

Dartmouth Model United Nations

# European Union

April 7 – 9, 2017





# DARTMOUTH MODEL UNITED NATIONS CONFERENCE

## *Twelfth Annual Conference • April 7 - 9, 2017*

Dartmouth College • Rockefeller Center • Hanover, NH 03755

E-mail: [dartmun@dartmouth.edu](mailto:dartmun@dartmouth.edu) • [DartmouthMUN.com](http://DartmouthMUN.com)

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**William Tremml**  
*Secretary-General*

January 11, 2017

**Emily Choate**  
*Director-General*

Dear Delegates:

**Bill Kosmidis**  
*Chief of Staff*

On behalf of the entire Dartmouth Model United Nations staff, I would like to welcome and thank you for registering for the twelfth annual Dartmouth Model United Nations conference this April 2017. We have been working relentlessly since the end of last year's conference to provide a better and more worthwhile Model U.N. experience for this winter's delegates. We are optimistic about this winter's conference and Dartmouth Model U.N.'s future.

**Jessica Campinile**  
*Chargé d'Affaires*

DartMUN is a unique conference. We pair world-class delegations and dais staff members in smaller, more-interactive environments to facilitate an enriching experience for delegates of all skill levels. We believe DartMUN's active, small committees ensure delegates feel comfortable immersing themselves in a competitive but supportive environment that encourages trial by error and participation.

**Clayton Jacques**  
*Undersecretary-General of  
General Assemblies*

Furthermore, DartMUN's well-trained staff is excited to work with your delegates this winter in committee to equip the next generation of college students with the skills to tackle complex global problems.

**Makisa Bronson**  
*Undersecretary-General of  
Special Committees*

**Scott Okuno**  
*Undersecretary-General of  
Current Crisis Committees*

With this said, Model United Nations is only meaningful when delegates are thoroughly prepared. To aid in your research preparation, your committee staff has spent hours researching, writing, and editing this Background Guide. The Background Guide serves as an introduction to your respective committee and an overview of the topics that you will be debating over the course of the conference.

**Lauren Bishop**  
*Undersecretary-General of  
Historical Crisis Committees*

The Background Guide is intended to be a starting point for your research and is not, in itself, an adequate exposure to the complexities of your committee's topics. To be prepared, each delegate should do further research and focus on processing information through the lens of their respective country or position. If you are having trouble digesting all the information, the Background Guide contains relevant discussion questions that break down the topics. Also, as questions or ideas arise, do not be shy in contacting your committee staff via e-mail. Committee staff are knowledgeable and can help you better understand a particular topic or how your country fits into a larger international debate. More often than not, discussing the problem with another person can open up more paradigms and viewpoints that may guide you throughout the brainstorming process.

**Zainab Molani**  
*Director of  
Public Relations*

**Michelle Wang**  
*Director of  
Technology*

**Eva Wang**  
*Director of  
Finances*

As in years past, all delegates are expected to write a brief position paper before the conference to synthesize all of their preparatory research and analysis. Please see the position paper guidelines on the conference website for specific information about content, format, etc. Committee staff will collect position papers at the beginning of the first committee session on Friday evening, so be sure to bring a hard copy because delegates who do not submit position papers will not be eligible for awards.



Sincerely,

*DartMUN is a student run, non-profit,  
all volunteer organization sponsored by  
the Dickey Center for International  
Understanding.*

William Tremml  
*Secretary-General*  
DartMUN XII

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Dear Delegates:

Welcome to the twelfth installment of DartMUN and the Special Committee on the European Union!

Over the course of the weekend, I will have the privilege of working alongside you as the Director of the European Union. Gina Campanelli is originally from San Francisco, California and attended Sacred Heart Cathedral Preparatory. She is a junior at Dartmouth, pursuing a major in Art History and a minor in Anthropology. Gina is also a pre-med, and has plans to attend medical school after graduation. At Dartmouth, she is an EMT and Internal Training Officer of Dartmouth Emergency Medical Services, Program Director of Dartmouth Broadcasting and 99Rock, and a Research Assistant in the Rome Lab of the Art History Department. In her free time, Gina dances with the Ujima Dance Troupe and works at the Hood Museum of Art. This is Gina's third year with DartMUN, and her second chairing a special committee.

Luke Cuomo was raised on Long Island, New York and attended The Wheatley School, which is in fact a public school, even though it sounds like a private one. Luke is a freshman at Dartmouth and tentatively a Government major. He has no idea about his minor. At Dartmouth, Luke serves on the Student Senate as a representative of the Class of 2020, and he also does other boring stuff that he doesn't feel like writing. With his free time, he loves to read and debate politics, sleep, ski, and browse memes. He is a sarcasm enthusiast. While it will be his first year with DartMUN, in high school, Luke's showed his MUN prowess by winning the award for "Delegate Most Likely to be Nuked for Motioning for a Roll Call Vote."

In order to aid in your preparation and make the simulation as meaningful as possible, Luke and I have put together the following background information. This Background Guide serves as an introduction to the committee and an overview of the topics that you will be debating over the course of the conference. The Background Guide is intended to be a starting point for your research and is not, in itself, an adequate exposure to the complexities of our topic. To be prepared, each delegate should do further research and focus on processing information through the lens of and developing expertise concerning your specific position. If you are having trouble digesting all the information, the Background Guide contains relevant discussion questions that break down the topics. Also, as questions or ideas arise, do not hesitate in reaching out to Luke ([Luke.Cuomo.20@dartmouth.edu](mailto:Luke.Cuomo.20@dartmouth.edu)) or myself ([Gina.L.Campanelli.18@dartmouth.edu](mailto:Gina.L.Campanelli.18@dartmouth.edu)). More often than not, discussing the problem with another person can be more helpful than random Google searches.

Once again, welcome to DartMUN IX. I am excited for the chance to relive this historical moment in our world's history, engage with you, and most importantly, learn from you over the course of the weekend. I look forward to meeting you in the spring and hope that you are as excited as I am about DartMUN IX!

Sincerely,

Gina Campanelli and Luke Cuomo

**William Tremml**

*Secretary-General*

**Emily Choate**

*Director-General*

**Bill Kosmidis**

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# Topic A: Mediterranean Refugee Crisis

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## Introduction

Over the past few years, rising levels of violence and instability across much of Western Asia and North Africa has led to significant increase in displaced persons in these regions. Beginning in 2015, a large scale migration to Europe of these displaced persons began. In the year of 2015 alone, over one million refugees arrived in Europe: more than four times as many as arrived in 2014.<sup>1</sup> In 2016, overall migrants have decreased fairly significantly, however the mortality rate during travel is higher than ever. The journey many of these migrants take is long, arduous, and dangerous. Many of them are children. Many attempt to cross the Mediterranean Sea in small, overcrowded boats, prone to capsizing, and that is only one segment of the hundreds of miles they cover during their trip. European nations have been forced to quickly deal with this massive influx, and it will surely have long lasting ramifications.

The implications of this mass migration are widespread. It creates an economic burden on European Nations, especially those on the periphery of Europe that receive the migrants first, such as Italy and Greece. The European community remains extremely divided on policies to distribute these migrants, of even if

they should be allowed in the first place. The demographic change resulting from this migration is an issue of high contention in European politics, and is surely a prescient issue on the minds of many Europeans, as far-right nationalist parties have seen growth in many European countries and xenophobic actions and crimes have risen. Not to mention immense toll this endeavor takes on the migrants themselves and the communities from which these migrants originate.

## Background - Causes

During the past decade, the regions of North Africa and the Middle East have undergone a period of intense political and social turmoil. The Arab Spring of 2011 resulted widespread protest across the region and in some cases civil war, regime change, and power struggle. This has resulted in numerous failed states across the region such as Libya, Yemen and Syria. These nations are all currently embroiled in civil war, and their governments functions with limited scope, effectiveness, and recognition.

In addition, the rise of the Islamic State has caused crisis in Iraq, Afghanistan continues to have prolonged conflict. These factors, combined with intractable poverty and instability have resulted in rising numbers of Internally Displaced Persons (“someone who is forced to flee his or her home but

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<sup>1</sup><http://www.reuters.com/article/us-europe-migrants-idUSKBN0U50WI20151222>

who remains within his or her country's borders” as defined by the UNHCR), refugees, and asylum seekers, primarily from Syria and Afghanistan.<sup>2</sup> Many Internally Displaced Persons are eventually forced to become refugees and



migrants when conflict is protracted, and that is what has been occurring in recent years. Because of the length of conflict and the fact that the strife is widespread, the past several years have resulted in record numbers of all three categories of displaced persons.<sup>3</sup>

### Background - The European Union

The European Union (EU) is a political and economic union of 28 European states. This supranational organization has the prerogative to create laws regarding agriculture, transportation, competition, and commercial policy. It also regulates

<sup>2</sup><http://www.unhcr.org/en-us/internally-displaced-people.html>

<sup>3</sup><http://www.economist.com/blogs/graphicdetail/2016/03/daily-chart-20>



anything regarding the free movement of goods, persons, services and capital. The all the EU member states are included within a single economic market with the same regulations, and 19 of the member states are further included in the Eurozone, where they share a common currency, the Euro. The EU is the second largest economy in the world by nominal GDP. The EU has extremely limited military force, consisting of only a small contingent of peacekeeping troops. Notably, the anthem of the EU is Ode to Joy by Ludwig van Beethoven.<sup>4</sup>

In understanding the refugee crisis, there are two must know policies of the European Union. The first policy is the Schengen Area. The Schengen Area is comprised of 26 European Nations that have agreed to remove all border controls between each other. This means that any person, European or foreign, within the area, can move freely from one nation to the next

<sup>4</sup>[https://europa.eu/european-union/about-eu/eu-in-brief\\_en](https://europa.eu/european-union/about-eu/eu-in-brief_en)

without a passport or a visa.<sup>5</sup> However, due to the recent crisis, temporary border control has been implemented in some European countries such as Germany, Austria and Denmark. The second policy is the Dublin Agreement. Under the Dublin Agreement, the EU nation in which a migrant or refugee first arrives is responsible for receiving their asylum application as well as fingerprinting and identification of the migrant. This law is extremely contentious within the European community, as it places extreme burden on Europe's peripheral nations. The Dublin Agreement has been suspended in certain countries including Hungary and Greece, and Germany has altered its protocol and is now accepting any migrants who reach its borders.<sup>6</sup>

### The Current Crisis

This situation began in 2014 with the first large scale arrivals of migrants. These migrants took many different routes depending on their place of origin. The most popular route was the Greek and Balkan route, in which migrants would take a boat from Turkey to the Greek islands in the Aegean Sea. Once on



the mainland, the migrants would travel through the Balkan states into Central Europe. An alternate route, primarily used by African migrants, was to cross the Mediterranean Sea from Libya to Malta or small Italian island like Lampedusa.<sup>7</sup> This route is incredibly dangerous, and it is very difficult to prevent migrants from leaving Libya because the Libyan government effectively does not exist. The Mediterranean crossing has elicited the greatest international attention due to the frequency of mass drownings due to capsizing. In 2016, over 171,731 people have arrived in Greece and 171,299 in Italy as of November 29. While nearly one million migrants had crossed the Mediterranean at this point in 2015, fatalities are up in 2016. Over 4690 migrants have drowned in 2016.<sup>8</sup>

Prior to 2014, the Italian government ran a program called Operation Mare Nostrum where the Italian Navy and Coast Guard would rescue migrants making the journey and bring them to

<sup>5</sup><http://www.bbc.com/news/world-europe-13194723>  
<sup>6</sup><http://www.nytimes.com/2015/09/17/world/europe/europe-refugees-migrants-rules.html>

<sup>7</sup><http://www.unhcr.org/en-us/protection/operations/5592bd059/sea-route-europe-mediterranean-passage-age-refugees.html>  
<sup>8</sup><https://www.iom.int/news/mediterranean-migrant-arrivals-reach-348664-deaths-sea-4690>

Italy. However, this program became too costly for Italy to run, at over 9 million euros a month. It was replaced by a joint EU program called Operation Triton, which is considerably smaller in scope and funding than the previous Italian operation. This is believed to be the reason for the increase in deaths at sea, but no further action has been taken to remedy this problem.<sup>9</sup>

In March 2016, the European Union and Turkey reached a deal in which migrants arriving in Greece would be sent back to Turkey if they do not apply for asylum.<sup>10</sup> This agreement was widely condemned for violating human rights, but it was deemed necessary to stop the flow of over 1700 migrants arriving each day in Greece at the time and the masses of migrants traveling through Europe seeking a nation to apply for asylum in. The deal was successful at first, however in late 2016, the flow of migrants into Greece began to increase once again, and Greek authorities have not been sending the migrants back to Turkey.

In 2015, as thousands of migrants moved throughout the Balkans and Central Europe in an effort to reach Germany, many nations attempted to stop this flow by temporarily closing their borders and erecting border fences. These nations include Hungary, Austria, and Slovenia. These impediments were only somewhat

successful in preventing migrant travel.<sup>11</sup> Some criticize these border controls as violations of the Schengen Agreement.



The unintended consequence of the EU-Turkey deal and the border controls in central Europe is that many more migrants have now decided to take the far more dangerous route from Libya to Italy. This is clearly shown in the fact that while overall migrants are down in 2016, Italy has surpassed its 2015 total as of November 1. The issue that the EU is facing is that it has no ability to prevent the migrants from coming, so any policy attempting to

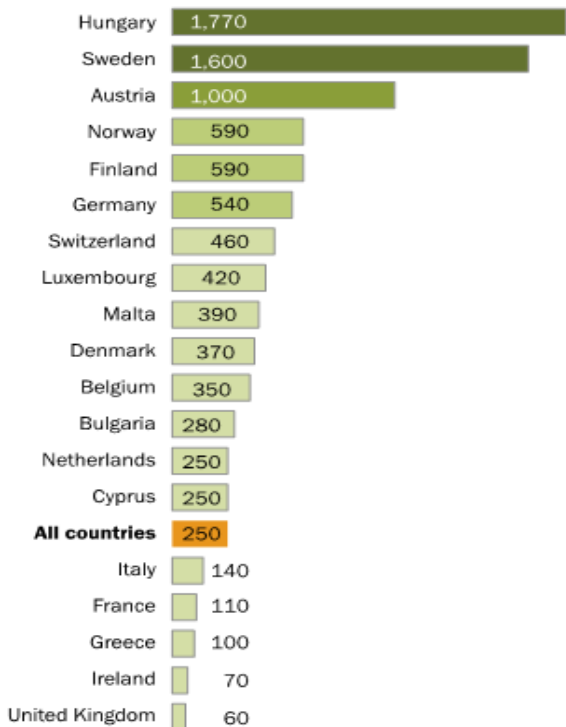
<sup>9</sup><https://www.amnesty.org/en/latest/news/2015/04/fac-e-saving-not-a-lifesaving-operation/>

<sup>10</sup><http://www.bbc.com/news/world-europe-35854413>

<sup>11</sup><http://www.businessinsider.com/map-refugees-europe-migrants-2016-2>

## Europe's asylum seekers did not equally disperse across countries

*Number of first-time asylum applications in 2015 per 100,000 people in the country's population*



curt

ail migrants is ineffective.

Upon arrival in Europe, the goal of nearly all migrants is to apply for asylum, and these asylum applications are not evenly distributed throughout Europe. In total, over 1.3 million people requested asylum in Europe in 2015.<sup>12</sup> Germany is by far the most sought after target. In 2015 alone, Germany accepted nearly 500,000 asylum requests, with another 500,000+ migrants in the country who had not yet officially applied for asylum.

This incredibly large influx of peoples into many European nations is creating great

consternation among European citizens. The religious and cultural differences of the migrants are questioned and scrutinized, and the extremely unequal burden this crisis places on certain nations is also decried.

This quagmire presents the European Union with many difficult questions to deal with, and very few good answers. As of now, the EU has only tried patchwork solutions to the problem, which are ineffective and have unintended consequences. The goal of the EU should be ensuring the safety and well being of these migrants and preserving their human rights. At the same time, the EU must also find a way to assuage the European fears of this demographic change and equally distribute the responsibility and cost of the rescue and asylum processes. The turmoil in the Middle East shows very few signs of stopping any time soon, so unless the EU comes to a reasonable and effective agreement, lives will be lost, money will be wasted, and progress will not be made.

<sup>12</sup><http://www.pewglobal.org/2016/08/02/number-of-refugees-to-europe-surges-to-record-1-3-million-in-2015/>



## Topic B: Combatting Terrorism

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### Introduction

The recent terrorist attacks in Brussels, Paris, and Turkey have drawn international attention in recent months. However, modern terrorism perpetrated by separatist groups, including those motivated by religious or political ideologies, has plagued European nations since the Irish Republican Army attacks in the 1950s. The formation of the European Union allowed for joint responses to terrorist attacks and provide greater protection for all citizens, especially with the adoption of the EU 2005 Counter Terrorism Strategy. Though terrorist attacks in the EU were at a historic low between 2009 and 2013, there were still 1010 failed, foiled, or completed terrorist attacks against the member states of the EU<sup>13</sup>. Sadly, in the past two years this number has risen drastically, and over 500 people have been killed in terrorist incidents over the past 12 years<sup>14</sup>. Recent advancements in technology, surveillance, and weaponry have increased the danger and potency of these attacks, with incidents in Brussels, Paris, and Turkey being some of the most devastating Europe has seen in recent history. With the evolving technological climate and shifting political relations, terrorist attacks have become a more dire issue plaguing

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<sup>13</sup> <http://www.consilium.europa.eu/en/policies/fight-against-terrorism/>

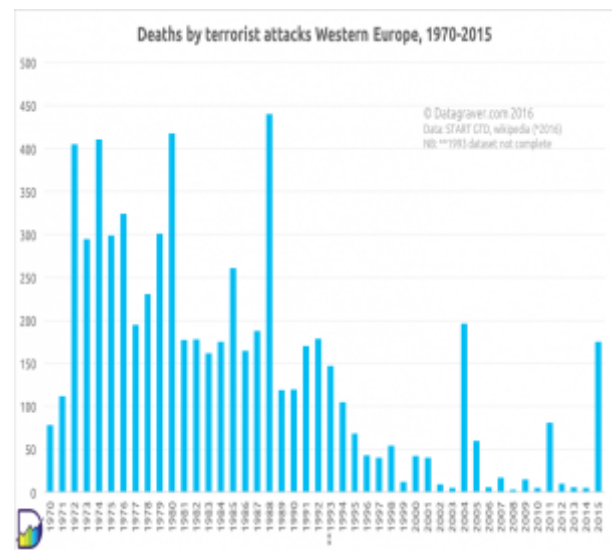
<sup>14</sup> <http://www.usatoday.com/story/news/world/2016/03/22/timeline-terror-attacks-europe/82108892/>

EU member states, with an unpredictable path ahead for affected nations.

### History:

#### Pre-2000s Terrorist Attacks:

Terrorism has a long and deep-rooted history in European Nations, with more devastating attacks occurring in the 70s and 80s than in recent years. In 1988 alone, 425 people were killed in terrorist attacks, with the annual number around 150 deaths until the 1990s<sup>15</sup>.



Many of these attacks were caused by warring Palestinian factions and Iranian Revolutionaries, including the attacks at the 1972 Summer Olympics in Munich, when 11 Israeli athletes were murdered. However, many groups perpetrated these attacks as well. In 1978, Italian communists kidnapped and killed a former prime minister. In 1988, Libyan terrorists attacked Pan-

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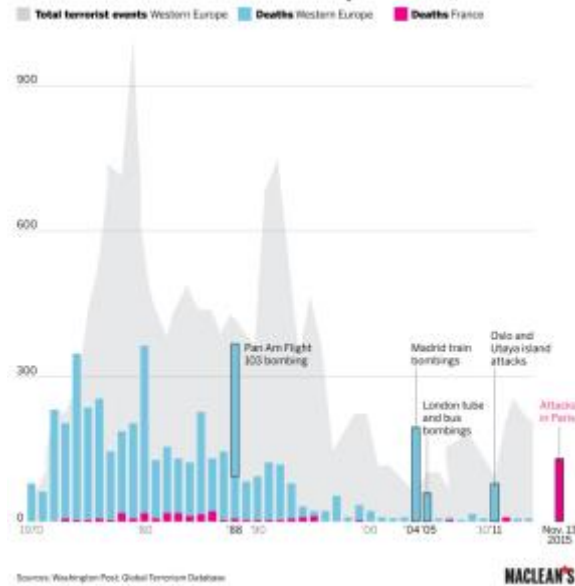
<sup>15</sup> <https://www.weforum.org/agenda/2016/03/terrorism-in-europe-at-historical-high/>

Am Flight 103 over Lockerbie, Scotland, which killed over 270 people. In 1991, an Algerian Islamist group bombed Paris metro stations, Jewish schools, and L'Arc de Triomphe<sup>16</sup>.

Yet, a key point is how the crises were responded to and handled. In the 70s and 80s, despite the severity and frequency of the attacks, the major terror groups and their common tactics were known, and security counsels were more adequately prepared to formulate a response due to this prior knowledge. For example, when Britain was dealing with attacks from the IRA, they “could comfortably know that they would have almost all of the countermeasures within their purview,” explained director for military and veteran affairs at the Robert H. Smith School of Business at the University of Maryland, Michael Connolly<sup>17</sup>. After 1990, the number of deaths in terrorist attacks per year dropped

significantly, falling to just under 50 per year<sup>18</sup>.

**Terrorism events and deaths in Western Europe and France, 1970-2014**



Post-2000s to Present Day Terrorist Attacks:

Though the period between 2000 and 2015 showed an overall drop in the number and potency of terrorist attacks, the past two years have shown a sharp spike in terrorist activity in the EU. Some of these recent and devastating attacks include the death of over 130 people in the Paris bombings of November, 2015. The Islamic State claimed responsibility for the gunmen and suicide bombers. In March of 2016, 37 people are killed in a bombing in Turkey’s capital, Ankara. The Kurdistan Freedom Hawks claimed responsibility. Later that month, at least 31 people were killed and over 150 injured in a suicide bombing at the Brussels Airport. Turkey

<sup>16</sup> <http://www.theatlantic.com/international/archive/2016/08/europe-germany-france-britain-isis/495467/>

<sup>17</sup> <http://www.rhsmith.umd.edu/about-us/diversity/military>

<sup>18</sup> <https://www.weforum.org/agenda/2016/03/terrorism-in-europe-at-historical-high/>

was targeted again in June of 2016 when 31 people were killed in a suicide bombing at the Ataturk International Airport<sup>19</sup>. In July of 2016, 84 people were killed in Nice, a seaside town in France, by an individual in a car. The most recent string of attacks have been five isolated incidents in Germany, including a man attacking train passengers with an axe and a shooting in a Berlin hospital<sup>20</sup>.

The attacks in the EU are not evenly spread over all of the member states, with France being the most affected nation<sup>21</sup>. Of 1077 individuals arrested for terrorist offenses in 2015, 494 of them were arrested in France<sup>22</sup>. Despite this, the member states are committed to working together to combat terrorism throughout the EU through a number of law enforcement and legislative practices and policies.

### EU Intervention and Efforts:

In 2005, the EU adopted its counter terrorism strategy as an effort to coordinate a unified response to terrorist attacks and activity.

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<sup>19</sup> <http://www.usatoday.com/story/news/world/2016/03/22/timeline-terror-attacks-europe/82108892/>

<sup>20</sup> <http://www.express.co.uk/news/world/693421/Terror-attacks-timeline-France-Brussels-Europe-ISIS-killings-Germany-dates-terrorism>

<sup>21</sup> <https://www.europol.europa.eu/activities-services/main-reports/european-union-terrorism-situation-and-trend-report-te-sat-2016>

<sup>22</sup> <https://www.europol.europa.eu/newsroom/news/211-terrorist-attacks-carried-out-in-eu-member-states-in-2015-new-europol-report-reveals>

The strategy has four main pillars: Prevent, Protect, Pursue, and Respond<sup>23</sup>. Prevention involves a strategy for combatting radicalization and recruitment, which was revised and updated in 2014. Protection includes safeguarding external borders, improving transportation security, and reducing vulnerability of critical infrastructure. A facet of this is legislation regarding the use of Passenger Name Record data for law enforcement purposes. Pursuit focuses on bringing terrorists to justice and impeding their efforts to plan and organize. One of these initiatives was legislation to prevent money laundering and terrorist financing, passed in May of 2015. The final element of the strategy is Respond. Elements in recent years have included a review of the EU emergency and crisis coordination arrangements and a revision of EU civil protection legislation<sup>24</sup>. This strategy was formulated with the intent to make Europe safer in terms of freedom, security, and justice, while also respecting fundamental human rights.

Another, more ingrained asset is Europol, or the European Police Office. This is the EU's law enforcement agency, which works to assist law enforcement in EU member states. Europol was created by the Maastricht Treaty in 1993, and was fully in operation in 1999. Europol mainly works through analyzing strategy and

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<sup>23</sup> <http://www.consilium.europa.eu/en/policies/fight-against-terrorism/>

<sup>24</sup> <http://www.consilium.europa.eu/en/policies/fight-against-terrorism/>

providing support for the individual law enforcement of each member state. It also fosters communication between intelligence agencies, acting as a central hub for information<sup>25</sup>. Europol also releases an annual Terrorism Situation and Trend Report, which outlines all the failed, foiled, or completed terrorist attacks in that year, predicts upcoming threats, and outlines a strategy for response and protection<sup>26</sup>. This agency and the strategy outlined above are the historic responses to terrorist threats within the EU.

### Current Crisis:

As a result of the numerous terrorist attacks within the recent year, Europol's annual report discusses a variety of future threats the EU could be facing within the coming years. This report predicts a continuation of the upward trend of increasing violence and frequency of terrorist attacks, especially by foreign cells traveling in and out of conflict zones<sup>27</sup>. They also predict a rise in the number of illegal weapons appearing on the black market, procured primarily from the Ukraine and the Western Balkan countries. Europol also predicts that chemical plants will likely become more of a target for terrorist

activity, as the infrastructure protecting these plants is outdated and vulnerable. Finally, Europol foresees a rise in cybercrime, especially as the development of an underground, professional, service-based network continues to develop. There is even a belief that the "crime as a service" model could extend to terrorist groups as well<sup>28</sup>.

Some of the major obstacles the EU still faces involve international terror laws and the drive to protect national sovereignty. For example, since the November attacks, French officials have launched their own investigation in Brussels, yet have failed to properly coordinate with Belgian authorities, leading to miscommunication and a hoarding of valuable information<sup>29</sup>. Another, more disturbing facet is that unlike the 70s and 80s when groups like the IRA had clear, defined goals, many of today's terrorist organizations have only chaos and destruction as their immediate outcome, presenting a greater and more confusing threat.

These developments in the nature of terrorist crime and the unsuccessful efforts to prevent these attacks have created an aura of international fear and uncertainty. With terrorist activity predicted to be on the rise and EU's security counter measures falling short, this

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<sup>25</sup> [https://europa.eu/european-union/about-eu/agencies/europol\\_en](https://europa.eu/european-union/about-eu/agencies/europol_en)

<sup>26</sup> <https://www.europol.europa.eu/activities-services/main-reports/european-union-terrorism-situation-and-trend-report-te-sat-2016>

<sup>27</sup> <https://www.europol.europa.eu/activities-services/main-reports/european-union-terrorism-situation-and-trend-report-te-sat-2016>

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<sup>28</sup> <https://www.europol.europa.eu/activities-services/main-reports/european-union-terrorism-situation-and-trend-report-te-sat-2016>

<sup>29</sup> <http://www.theatlantic.com/international/archive/2016/08/europe-germany-france-britain-isis/495467/>

threat looms ever greater, posing a risk to international security and sovereignty.