Agreement on anti-terrorism measures

This agreement is based on the previous agreement from December 2015 and the national anti-terrorism strategy adopted in August 2015. The parties can also pursue additional anti-terrorism proposals above and beyond this agreement in a constructive spirit. The agreement has been concluded between the Swedish Social Democratic Party, the Moderate Party, the Swedish Green Party, the Centre Party, the Liberal Party and the Christian Democrats.

Tighter security in public places

Responsibility for security in public places is currently shared by several public stakeholders. The Swedish Civil Contingencies Agency will be tasked with coordinating the risk and vulnerability efforts that contribute to increased security and safety in public places. This may include places where pedestrians are vulnerable, security in arenas and other concert venues, and also more general issues such as community planning from a risk perspective. The assignment will include charting responsibility gaps, gathering and disseminating knowledge and providing national guidance on protective measures. These efforts will be undertaken with the central government agencies that are primarily affected. The assignment will be adopted in the second half of the year.

The municipalities, which undertake risk and vulnerability analyses, are an important actor in these efforts. Close collaboration with the Swedish Association of Local Authorities and Regions and municipal representatives is therefore important in all actions. In addition to the Swedish Civil Contingencies Agency, the government agencies that are most affected are the Swedish Police Authority, the Swedish Security Service, the Swedish Transport Administration and the National Board of Housing, Building and Planning.

Enhanced cooperation between the Swedish Security Service and the Swedish Migration Agency

Effective information-sharing between the Swedish Security Service and the Swedish Migration Agency is crucial to identifying individuals in the migration process who might pose a security threat. The authorities are
already working to develop efforts to maintain a high level of controls even when a large number of assessments are being made. More automated screening will be introduced and the Swedish Security Service will be given better access to Swedish Migration Agency registers. The two agencies are to propose legislative amendments where necessary, and the Government will review the legislation accordingly.

As applies to all information-sharing between government agencies, this is to be restricted to what is necessary for the purpose, and take account of asylum seekers’ privacy and the protection of personal data. This is particularly important given that many asylum seekers are seeking protection against persecution by the security services of other states.

Tighter controls of individuals deemed to pose a security threat

The Act concerning Special Controls in Respect of Aliens is a valuable tool for dealing with individuals who have been deemed to pose a significant security threat to Sweden. The Act is in need of review, as it is felt to be difficult to apply in some respects, and contains gaps. In a petition to the Government, the Swedish Security Service has requested that certain provisions in the Act be made clearer and more expedient, and that gaps be plugged. This applies in particular to the time limits for detention pending enforcement, where the current regulation is considered too narrow. An inquiry will therefore be appointed with a remit to review the Act concerning Special Controls in Respect of Aliens. There should also be an examination of how controls of individuals deemed to pose a security threat can be strengthened – using electronic surveillance as a complement to current methods, for example – in a legally compliant way.

National anti-extremism task forces

A permanent function for national coordination will be established and enhanced support for defectors will be built up. This involves building knowledge, as well as developing actions in partnership with government agencies, municipalities and civil society. These efforts will be given concrete operational support by task forces for municipalities experiencing problems in individual cases.

Municipalities will receive support to draw up local status reports and action plans. These will be monitored continuously at national level. National guidance will be promptly produced to clarify different actors’ responsibilities for different actions with regard to returnees. To strengthen society’s ability to chart and understand extremist propaganda, and in particular its dissemination and organisation online, the Swedish Defence Research Agency’s assignment in this area will be reinforced.
Via the National Agency for Education, teachers will receive training on how to deal with the issues of extremism and racism in the classroom and among pupils at risk.

**No public grants to extremist organisations**

Government grants to civil society are an important part of ensuring a free civil society and thriving democracy. It is therefore unacceptable when the good faith shown by society through these support schemes is not respected and, on the contrary, is exploited to promote violent and anti-democratic messages. Abuse of these funds entails criminal liability, and this must be made clearer to those applying for them. An inquiry is currently reviewing democratic terms and conditions in central government support to religious communities. A new inquiry will be promptly appointed to review how to introduce a clearer democracy criterion into the awarding of central government grants. A number of criteria will be set to prevent grants being used to spread hate or violent messages, for example. A more in-depth examination is required to ensure that the criteria have an effect. Municipalities and other public grant awarders will also undertake more in-depth examinations. Repayment must be demanded, without exception, for funds paid on erroneous grounds.

**Provision allowing police and municipalities to override secrecy**

Effective collaboration against terrorism requires a regulatory framework that enables information to be exchanged in an effective and legally compliant way. This could mean information concerning individuals deemed to pose a security threat, including those returning from fighting for violent extremist groups abroad and those requiring deradicalisation support measures. Both the Swedish Police Authority and the National Coordinator for protecting democracy against violent extremism have pointed out that the current legislation restricts the exchange of information between police and social services, for example. An inquiry will therefore be appointed to examine and propose changes to the rules on secrecy and exchange of information that apply, for example, to the Swedish Police Authority and municipalities in anti-terrorist collaboration. The aim is for terms of reference to be adopted in June 2017.

The Government also intends to task the Swedish Police Authority with reporting on current information exchange and how it could be amended within the framework of existing legislation, pending new regulations.

**Swedish Security Service access to signals intelligence**
The Swedish Security Service’s most important task with respect to terrorism is saving lives by preventing and pre-empting attacks. For the Swedish Security Service to be able to carry out that task, signals intelligence concerning foreign circumstances is of great importance. The current regulatory framework on signals intelligence is applied in such a way that the Swedish Security Service cannot obtain signals intelligence concerning phenomena involved in a preliminary investigation. This will be problematic if the criminalised area is expanded. There should therefore be an inquiry into a system in which the Swedish Security Service can obtain signals intelligence alongside any ongoing preliminary investigation. At the same time, the regulatory framework should make it clear that such intelligence may not be used in a preliminary investigation. The inquiry should not seek to expand the scope of signals intelligence, but rather to ensure access to intelligence.

Enhanced supervision and prior examination of signals intelligence

Public confidence in the Swedish Security Service and the National Defence Radio Establishment is crucial. Prior examination of signals intelligence is undertaken by the Foreign Intelligence Court and supervision is exercised by the Swedish Foreign Intelligence Inspectorate. Supervision over Swedish Security Service processing of personal data is exercised by the Swedish Commission on Security and Integrity Protection. The Swedish Data Protection Authority also has supervisory responsibility for processing of personal data. Effective supervision and clear sanctions are particularly important with respect to aspects of the agencies’ activities that cannot be reported openly. When the system is reviewed an analysis should be done of whether the current supervision regulations are sufficient. There should also be analysis of whether there is sufficient capacity for the prior examinations undertaken. Moreover, additional resources for supervision will be allocated when a new regulatory framework is in place.

Prevent abuse of travel documents other than passports

Aliens’ passports, travel documents and residence permit cards – documents issued by the Swedish Migration Agency – are sometimes abused. For example, it is reported that documents of this kind are purchased for high prices by people wishing to enter the Schengen area. In light of this, there is reason to take measures to stop abuse of aliens’ passports, travel documents and residence permit cards. An inquiry must therefore promptly investigate the scale of the abuse and make proposals to tackle the problem. The Government will then return to the Riksdag on any measures that are needed to tighten the regulations, as has already been done for passports.
Evaluate action in connection with terrorist attacks

An evaluation of how well society managed the attack on 7 April 2017 will be undertaken via a government assignment to the Swedish Civil Contingencies Agency. The inquiry will analyse what impact the overall handling of the initial events had on society. The Agency will also draw conclusions to ensure that society will be able to manage any major events or multiple, simultaneous events in the future. The assignment will also include outlining the effectiveness of the information disseminated in connection with the terrorist attack in terms of public information management. The aim is for the inquiry to be appointed in June.

In addition to this assignment to the Swedish Civil Contingencies Agency, an inquiry chair will also be tasked with evaluating the Swedish Security Service’s management of the situation. This inquiry will be approved in June.

Secure the response capabilities of Swedish Police

The previous agreement established that the response capabilities of Swedish Police should be secured so as to ensure capacity to deal with several simultaneous incidents. An assignment to that effect was therefore given to the Swedish Police Authority. In the process it identified several needs with respect to training, equipment, staffing, etc. that must now be addressed.

In addition to the measures taken by the Authority itself, there is an identified need for additional resources to the national response model. The resources deemed necessary will be allocated to the Swedish Police Authority.

The Swedish Police Authority needs to continue its efforts to improve the basic capabilities of the police officers who will be first on the scene in the event of a terrorist attack, that is, officers in the field. Basic capabilities are being improved by ensuring that officers in the field receive up-to-date and continuous training to prevent and manage terrorist attacks, and that they have access to the right equipment and weapons. The Swedish Police Authority will ensure access to tactical exercise sites that meet the needs identified by the Authority. It will also ensure strengthened regional response capabilities throughout the country.

Swedish Armed Forces and Swedish Coast Guard support to the Swedish Police Authority

In the event of a terrorist attack it may be vital to use all of the relevant resources in society. In certain extreme situations, this might mean that
the Swedish Armed Forces should be able to support the Swedish Police Authority when necessary capabilities are already occupied elsewhere or are lacking. This might include guarding security objects in the event of an extensive attack, support to the police National Counter Terrorist Unit, or material support.

Special national capabilities need support in the form of appropriate and fast transport. The possibility for Swedish Armed Forces to support police via special capabilities and, in particular, advanced helicopter transports fulfil an important function.

The Swedish Police Authority also has a major need for support from the Swedish Coast Guard in certain police operations against serious crime at sea, where sea and air transport may be necessary to a police operation. At present, this is only regulated through inter-agency agreements. The Swedish Police Authority and the Swedish Coast Guard should therefore be given a joint assignment to produce a regulation whereby the Coast Guard will support police in certain situations by providing this type of transport.

**Secure police access to camera surveillance**

Access to information from camera surveillance is crucial to the police’s abilities to prevent crime, interrupt ongoing criminal activity and investigate crimes that have been committed. To ensure the use of surveillance cameras where needed, an inquiry was appointed in November 2015 and is due to submit its final report in June 2017. It is vital that police access truly matches existing needs, and that the Government is prepared to act if the ongoing work does not result in a sufficient improvement from a police perspective. The use of camera surveillance by police must be simplified.

The Swedish Police Authority has requested to be allowed quicker access to information from the cameras deployed at congestion charge payment stations in the event of terrorist attacks. The Government intends to allow the inquiry tasked with reviewing the regulations on secrecy and information exchange that apply to the Swedish Police Authority, municipalities and others to make proposals on this issue, too. The aim is for the inquiry to be appointed in June 2017.

**Expanded criminalisation of collaboration with terrorist organisations**

The criminal anti-terrorism regulatory framework must be effective and expedient. There are now specific penalty provisions against travelling abroad for terrorist purposes and against funding terrorist organisations. However, some forms of collaboration with a terrorist organisation are not encompassed by the criminal law regulatory framework. An inquiry has
therefore been tasked with investigating specific criminal liability for participation in a terrorist organisation, and is due to produce prompt legislative proposals. The inquiry is to present its report no later than 15 December 2017, and work on the legislation will be given high priority. Such regulations already exist in Norway and several other countries in Europe, and have proved effective.

**Effective penalties for terrorist offences**

The scale of penalties for any given offence reflects society’s views on the crime, and it is important that the scale of penalties reflects the seriousness of the offence and is in proportion to offences of equivalent seriousness. Some penalty provisions need to be tougher. The criminal anti-terrorism legislation has been created sporadically over a long period. As part of a comprehensive review of the legislation, an inquiry has therefore been tasked with considering the need for changes to the scale of penalties. The inquiry is to present its report on 31 January 2019.

**Measures against terrorist financing**

There have been cases where the proceeds of crime may have been used to finance terrorism. It is particularly important that withheld tax revenues cannot be used for such purposes. Many measures have recently been taken at both national and international level to combat the financing of terrorism on a broad front. The measures aim to improve both the regulatory framework and cooperation between relevant authorities. Efforts to identify and react quickly when systems risk being abused for terrorist financing will remain a priority.

A government agency assignment will be issued with a view to obtaining a report on the application of current legislation on terrorist financing and an analysis of the need for greater effectiveness.