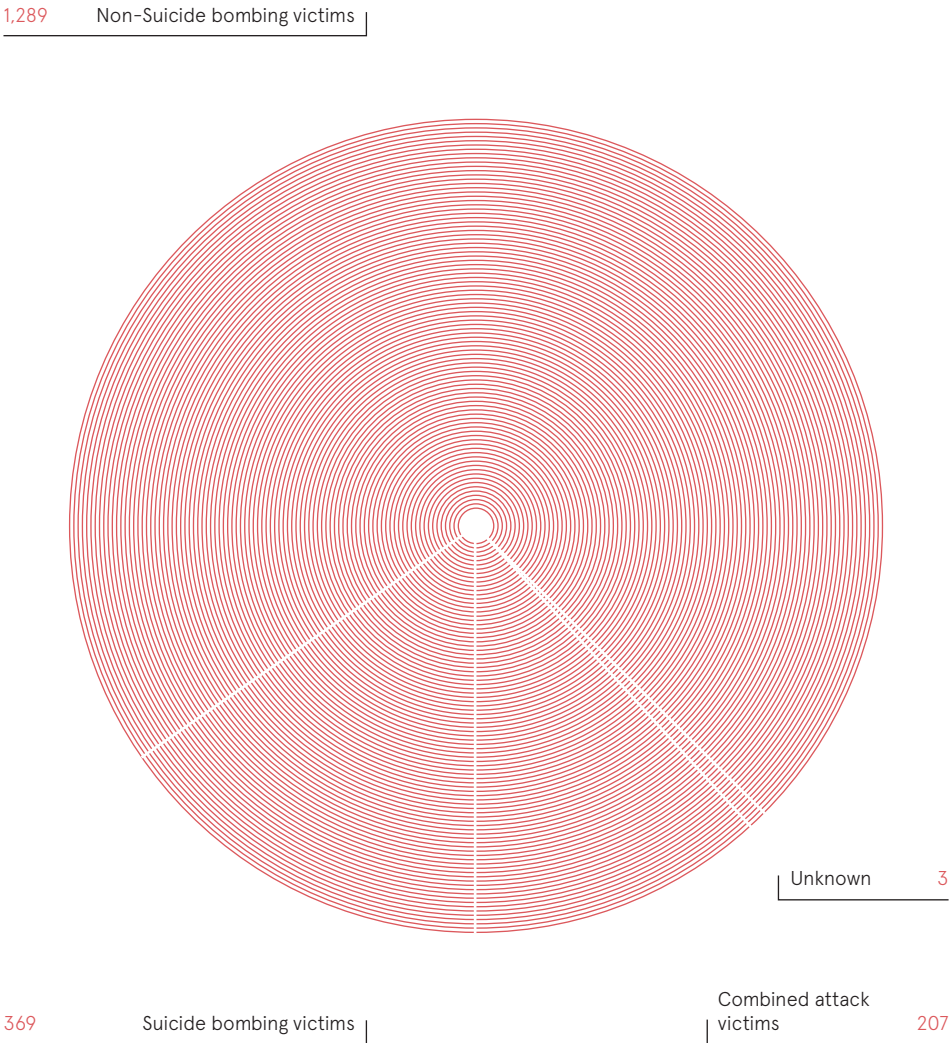
Gender



Age (average)



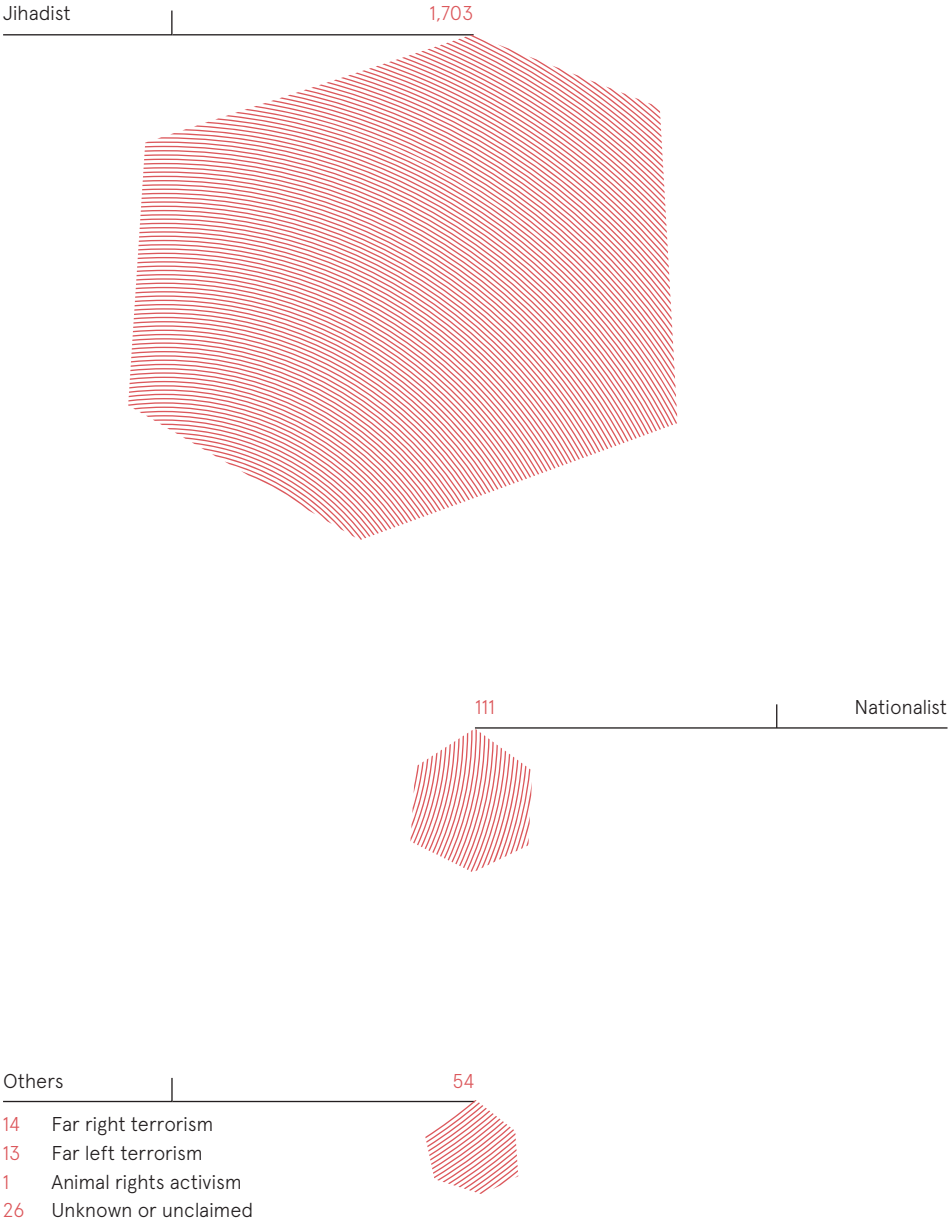
Type of attack



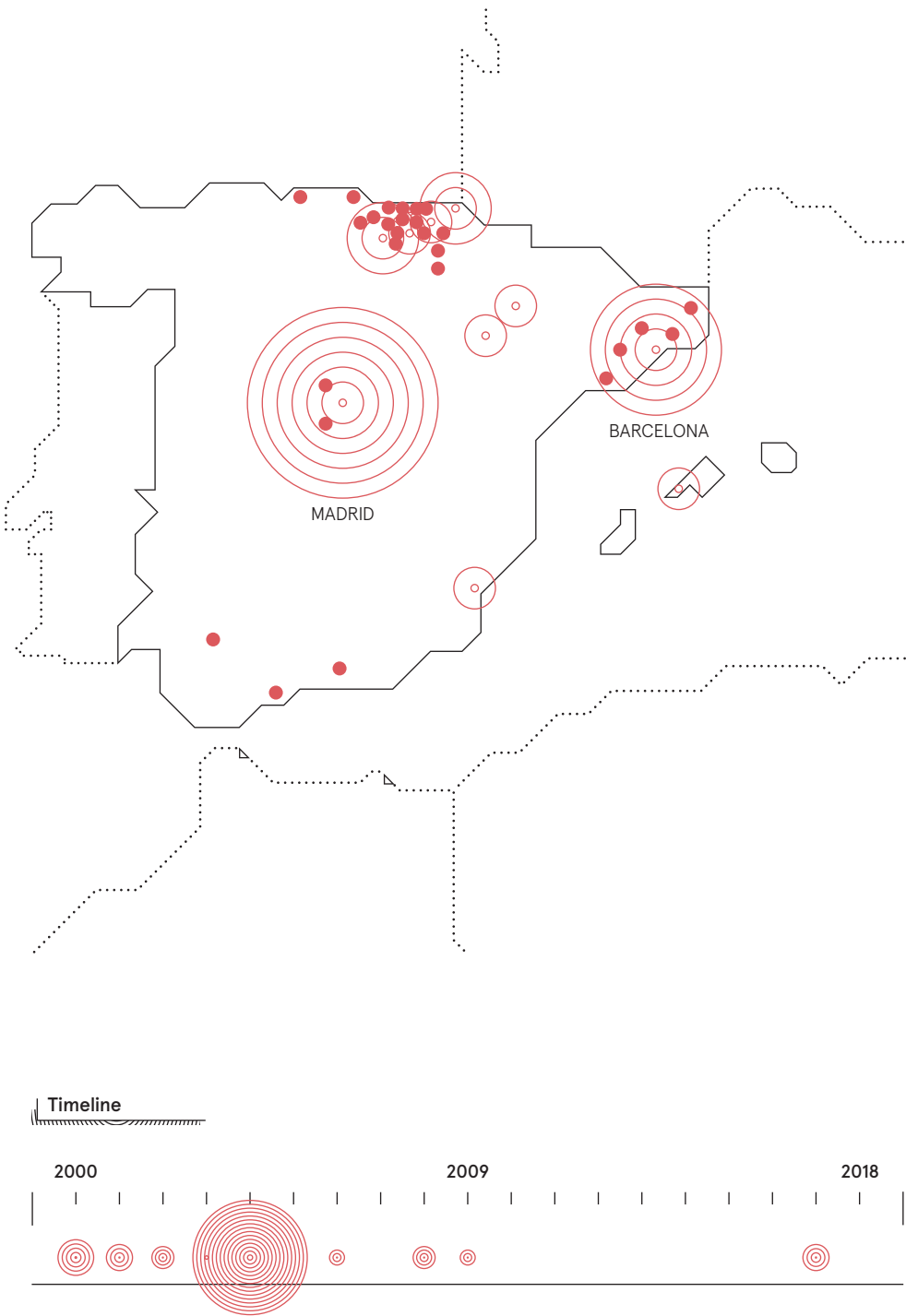
The jihadist terrorism has claimed 1,703 victims between 2000 and 2018, 91.1% of total. Likewise, nationalist- inspired terrorism killed 111 people (5 % of total). 369 were suicide attacks, 19.7 % of the total.

Type of terrorism

People killed in terrorist attacks in the EU and EU-citizens killed elsewhere in the world



Most heavily impacted cities in Spain



The September 11 attacks in 2001 in New York marked the beginning of a new era, which would also include attacks on European soil. Between 2000 and 2018, 753 people were killed in terrorist attacks perpetrated in 15 European countries. Spain with 268 deaths remains the country with the most victims, followed by France with 263. Great Britain with 121, Belgium with 40 and Germany with 29 killed. Between 2000 and 2018, the city most affected by terrorism was Madrid with 202 deaths. On March 11, 2004, ten bombs exploded during the morning rush hour on several suburban trains. Leaving 192 dead and more than 1,500 injured in just 3 minutes. The Paris bombings on November 2015, committed for the most part by suicide bombers who took the lives of 151 people, are the second deadliest European massacre. The French city of Nice ranks third because of the attack on July 14, 2016 attack, when a terrorist drove a 19-tonne lorry into a crowd that had just been enjoying the fireworks.

London's attacks are significant with 67 victims, mainly due to the synchronised attacks of July 2005. Highly significant are Brussels' 36 deaths (4 in a Jewish museum, on May 24, 2014 and 32 in the airport and in the metro on March 22, 2016) and Manchester's 22 victims and 59 injured after a concert.

Section 2

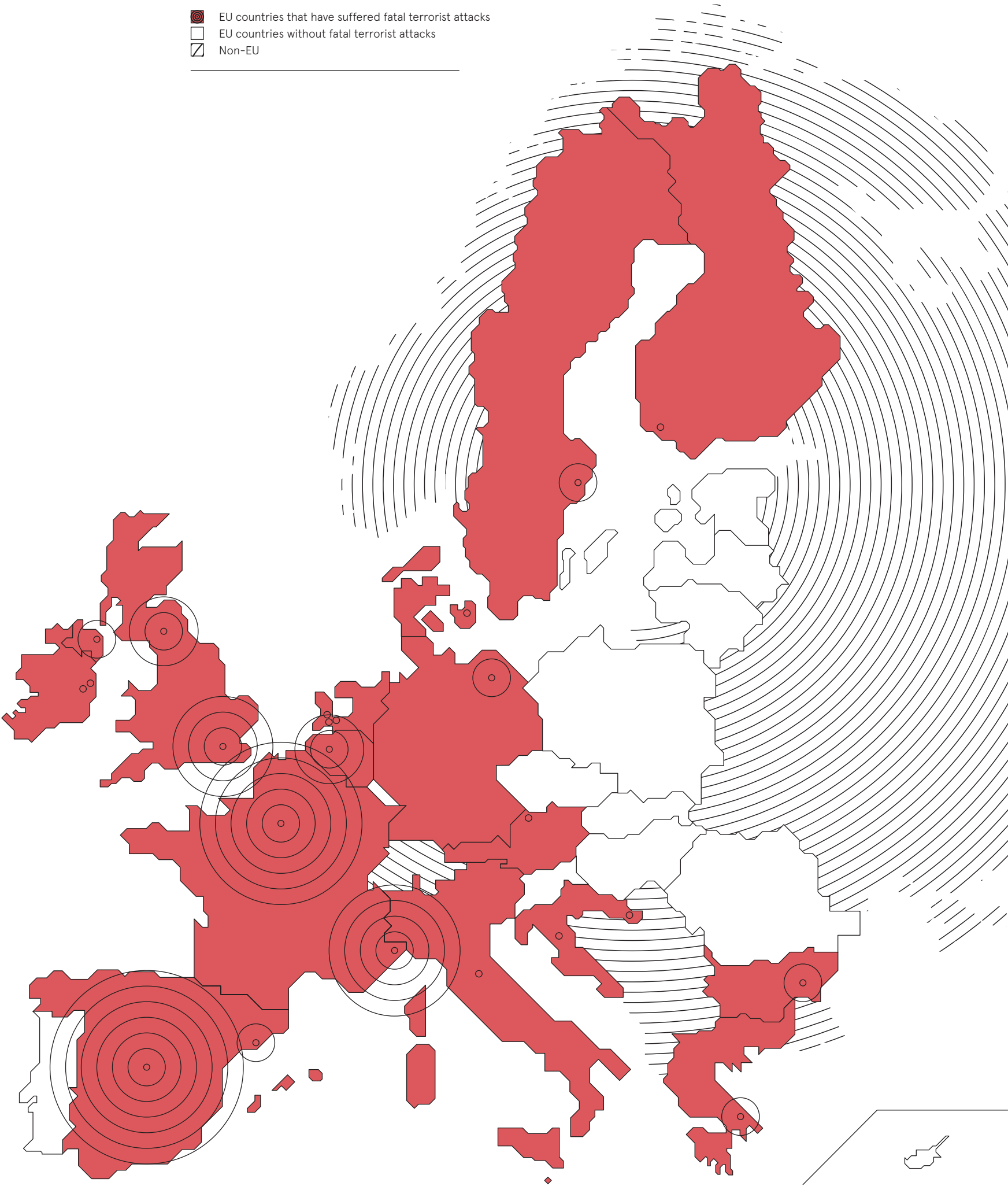
Victims killed in terrorist attacks within EU territory

Europe: victim of terrorism in its own territory (2000–2018)

EU and non-EU citizens killed in terrorist attacks in the European Union
and most affected cities in each country

268	Spain	263	France	121	UK
202	Madrid	149	Paris	67	London
17	Barcelona	86	Niza	22	Manchester
4	San Sebastián	5	Strasbourg	12	Belfast
40	Belgium	29	Germany	7	Greece
36	Brusels	12	Berlin	7	Athens
6	Bulgaria	5	Sweden	3	Netherlands
6	Burgas	5	Stockholm	1	Amsterdam
				1	Dordrecht
				1	Hilversum
2	Austria	2	Croatia	2	Denmark
2	Linz	1	Gospic Vinkovci	2	Copenhagen
		1			
2	Finland	2	Ireland	1	Italy
2	Turku	1	Dublín	1	Bologna
		1	Glenties		
753	Total				

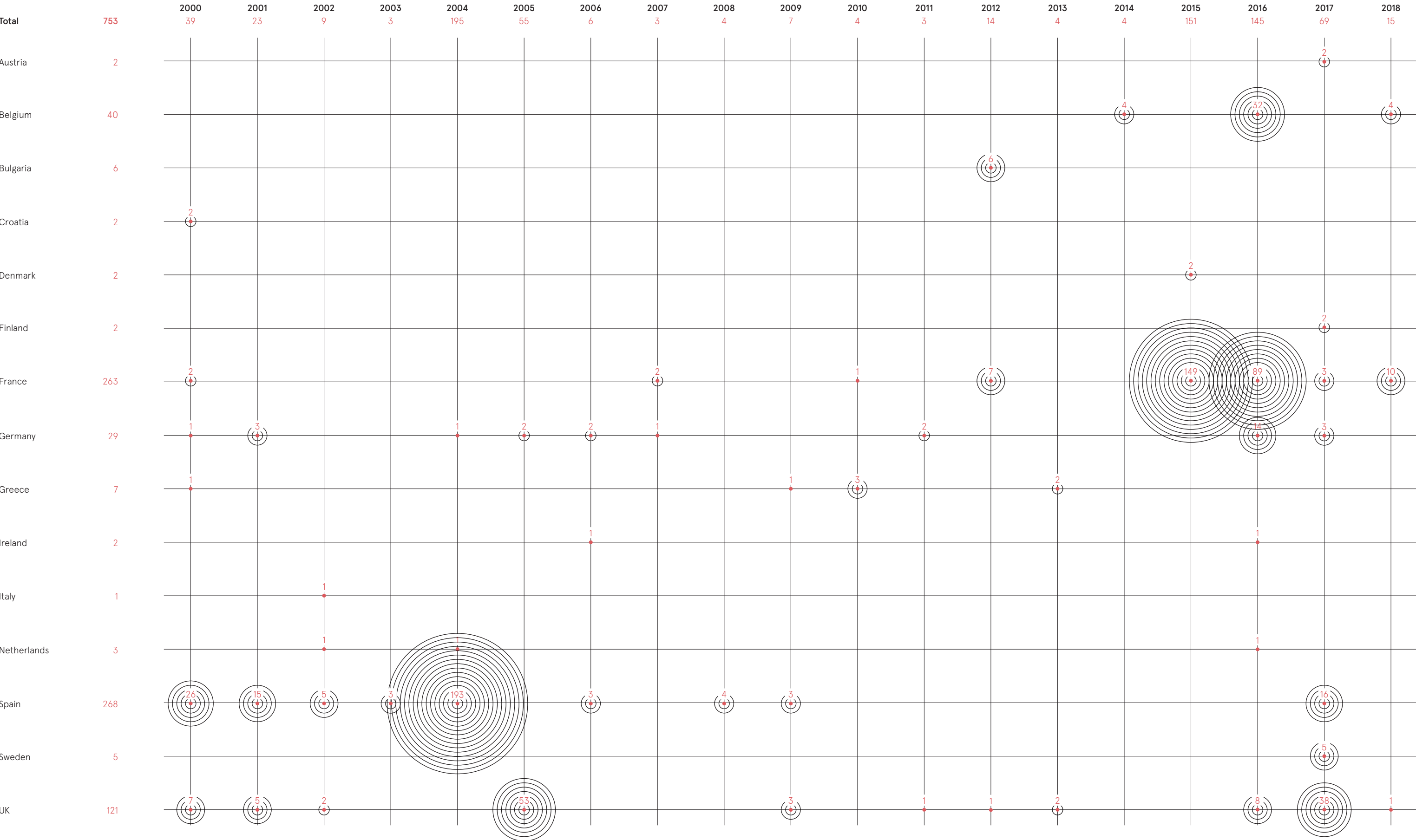
- EU countries that have suffered fatal terrorist attacks
- EU countries without fatal terrorist attacks
- Non-EU



Year-by-year evolution

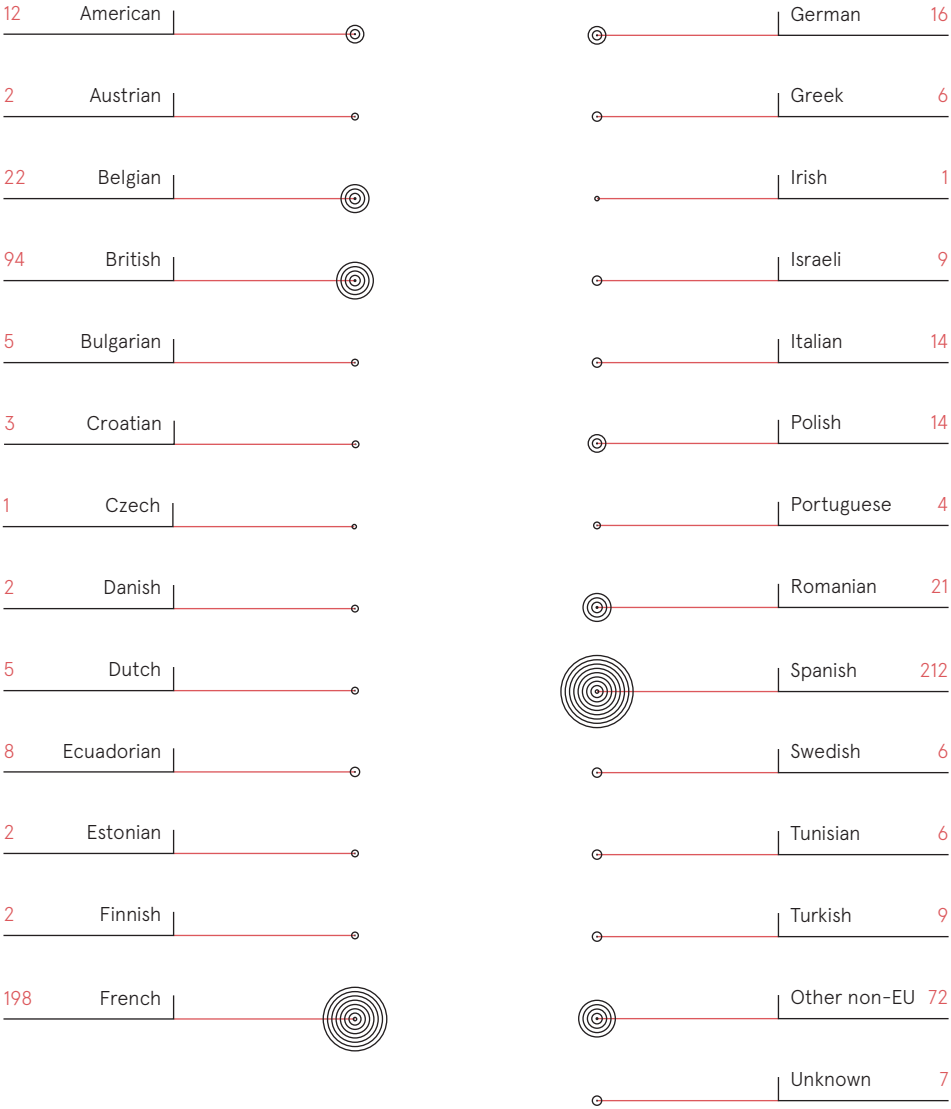
People killed in each country of the EU by year

Terrorism has caused fatalities each and every year sin 2000 in Europe. In fact, ETA's separatist terrorism hit Spain with special cruelty in 2000, with 26 assassinations. That year was one of the most violent of their history of terror, after the so-called ceasefire (aimed to reinforce the organisation) that lasted 16 months. The years 2004 (196 victims), 2015 (151 victims) and 2016 (145 victims) were some of the worst years in terms of numbers of victims, as a result of the yihadist attacks in Madrid, Paris, Nice, Brussels and Berlin.



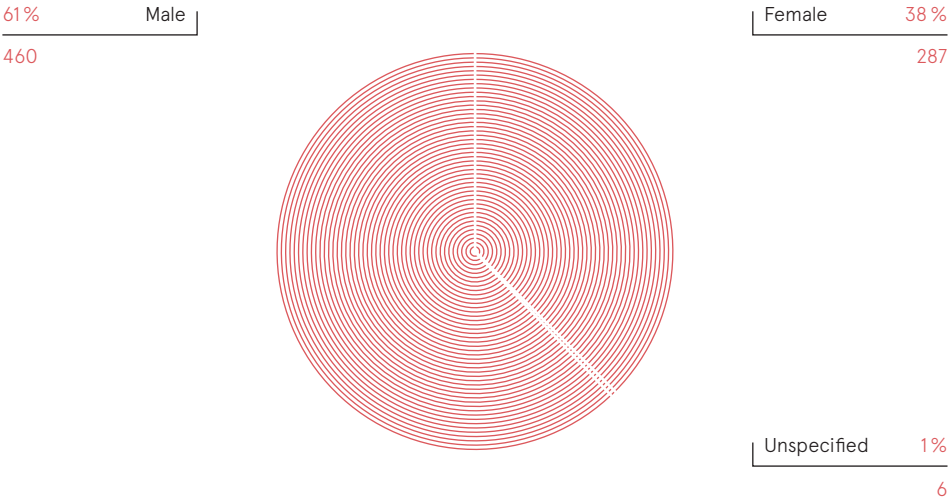
The victims

Nationalities

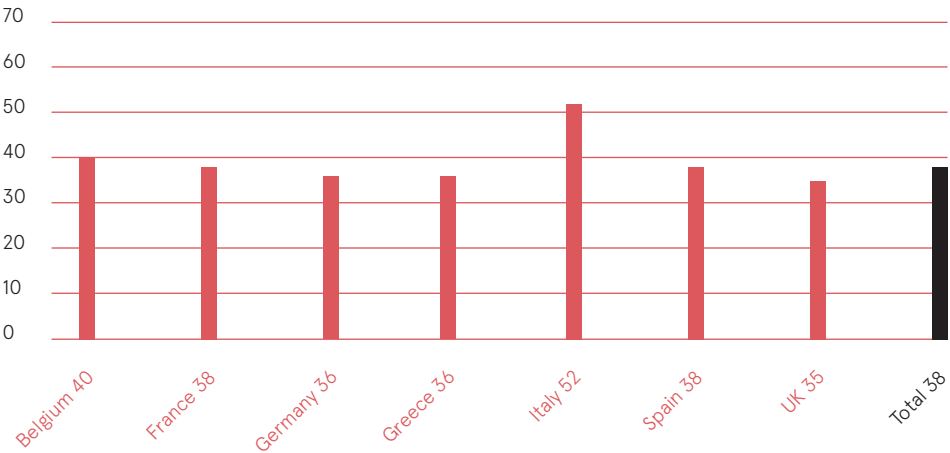


Numbers show that terrorism in the EU affects all gender, national and age groups. Victims' ages go from 1 to 90 years old, and the average age of mortal victims of terrorism in the EU is 38.

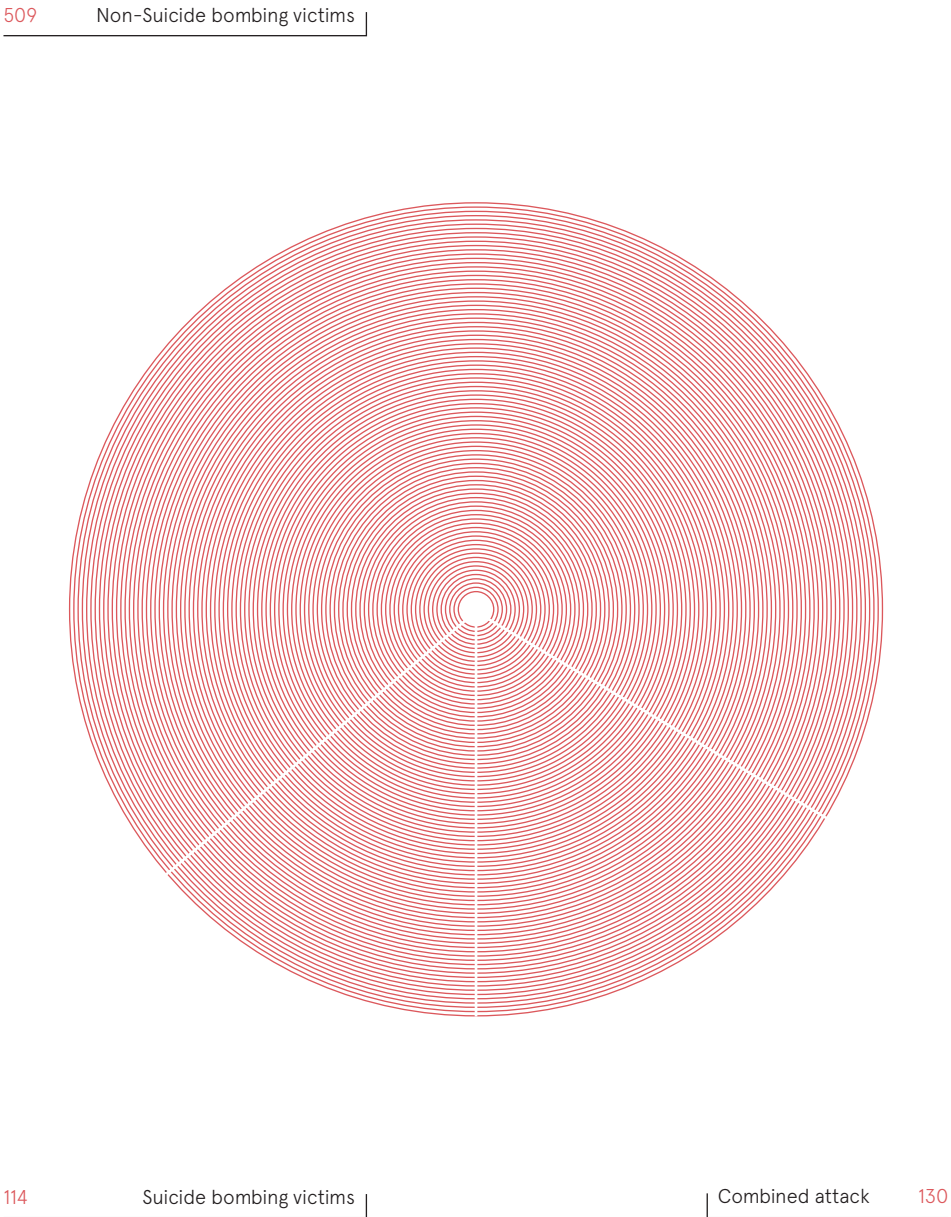
Gender



Age (average)

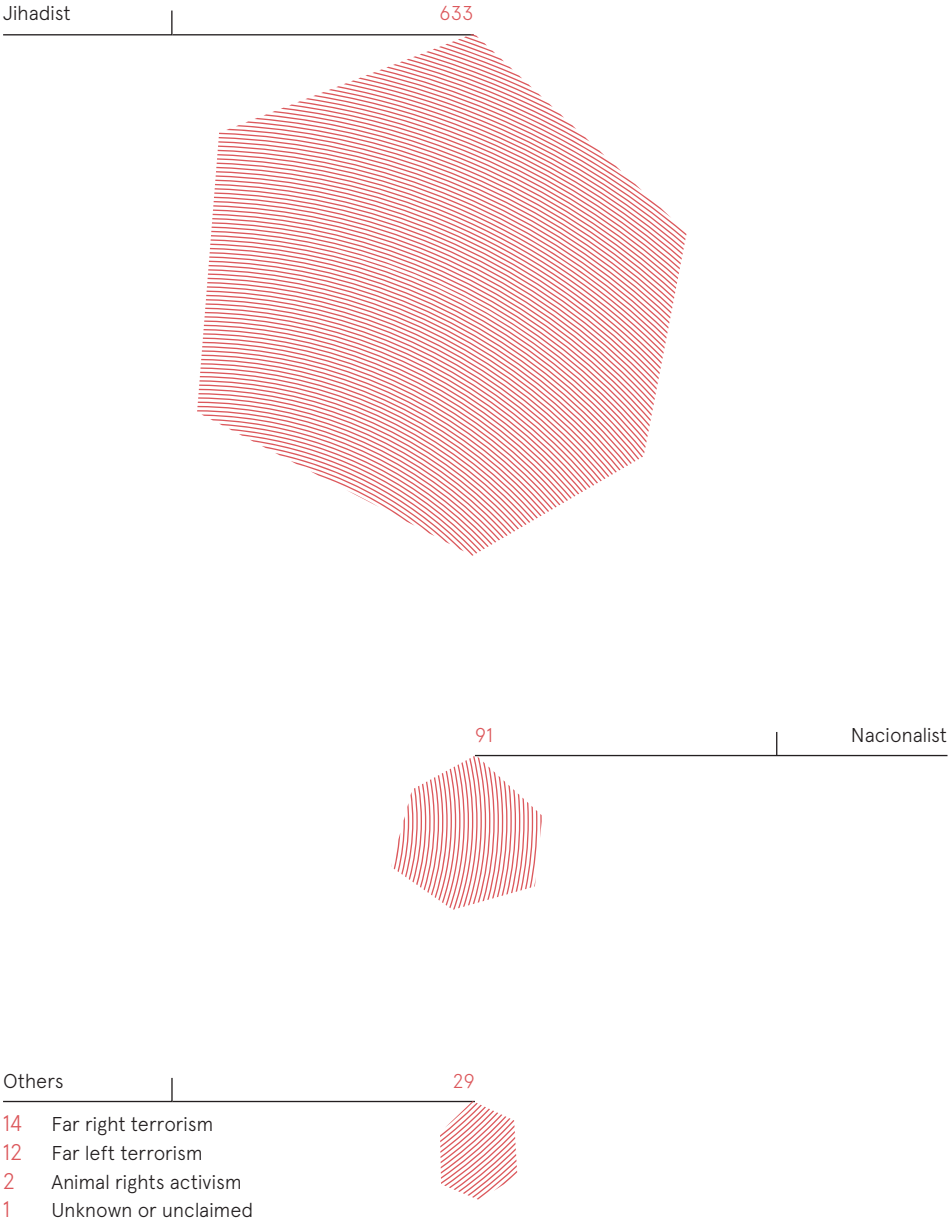


Type of attack



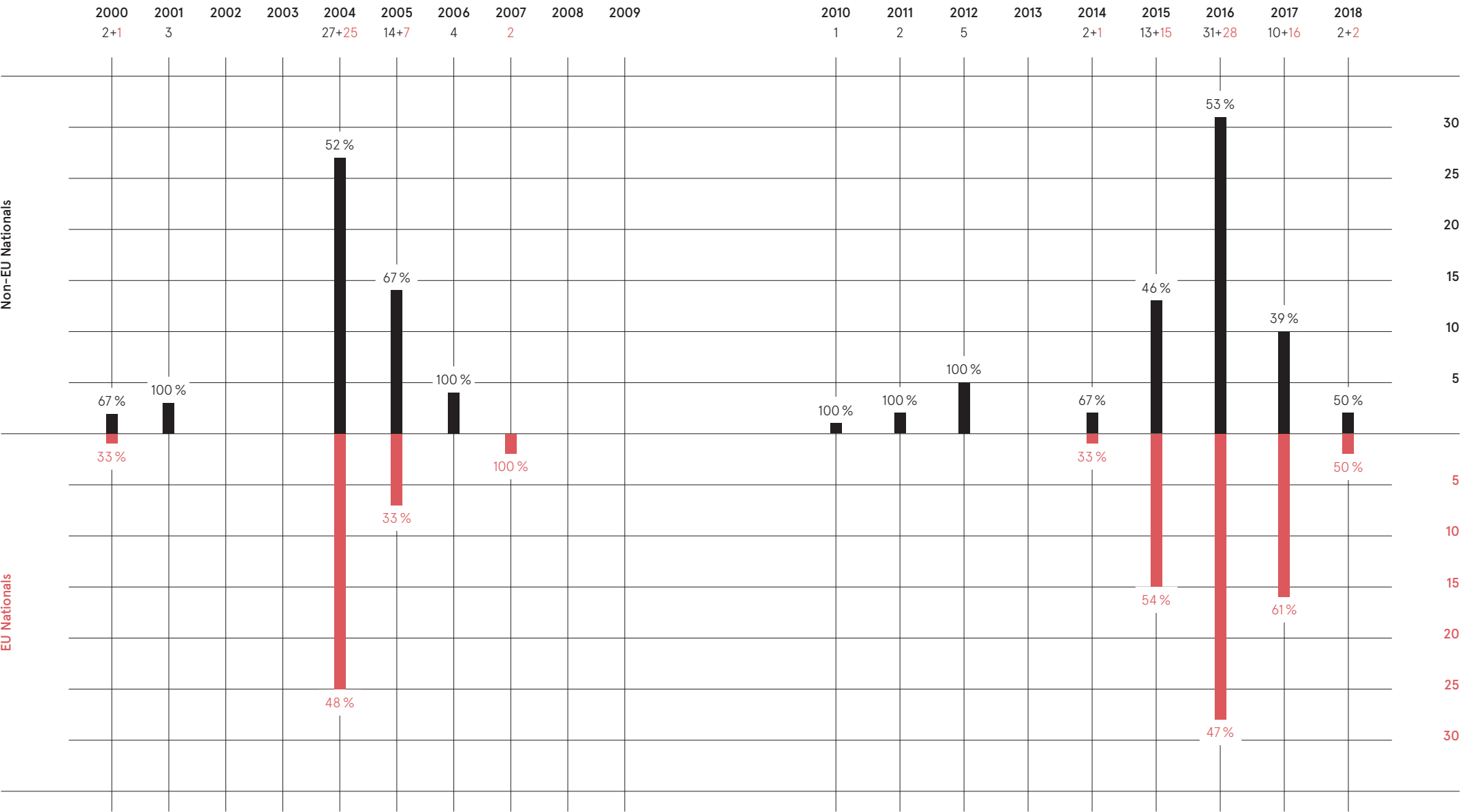
Type of terrorism

People killed in terrorist attacks in the EU and EU-citizens killed elsewhere in the world



Change in cross-border victims

Out of the 753 victims assassinated by terrorist attacks in the EU since 2000, 213 (28.3 % of the total number) were nationals from other countries. A number of 116 (15.4 %) of them were non-EU citizens. The other 97 (12.9 %) were EU citizens living in a different member State.



A total of 1,115 Europeans have been killed in the last 19 years in attacks outside the European Union. Only 11 % were women. European citizens are targeted by terrorists because of their own nature, their nationality, wherever they are, mostly in military, peace-keeping or humanitarian missions, but also in tourist or business centres.

Globalisation enables transnational terrorism, capable of killing people anywhere in the world who, in turn, come from anywhere on the planet. It is therefore impossible to completely escape the risk, and the concept of security may become more and more relative. This implies that the fight against terrorism must involve all and every State.

Specifically, European citizens have died in 30 countries around the world. Although Afghanistan leads the ranking given the military operations of the international coalition since 2001. In total, 640 Europeans have died in Afghanistan.

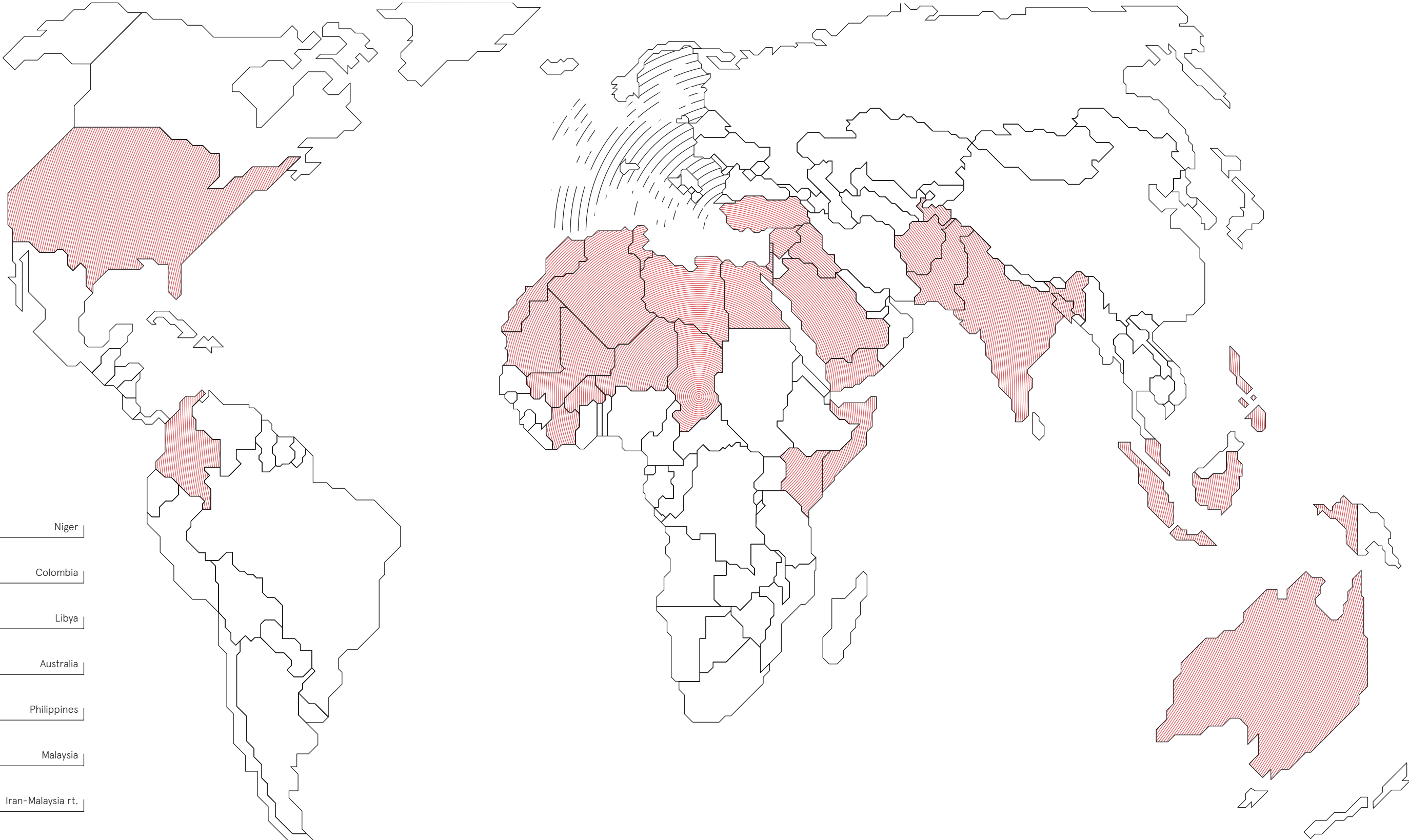
It is worth noting the high number of British fatalities: 492, with an average age of 33 years.

Section 3

European victims in third countries

European victims of terrorism outside the EU (2000–2018)

640	Afghanistan
120	US
63	Tunisia
56	Indonesia
30	Mali
24	Egypt
23	Israel
20	Morocco
14	Saudi Arabia
13	Pakistan
13	Turkey
12	Iraq
11	Algeria
10	India
10	Yemen
9	Bangladesh
9	Kenya
7	Burkina Faso
6	Lebanon
4	Ivory Coast
4	Mauritania
4	Somalia
3	Niger
2	Colombia
2	Libya
1	Australia
1	Philippines
1	Malaysia
1	Iran–Malaysia rt.
1	Syria
1	Tajikistan



1,115 Total

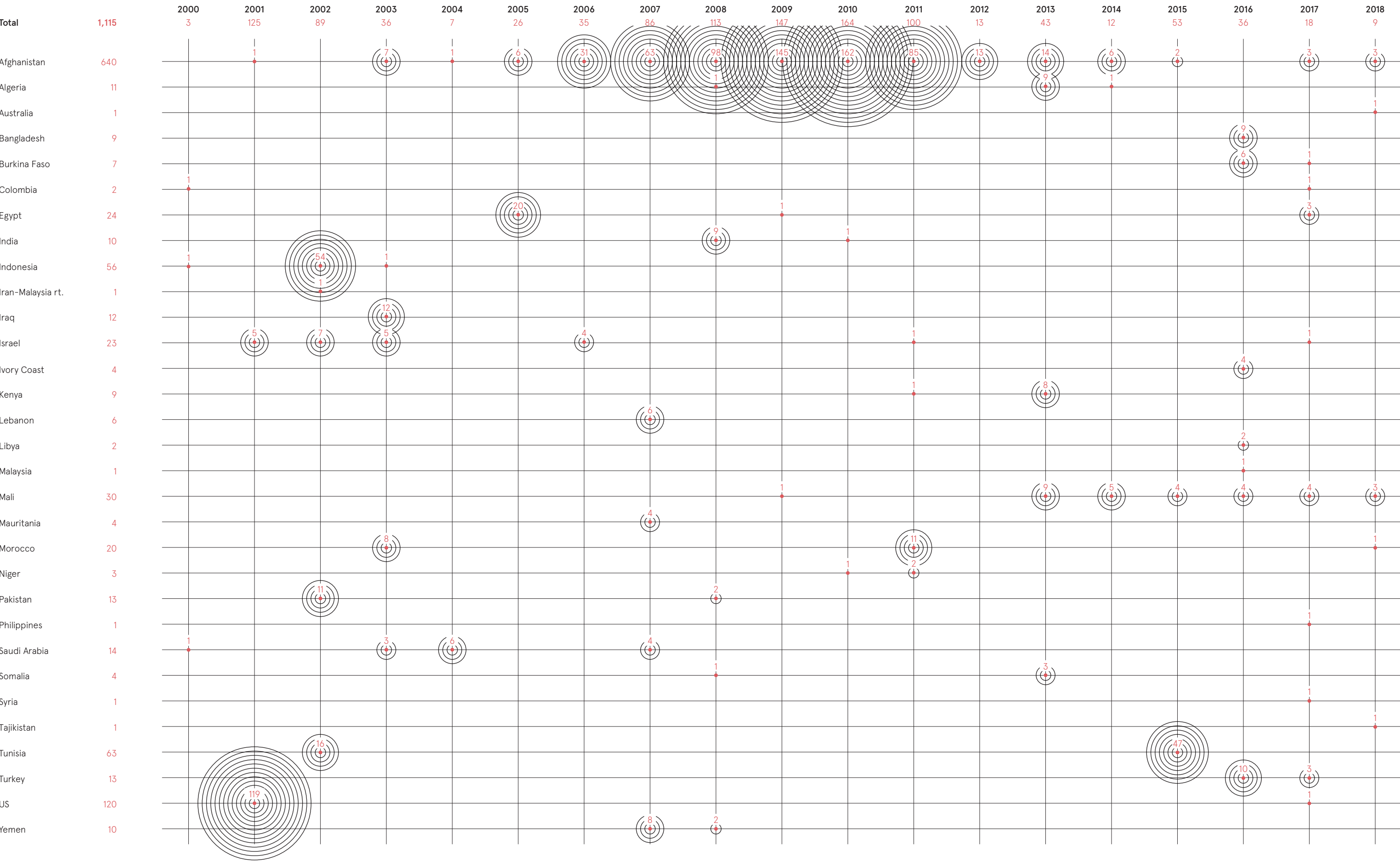
- Countries where EU citizens have been killed in terrorist attacks
- Countries where no EU citizens have been killed in terrorist attacks
- EU



Year-by-year evolution

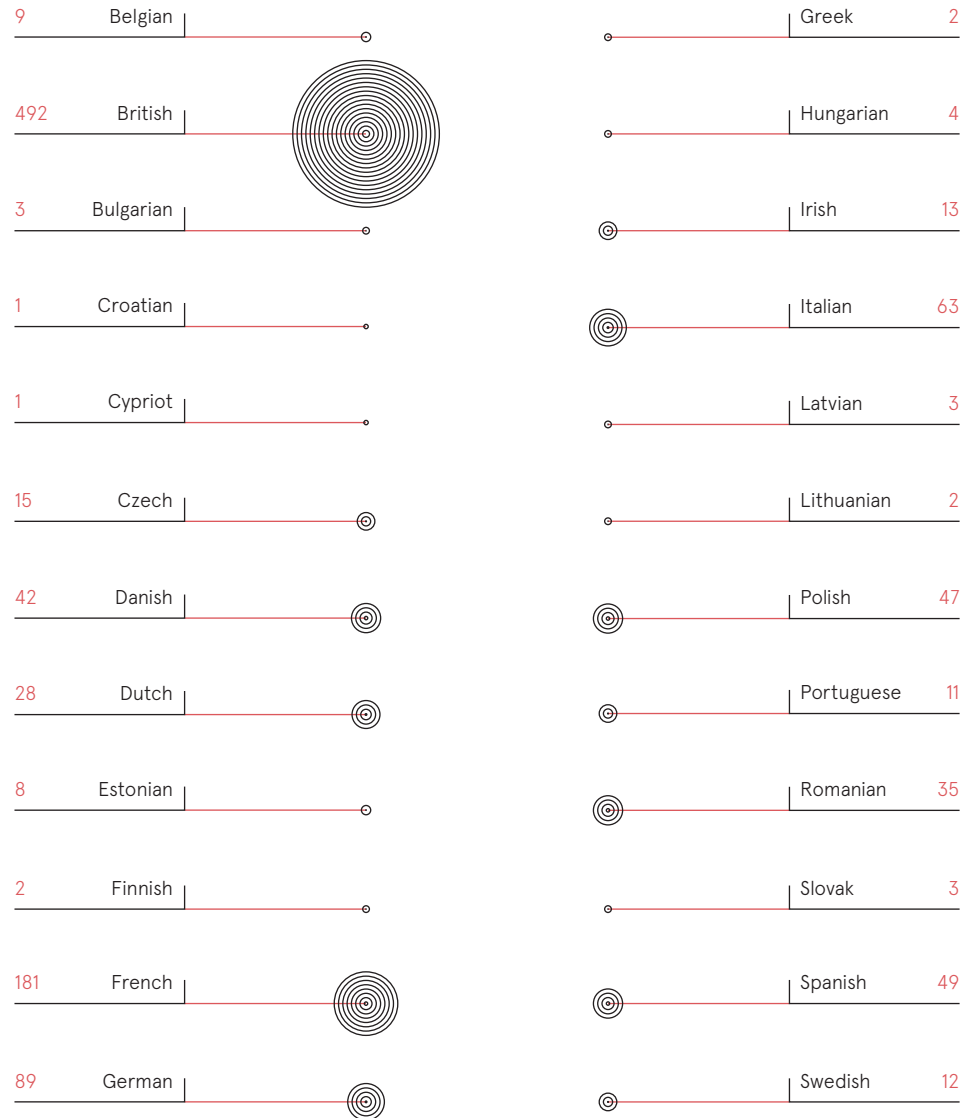
Countries where EU citizens have been killed in terrorist attacks

After the attacks in New York on September 11, 2001, where 119 European citizens lost their life, the highest number of victims was recorded between 2008 and 2011 in Afghanistan. However, attacks on tourist or business centers in Indonesia (56 victims), Tunisia (63) and Egypt (24) have increased the scores significantly.

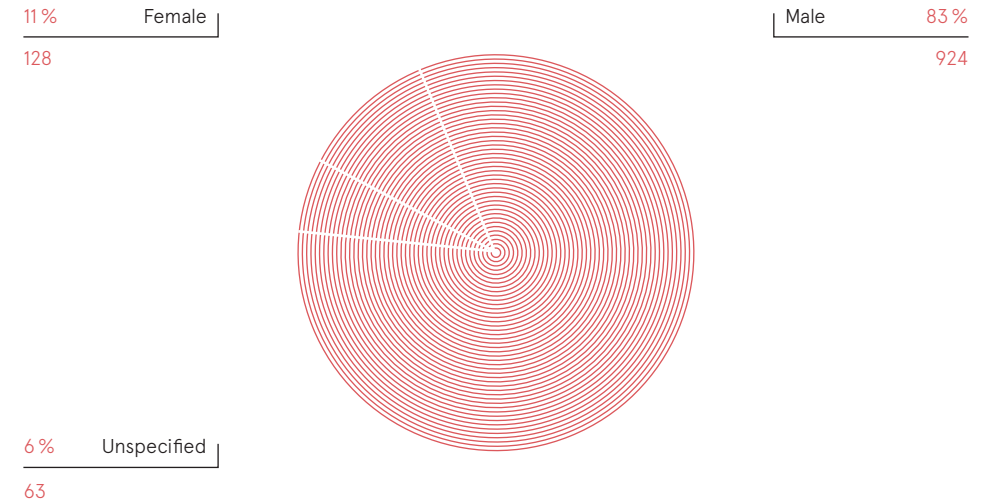


The victims

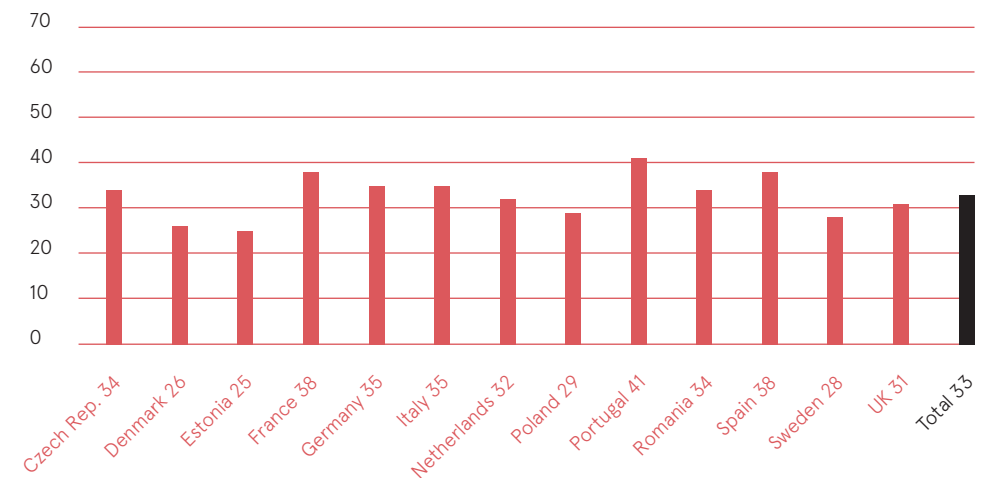
Nationalities



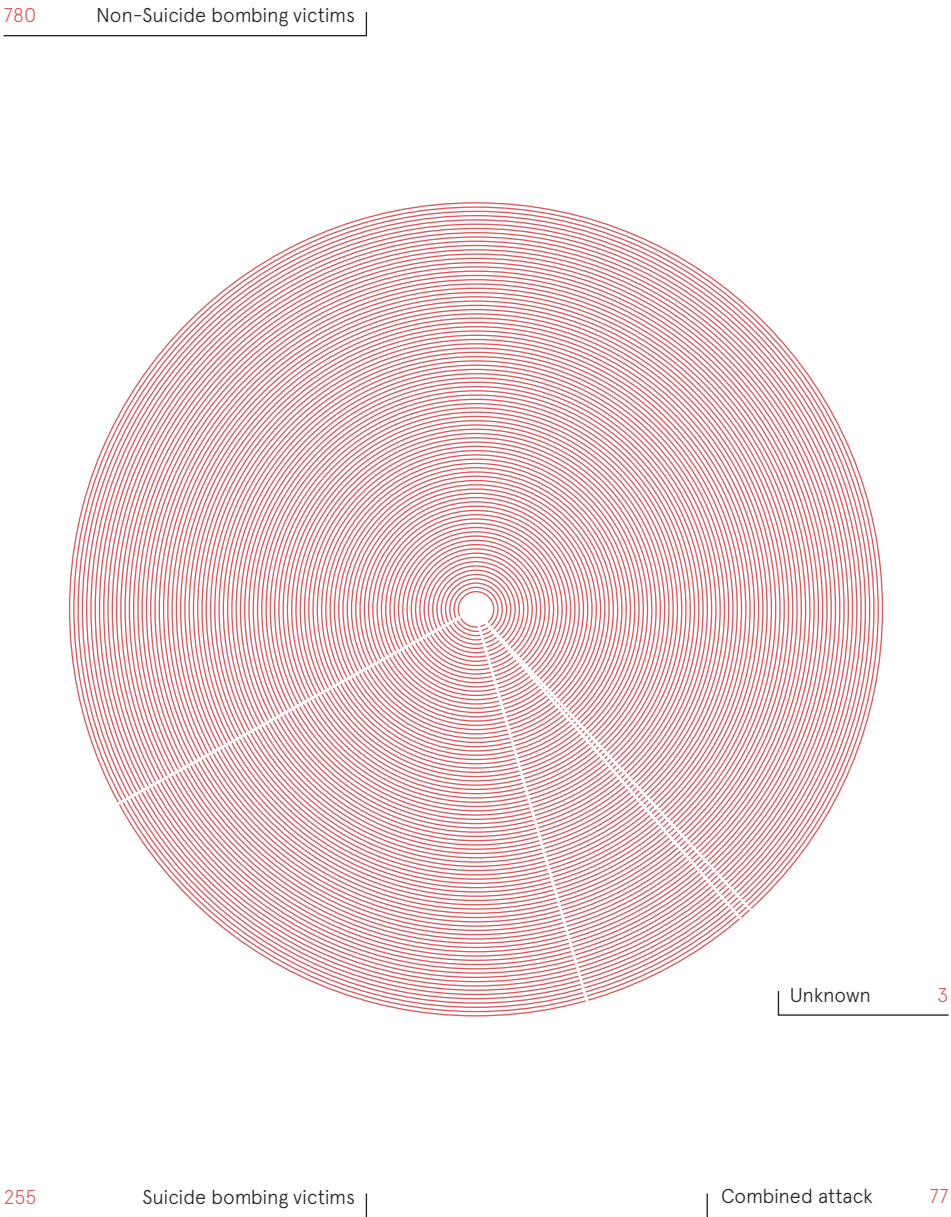
Gender



Age (average)

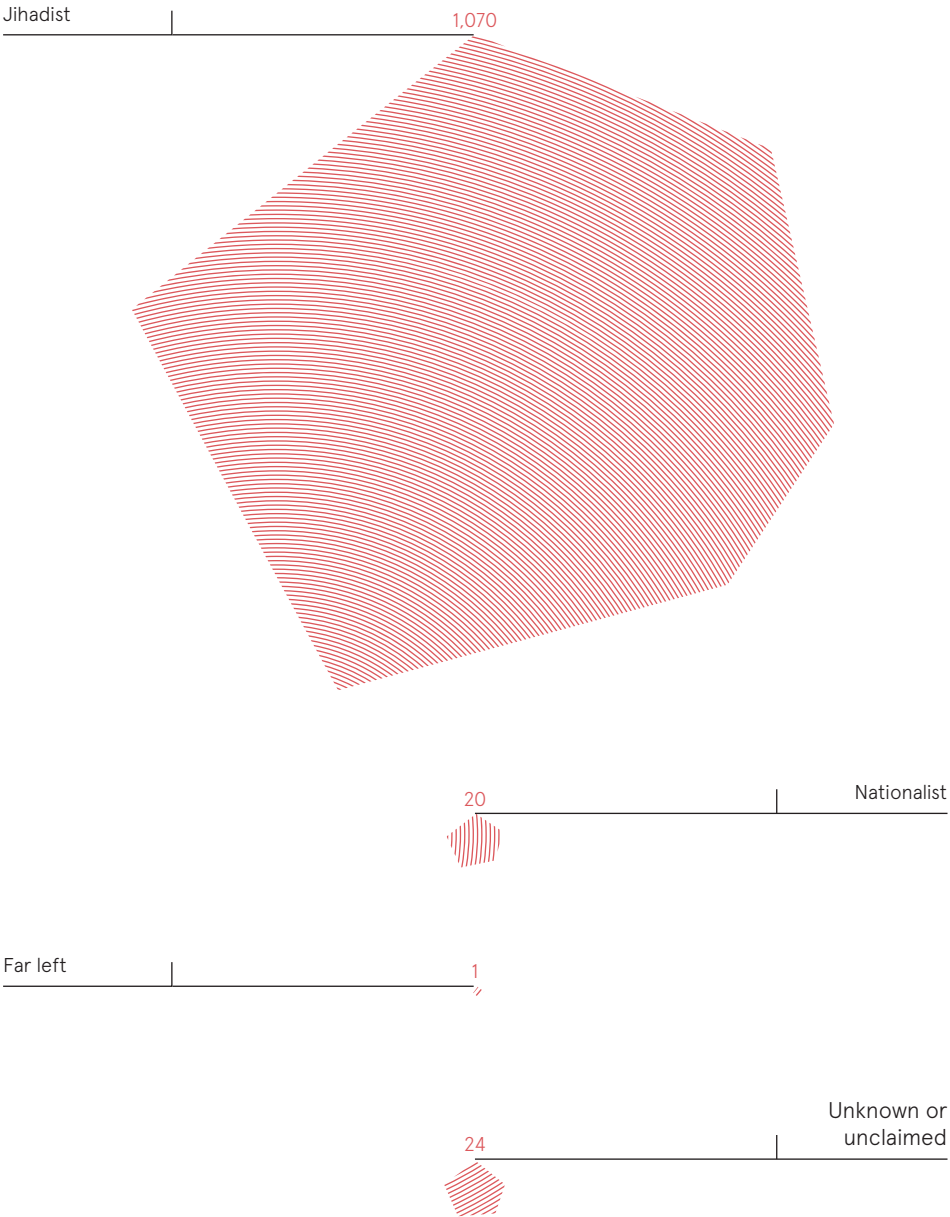


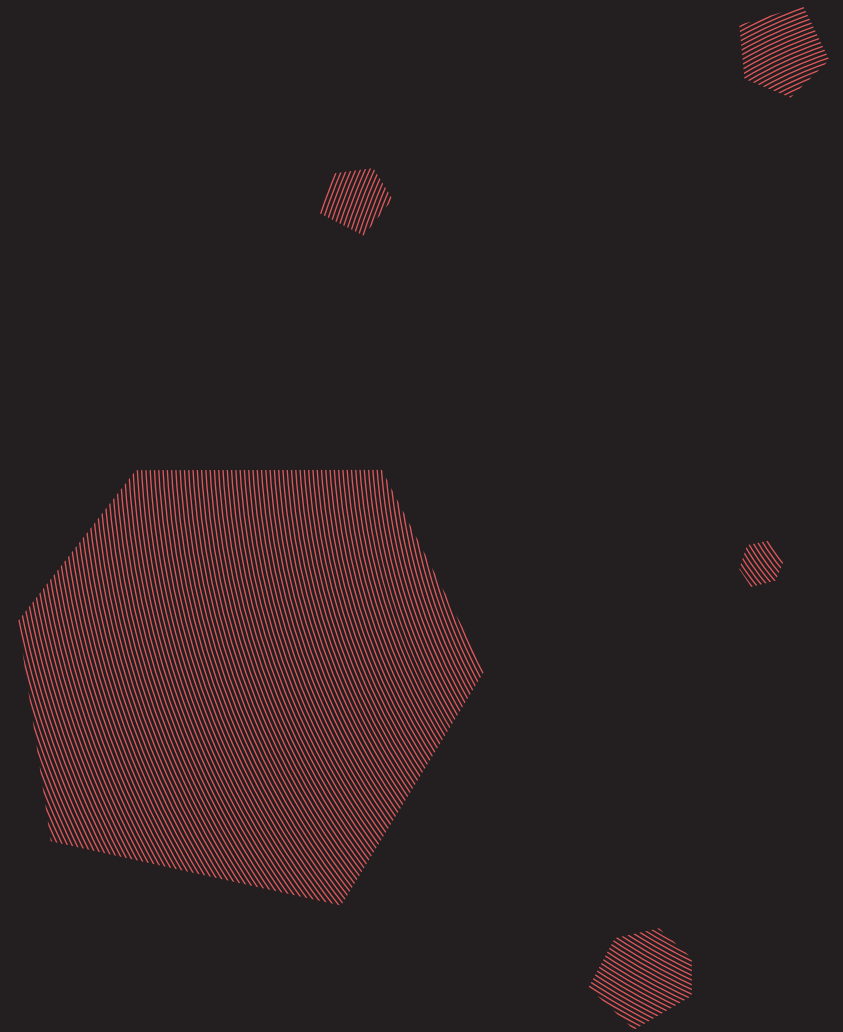
Type of attack

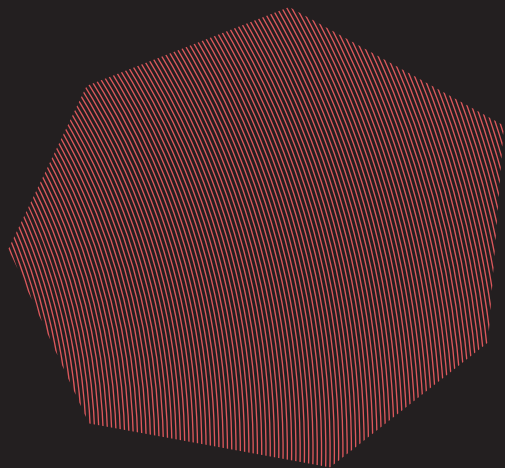


Type of terrorism

People killed in terrorist attacks in the EU and EU-citizens killed elsewhere in the world







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All the content of this research and
complementary information about all
the victims of terrorism is available in the
following link:

<http://bit.do/terrorismEU>



Contents available online:

Updated version of the database 2000 – 2018 (EN, FR and ES)
PDF version of the book (EN, FR and ES)
Information and contact details of victims
associations in the EU (EN and ES)