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Subject: Draft EU Action Plan for Combating Radicalisation and Recruitment

Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

RESTREINT UE



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NOTE

from : the Presidency
to : Terrorism Working Group / COTER
No. prev. doc. : 12165/05 JAI 296 CATS 51 ENFOPOL 108 COTER 49
Subject : Draft EU Action Plan for Combating Radicalisation and Recruitment

When Coreper discussed the issues of radicalisation and recruitment on 14 September, there was consensus that the draft EU Strategy was well structured and that its main elements were right. A number of Member States expressed the view that a supporting document containing more specific and detailed action was needed to support the Strategy. The Presidency has therefore developed a Draft Action Plan. This Draft Action Plan complements the draft Strategy (doc 12165/05 RESTREINT EU) and should be read on conjunction with it.

Given the broad endorsement by Coreper of the Strategy paper, the Presidency hopes to focus discussion in COTER and TWG in October, and in joint COTER/TWG in November on the content of the Action Plan. While any comments on the Strategy would of course be welcome, it is the Action Plan which requires the most input from Member States and the Commission at this stage. We would welcome your ideas on whether there are enough, or too many actions listed and whether we should add, delete or clarify any of the ideas. There are sections of the draft Action Plan which are empty and require extra ideas.

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Discussion in COTER and TWG in October, and in the joint COTER/TWG meeting in November, should therefore enable us to make any necessary adjustments to the draft Strategy, and, most importantly, discuss in detail the Action Plan. Both documents will then be sent together to the relevant senior committees and to Coreper, in advance of the December JHA Council and GAERC. The Presidency's intention would be for the strategy, once agreed, to become a public document. The action plan would remain classified.

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DRAFT EU ACTION PLAN FOR COMBATING RADICALISATION AND RECRUITMENT

A. ACTION AT MEMBER STATE LEVEL

1. Addressing facilitational factors

Spotting problem behaviour

- (a) Member States should put in place mechanisms to monitor websites that facilitate recruitment. In some EU countries, government institutions and services systematically investigate radical internet sites. In other Member States, such a capacity is not in place. Member States should also share knowledge of regulatory regimes, with regard to other criminal content on the internet, as this may assist with combating radicalisation.
- (b) Community policing is an important way to detect radicalisation processes at an early stage. Basic training of police forces should include specific dimensions related to mainstream Islam, radicalisation and recruitment.

Disrupting problem behaviour

- (c) Member States should address the specific issues of radicalisation and recruitment within prisons, including providing support to non-radical prison imams and appropriate training for prison staff.
- (d) Member States should ensure the systematic enforcement of penalties for offences linked to the facilitation of terrorism, e.g. fraud, fundraising, abuse of documentation and immigration offences.
- (e) Member States should explore ways to enhance language and teaching skills of foreign imams working in the EU and share experiences.

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- (f) Member States should pay particular attention to the legal regime with regard to the admittance and residence of those leaders who play a role in radicalisation.
- (g) Member States' programmes of technical assistance to third countries should include, as appropriate, programmes to detect and combat facilitational factors underlying radicalisation and recruitment.

2. Addressing motivational factors

To empower moderate voices:

- (a) Member States should encourage and support the mainstream Muslim community in its efforts to challenge the availability of extremist literature. They should investigate whether there are specific actions that can be taken to promote the availability of mainstream literature to counteract the effects of the radical message.
- (b) Member States should encourage moderate Muslims voices by engaging with democratically elected bodies that represent faith groups.
- (c) Member States' integration policies should encourage the development of the human and organisational capacities of Muslim communities to represent effectively their own interests in civil society and the political arena.

To get our message across

- (d) Member States should find ways to engage with non-violent Islamist organisations and political movements that enjoy a significant degree of popular support. Such a dialogue should aim to reduce mutual antagonisms and to address prejudices on both sides.

To ensure we do not exacerbate the problem

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To limit extremist voices

- (e) Member States should raise the issue of hate speech on the internet with Internet Service Providers and operators with a view to identifying and denying their services to anyone misusing them to incite to hatred.

3. Addressing structural factors

Inside the Union

- (a) Member States should develop and promote active citizenship.
- (b) Member States should identify the extent of social and economic inequalities and explore the scope for targeting resources to reduce them. Reducing such inequalities among Muslims helps to remove the sense of injustice and resentment that creates disaffection and susceptibility to the overtures of extremists.

Outside the Union

- (c) Member States, in their bilateral assistance programmes, should explore ways to bring counter-terrorism objectives, particularly those concerned with radicalisation and recruitment, into their development, human rights, good governance and democracy assistance programmes.

4. Deepening our understanding and reviewing our approach

- (a) Member States should regularly assess the issues of radicalisation and recruitment on the basis of a multidisciplinary approach, combining both academic research and law enforcement experience and sharing the results with partners.

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B. ACTION AT THE EUROPEAN LEVEL

1. Addressing facilitational factors

Spotting problem behaviour

- (a) EU-level work on monitoring the internet can usefully supplement Member States' work. It is important to achieve a degree of co-ordination in efforts to monitor recruitment on the Internet in order to avoid duplication and to spread good practice. The use of the internet in relation to violent radicalisation will also be discussed in the framework of the E-commerce Expert Group meeting planned in November 2005. The Commission could examine the need for adopting a guidance document for Member States with regard to the enabling provisions in the E-Commerce Directive. In addition, Europol's potential should be exploited: the body has recently launched a project to monitor terrorist use of the internet.
- (b) In the area of police training and developing community policing across Europe, CEPOL provides a framework for joint training of EU police officers and the exchange of experiences of national approaches.
- (c) Improvement in information sharing between law enforcement may help spot new techniques or specific recruitment networks. On the basis of national assessments, exchange of best practices and transfer of expertise should be reinforced on a regular and specific basis. Member States are invited to provide Europol with all the relevant data to analyse recent and current cases of persons sentenced with regard to recruitment, including systematic analysis of why and how individuals became radicalised and involved in terrorism.
- (d) In addition, Member States are invited to share, on the level of security services, all information on individuals who may have been recruited for terrorist activity, including potential terrorists trained in camps abroad.

Disrupting problem behaviour

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2. Addressing motivational factors

To empower moderate voices

To get our message across

- (a) The Commission to organise a conference with media professionals and terrorism experts on the role of the media in relation to radicalisation. Depending on the outcome of this conference, the Council in consultation with the Commission and should consider drawing up, before the end of the next Presidency, a media and communication strategy aimed at Muslim populations, focusing on a set of key messages to be used in EU and Arab media, and including specialist media that reflect the diverse nature of Muslim communities.
- (b) In order to address false notions of a clash of civilisations, the European Union should contribute to a cross-cultural dialogue between peoples and civil societies through intensified exchange programmes for students, journalists and others. The Anna Lindh Euro-Mediterranean Foundation for the Dialogue of Cultures is an important instrument in fostering such a dialogue. Further consideration should be given to extending central funding to the Anna Lindh foundation with particular emphasis on programmes designed at promoting inter-cultural dialogue.
- (c) The EU should continue with its efforts to reinforce the international legal framework of the fight against terrorism. In this context, adoption of a Comprehensive Convention for the Suppression of International Terrorism would be an important step.
- (d) The EU should in its political dialogue highlight incidents of concern about anti-Semitism, Islamophobia and other forms of hate speech in the media and other for a, and encourage appropriate action by the authorities.
- (e) It is of great importance that the EU provides true leadership by fighting all forms of discrimination and by fully respecting human rights standards when combating terrorism. The EU needs to be consistent in raising concerns about human rights cases, to demonstrate visibly that the treatment of peaceful Islamic activists is of equal concern.

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To ensure we do not exacerbate the problem

- (f) The Council requests the Council and the Commission to develop and agree a common lexicon with agreed definitions in the knowledge that terms linking the peaceful faith of Islam to terrorism are neither correct nor helpful. Such a lexicon should be developed in partnership with Muslim scholars and CT experts.

To limit extremist voices

- (g) The Council invites the Commission to examine whether it would be useful to supplement the Framework Decision of 13 June 2002 on Combating Terrorism by an instrument which aims to criminalise all forms of incitement to terrorist acts, in particular indirect incitement in public, along the lines of Articles 5 and 8 of the Council of Europe Convention on the Prevention of Terrorism.
- (h) The EU should explore ways to help Muslim countries in creating or reinvigorating comprehensive quality state-sponsored education systems accessible to all and so reduce the scope for extremist Islamic educational institutions overseas.
- (i) The Council invites the Commission to ensure effective application of the relevant clauses in the "Television without Frontiers" Directive of 30 June 1997 and to examine possibilities to impose basic requirements, including the prohibition of incitement to hatred, for all audiovisual services

3. Addressing structural factors

Inside the Union

- (a) Existing programmes for inter-faith and cross-cultural dialogues at the level of the European Union provide a way to break down barriers. The Council invites the Commission to propose new ideas aimed at fostering such a dialogue.
- (b) Consideration should also be given to moving on from dialogue to taking positive interfaith and multifaith action e.g. joint social initiatives to promote integration and for faiths to support and learn from each other to prevent extremism

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Outside the Union

- (c) The EU should explore ways to bring counter-terrorism objectives, particularly those concerned with radicalisation and recruitment, into their development, human rights, good governance and democracy assistance programmes.
- (d) The existing political dialogues with third countries should continue to include counter-terrorism, both in order to learn from the experiences of partner countries and to raise concerns with respect to radicalisation and recruitment. In raising human rights, good governance and the rule of law in dialogues it should be pointed out that the EU regards these as a key element of counter-terrorism. The EU should, moreover, continue to seize appropriate opportunities to raise structural factors in relevant regional forums, such as Euromed.
- (e) An increased emphasis in EU assistance programmes should be on education, particularly the development of appropriate work skills for the vast numbers of youth, together with programmes that develop a more rounded view of the world and other peoples.

4. Deepening our understanding and reviewing our approach

- (a) The European Union should foster co-operation between research institutions working on radicalisation and recruitment as well as cooperation between academic researchers and the public sector. Improved cooperation could take place in the context of the EU multi-annual research programme.
- (b) The Commission should allocate funds to establish a network of experts for the sharing of research and policy ideas which will submit a preliminary contribution on the state of knowledge on violent radicalisation in the beginning of 2006. The Commission will also launch a public tender for studies in this area.
- (c) The Commission should build on recent integration and inter-cultural dialogue work, including through a conference in the near future on the role of the media role in relation to radicalisation and terrorism.

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- (d) The Community should step up its assistance to support partner countries' and regional organisations' efforts to strengthen early warning systems, governance/institutional capacity building and promotion of human rights protection to enable them to engage effectively in a preventive approach.
- (e) SitCen should produce a six-monthly assessment of radicalisation processes and recruitment activities on the basis of contributions from Member States and Europol. Its assessments should be sent to the JHA Council and should be accompanied by an update of progress on the implementation of the EU Strategy on Radicalisation
- (f) The Union should engage like minded partner countries on discussions on countering radicalisation and recruitment
- (g) Updates on the implementation of this Strategy will be produced on a six monthly basis. A wider review of the Strategy and Action Plan will be undertaken on a yearly basis by the Presidency, working with the CT Co-ordinator and the Commission, and informed by a SitCen assessment of the situation. Thorough monitoring of implementation of the Action Plan by Member States, the Council and Commission will allow good practice to be identified and disseminated and will help ensure that the Strategy evolves to respond to the situation on the ground.

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