



Council of the  
European Union

Brussels, 24 May 2017  
(OR. en)

9646/17

CT 52  
ENFOPOL 269  
COSI 119  
COTER 44

## NOTE

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| From:           | General Secretariat of the Council                                                                     |
| To:             | Permanent Representatives Committee/Council                                                            |
| No. prev. doc.: | 9572/17                                                                                                |
| Subject:        | Draft Revised Guidelines for the EU Strategy for Combating Radicalisation and Recruitment to Terrorism |

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## Background

1. The Council on 4 December 2014 agreed on a set of guidelines<sup>1</sup> to complement the Revised EU Strategy for Combating Radicalisation and Recruitment to Terrorism<sup>2</sup>, endorsed in June 2014. Under point 2 of the guidelines "*in order to ensure that new and emerging threats are effectively addressed, it is necessary to monitor these guidelines and the priority setting therein, as well as their implementation and to adapt when needed*". Furthermore and according to the guidelines, point 4, the state of implementation and the guidelines should "*be reviewed every two years and updated where appropriate in order to ensure effective action at national and EU level in view of the changes of the terrorist environment*".

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<sup>1</sup> 13469/1/14.

<sup>2</sup> 9956/14 JAI 332 ENFOPOL 138 COTER 34.

2. Since the adoption of the guidelines, the threat picture has changed<sup>3</sup>.
3. The responsibility for countering and preventing radicalisation and recruitment to terrorism primarily lies with the Member States. However, the terrorist attacks in Europe in 2015 and 2016 have once more demonstrated the importance of addressing radicalisation leading to terrorism and violent extremism also at European level. At the Informal meeting held on 12 February 2015 after the terrorist attacks in Paris in January 2015, the Heads of State or Government, under the heading of "Preventing radicalisation and safeguarding values", called for:
  - adequate measures to be taken, in accordance with national constitutions, to detect and remove internet content promoting terrorism or extremism, including through greater cooperation between public authorities and the private sector at EU level, also working with Europol to establish internet referral capabilities;
  - communication strategies to promote tolerance, non-discrimination, fundamental freedoms and solidarity throughout the EU, including through stepping up inter-faith and other community dialogue, and narratives to counter terrorist ideologies, including by giving a voice to victims; and
  - initiatives regarding education, vocational training, job opportunities, social integration and rehabilitation in the judicial context to address factors contributing to radicalisation, including in prisons.
4. Since the adoption of the guidelines, the policy framework has evolved. **Annex II** provides an overview of the relevant policy documents identifying measures and initiatives to be taken to enhance efforts to prevent and counter radicalisation leading to terrorism and violent extremism. This list includes primarily conclusions from the **European Council**, Council Conclusions, Commission communications, but also resolutions from the European Parliament and opinions from the Committee of the Regions.

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<sup>3</sup> See for instance 6699/17 ("Update on the conclusions, recommendations and way forward on the INTCEN and Europol threat assessments mechanism").

On 2 February 2017, a Network of National Prevent Policy Makers was launched by the Commission with the twofold objective to:

- strengthen and institutionalise the exchange of expertise and experiences on prevent approaches and prevention policies in Member States; and.
  - involve Member States more closely in the activities of the Radicalisation Network (RAN).
5. The growing challenge of European returning foreign terrorist fighters, including women and children, from Syria and Iraq was discussed by the JHA Council in December 2016, based on a paper drafted by the EU Counter-Terrorism Coordinator. Discussions are ongoing in relevant working parties as well as in the framework of the G15 and the Radicalisation Awareness Network Centre of Excellence. The results of a questionnaire on children and how Member States are tackling the situation was presented to COSI in March 2017. Consolidated results of the different initiatives will be presented to the JHA-Council later this year.
  6. Since early 2015, several initiatives have been undertaken. **Annex III** provides an overview of the main developments.
  7. Against this background, the guidelines have been revised to duly reflect the changed threat picture and recent policy developments. They have been adapted building on the achievements, further developing concrete and tangible actions and readjusting priorities to effectively address current challenges.

## Way forward on the revised guidelines - issues to be considered / closing gaps / setting priorities

8. Recent reports from Europol and IntCen<sup>4</sup> have highlighted and confirmed a number of challenges and threats including in particular threats from lone actors and small cells, use of social media for the purposes of radicalisation and recruitment, attempts to recruit asylum seekers/refugees/migrants, returning FTFs and children, new pathways of radicalisation, rise of rightwing extremism and risks of polarisation.
9. Recent policy documents have highlighted a number of additional challenges including in particular youth radicalisation, the role of ideology, gender aspects of radicalisation, radicalisation in prison and de-radicalisation or disengagement more generally. In view of these challenges, policy responses need to make use of all relevant policy areas and instruments, including criminal justice, education, social inclusion, citizenship and European values etc. Cross-cutting aspects include prevent strategies and action plans at national, regional or local level, multi-agency approaches involving all relevant stakeholders, cooperation models, fora for exchange of expertise and experiences, as well as awareness raising and training measures.
10. In light of the above, the guidelines further develop concrete actions to implement the recommendations set out in the relevant policy documents and provide for the tools to effectively tackle the identified challenges. Following discussions at the TWP of 15 March 2017 and the request for contributions, a number of delegations provided written comments to the draft presented at the meeting, most of which have been taken into account in this revised version.

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<sup>4</sup> EEAS (2017) 10081 of 17 February 2017 ("Six Monthly Assessment of the Threat from Islamist Terrorism: part 1 - Europe" (*EU CONFIDENTIAL*)).  
5499/17 (EDOC "870884 – v3 ("An Outlook on Developments in Jihadist Terrorism" (*EU RESTRICTED*)).

11. It is suggested that the Network of National Prevent Policy Makers, which is to meet approximately four times per year, includes these guidelines in their future work. The Network could be instrumental in taking forward the implementation of the guidelines.

The Commission is invited to regularly report to the TWP on the activities of the Network. On a yearly basis, TWP should take stock of the implementation and review the guidelines and update where appropriate in order to ensure that new and emerging threats are effectively addressed

|                | <b>What</b>                                                                | <b>How</b>                                                                                                                                                                                                                                                                                                                           | <b>Who</b>    | <b>Rationale of updates in 2017</b>                                                                                                              |
|----------------|----------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|--------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>General</b> |                                                                            |                                                                                                                                                                                                                                                                                                                                      |               |                                                                                                                                                  |
| 1.             | National strategies to prevent radicalisation and recruitment to terrorism | <p>Consider and updating strategies to prevent radicalisation promoting multi-agency cooperation at national, regional and local level and taking into account new challenges and/or further implement and evaluate existing ones</p> <p>Consider appointing national prevent coordinators as <u>national RAN contact points</u></p> | MS/Commission | Communication on Radicalisation 2016, Council Conclusions (CC) on criminal justice 2015, CC on youth 2016, Committee of Regions COR Opinion 2016 |

|    | What                                                                                                          | How                                                                                                                                                                                                                                                                                                                                                                                       | Who           | Rationale of updates in 2017                        |
|----|---------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|-----------------------------------------------------|
|    | <b>Support further research into the trends and challenges of radicalisation and recruitment to terrorism</b> |                                                                                                                                                                                                                                                                                                                                                                                           |               |                                                     |
| 2. | Pool expertise dedicated to preventing and countering radicalisation and recruitment to terrorism             | <p>Use inter alia the RAN Centre of Excellence (CoE) to map research and identify research gaps.</p> <p>Exchange expertise and experience on prevent approaches, strategies and interventions in particular within the Network of prevent policy makers.</p> <p>Exchange relevant research findings in the relevant fora (including the network of prevent policy makers, ESCN, etc.)</p> | Commission/MS | Communication on Radicalisation 2016 (Key Action 1) |

|    | <b>What</b>                                                                                                                                                                                  | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                                                     | <b>Who</b>    | <b>Rationale of updates in 2017</b>                 |
|----|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|-----------------------------------------------------|
| 3. | Support targeted research into ways to address radicalisation and recruitment to terrorism and foster the development of evidence based and effective interventions incl. on exit strategies | <p>Use the Horizon 2020 programme and the Internal Security Fund (both EU Actions and/or national programmes as appropriate)</p> <p>Support cooperation between academics, practitioners, policy makers and civil society to determine research needs.</p> <p>Steer research activities and facilitate the use of research findings to develop effective prevent interventions and to measure/evaluate their effectiveness</p> | Commission/MS | Communication on Radicalisation 2016 (Key Action 3) |

|    | What                                                                                                                                                             | How                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Who           | Rationale of updates in 2017                                                                                                                                                                                                                                                                        |
|----|------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|    | <b>Promote security, justice and opportunity for all - Mobilising education to promote shared values and prevent radicalisation leading to violent extremism</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |               |                                                                                                                                                                                                                                                                                                     |
| 4. | Encourage sufficient attention on how to foster critical thinking skills and media literacy                                                                      | <p>Incorporate critical thinking, in particular with regard to media, into educational systems</p> <p>Support teaching staff and school leaders allowing them to address the issues of media literacy and critical thinking in an effective manner</p> <p>Reinforce dialogue, cooperation and partnerships between relevant stakeholders (including in the education and training sector and the media sector as well as civil society and youth organisations) facilitating a multi-disciplinary approach.</p> <p>Make use of the existing instruments to support fostering critical thinking skills, such as the Creative Europe Programme and Erasmus+, as appropriate</p> | MS/Commission | <p>Communication on Radicalisation 2016 (Key actions 10-14 of the specific area 4 "Promoting inclusive education and EU common values")</p> <p>Communication on Radicalisation 2016, CC on media literacy and critical thinking 2016, CC on youth 2016, CC on prevention of radicalisation 2016</p> |

|    | <b>What</b>                                                                                                                                                                                                     | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Who</b>                  | <b>Rationale of updates in 2017</b>                                        |
|----|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|----------------------------------------------------------------------------|
| 5. | Develop cohesion-inductive actions and programmes, including in the education field, that promote Fundamental Rights, the Rule of Law and democracy and encourage inclusive, tolerant and pluralistic societies | Promote global and citizenship education, as well as volunteering, to enhance social, civic and intercultural competences;<br><br>Encourage inclusive education for all children and young people, while combatting racism, xenophobia, intolerance, bullying and discrimination on any ground                                                                                                                     | MS / Commission / FRA / CTC | CC on preventing radicalisation, CC on critical thinking,                  |
| 6. | Broaden the competencies of teachers, educators and other teaching staff in the field of radicalisation, especially by promoting shared values and addressing diversity                                         | Support trainings to help teachers and youth workers to recognise early signs of radicalised behaviour and to play an active role in preventing violent radicalisation.<br><br>Encourage socially safe learning environments, both online and offline, in which controversial issues can be openly discussed and freedom of speech preserved, and empower teaching staff to initiate and moderate such discussions | MS / Commission / FRA / CTC | CC on CC on the prevention of radicalisation 2016, CC on critical thinking |

|                                          | <b>What</b>                                                                                                                                    | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                    | <b>Who</b>                   | <b>Rationale of updates in 2017</b>         |
|------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|---------------------------------------------|
| 7.                                       | Raise awareness of radicalisation and recruitment to terrorism related issues                                                                  | <p>1. Consider establishing informal networks of first-line practitioners and victims of terrorism</p> <p>2. Consider establishing informal networks of rehabilitated terrorists to contribute to projects against terrorist recruitment</p> <p>3. Competent authorities to consider engaging with the public, e.g. through social media and/or information platforms</p>                     | MS                           |                                             |
| <b>Enhance government communications</b> |                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                               |                              |                                             |
| 8.                                       | Develop targeted communication campaigns on EU and national level, addressing current priorities supporting other elements of these Guidelines | <p>Use the European Strategic Communications Network (ESCN), as follow-up project, in building the necessary capacity in Member States and helping develop effective strategic communication campaigns</p> <p>Support the work of the ESCN, for example by seconding staff into ESCN</p> <p>Develop cooperation and exchange of best practices with the Global coalition to counter DAESH</p> | Commission / MS / CTC / EEAS | CC on the prevention of radicalisation 2016 |

|                                              | What                                                                                                                                                                   | How                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | Who                    | Rationale of updates in 2017                                                      |
|----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|-----------------------------------------------------------------------------------|
| <b>Support messages countering terrorism</b> |                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                        |                                                                                   |
| 9.                                           | Make available professional communication and media skills to credible civil society representatives who are well-placed to challenge and counter terrorist narratives | <p>Provide a source of funding and facilitate capacity building within civil society (e.g. NGOs)</p> <p>Support the Civil Society Empowerment Programme to significantly ramp up the training and support for civil society partners in order to enhance the volume of effective positive alternative narratives delivered online, in close cooperation with the RAN and the ESCN.</p> <p>Encourage the inclusion of testimonies of victims and rehabilitated terrorists where appropriate.</p> <p>Identify positive role models willing to support the promotion of these narratives and campaigns</p> | MS / Commission / EEAS | CC on the prevention of radicalisation 2016, Communication on Radicalisation 2016 |

|     | <b>What</b>                                                                                                                             | <b>How</b>                                                                                                                                                                                                                                                                                                                                                    | <b>Who</b>                   | <b>Rationale of updates in 2017</b> |
|-----|-----------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|-------------------------------------|
| 10. | Facilitate a dialogue between public authorities, civil actors and civil society to counter radicalisation and recruitment to terrorism | <p>Study and exchange of best practices on solutions found to facilitate such dialogue, including issues like official representation of religious groups or training of religious leaders/preachers and propose best practices</p> <p>Building on the Commission's study into European diaspora, identify key influencers both within and outside the EU</p> | MS / Commission / EEAS / CTC |                                     |
| 11. | Make sure that counter-narratives developed in Member States and third countries are available as example for other initiatives         | Support the dissemination of counter-narrative tools and content to the appropriate stakeholders with appropriate translation. This could be done in partnership with or by supporting ongoing initiatives                                                                                                                                                    | EEAS / Commission            |                                     |

|     | What                                                                                                                                                                     | How                                                                                                                                                                                                                                                                                                                                                                                                                       | Who                          | Rationale of updates in 2017                                                                                                                                                                                                                                                     |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|     | <b>Counter online radicalisation and recruitment to terrorism</b>                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                           |                              |                                                                                                                                                                                                                                                                                  |
| 12. | Reduce the availability and impact of online material that promotes radicalisation to terrorism, as appropriate with regard to national legislation in each Member State | <p>Further develop and support the implementation of initiatives under the EU Internet Forum, promoting its objectives including in particular the swift removal of terrorist content regardless of its ideology as well as the dissemination of counter and alternative narratives</p> <p>Continue working on ensuring the effective implementation of the Code of Conduct on Countering illegal hate speech on-line</p> | Commission / EEAS / CTC / MS | Key actions 4 and 6 of the Communication on Radicalisation 2016, First progress report towards an effective and genuine Security Union, CC on improving criminal justice in cyberspace, Outcome of the 3508 <sup>th</sup> Council Meeting, 8-9.12.2016, Justice and Home Affairs |

|     | <b>What</b>                                                                         | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                             | <b>Who</b>      | <b>Rationale of updates in 2017</b> |
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| 13. | Develop appropriate measures to counter the broadcasting of violent radical content | IntCen to assess the violent radical propaganda and public communications issue, and its impact, as part of IntCen's analysis of radicalisation and recruitment trends. CTC/EEAS to engage into discussions with the countries hosting TV channels broadcasting violent radical content; CTC/EEAS to provide updates to Member States on any bilateral discussions and their outcomes. | EEAS / CTC / MS |                                     |

|     | <b>What</b>                                                                      | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | <b>Who</b>                           | <b>Rationale of updates in 2017</b>                                                  |
|-----|----------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|--------------------------------------------------------------------------------------|
| 14. | Detect and address content promoting radicalisation and recruitment to terrorism | <p>Support the work of the EU Internet Forum and the work of the Europol's European Counter Terrorism Centre (ECTC) in particular the work carried out by the EU IRU.</p> <p>Establish national mechanisms to ensure the swift and effective identification and handling of online content promoting radicalisation and recruitment to terrorism with the internet operators, making use of services provided by the EU IRU as and when required.</p> <p>Establish and maintain effective relationships with relevant private sector partners, if appropriate, either bilaterally or multilaterally with MS or/and Commission. In that respect, Member States are encouraged to take advantage of those relations established under the EU Internet Forum.</p> | MS / Commission / Eurojust / Europol | CC on the prevention of radicalisation 2016 and Communication on radicalisation 2016 |

|  | <b>What</b> | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                    | <b>Who</b> | <b>Rationale of updates in 2017</b> |
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|  |             | <p>Continue sharing knowledge and exchange best practices in order to identify appropriate measures and procedures to detect and address online content promoting radicalisation and recruitment to terrorism</p> <p>Share knowledge and exchange best practices of measures banning access and distribution of illegal online content and their effective implementation</p> |            |                                     |

|                                                                                          | What                                         | How                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | Who                | Rationale of updates in 2017 |
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| <b>Train, build capacity and engage first-line practitioners across relevant sectors</b> |                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                    |                              |
| 15.                                                                                      | Train first-line workers                     | Consider the value of establishing a voluntary European training programme for first-line workers in order to raise their awareness of issues surrounding radicalisation, and steps they can take to address it, building on RAN's the European network of Prison Training Academies' (EPTA) and the European Judicial Training Network (EJTN) experience. This should include an element to train the trainers, offering both sector-specific and cross-sector training, and tailored to MS requirements | Commission / CEPOL |                              |
| 16.                                                                                      | Connect first-line workers at national level | Establish national level expert networks to complement the activities of RAN, to share good practices and to provide national-level training mechanisms for first-line workers                                                                                                                                                                                                                                                                                                                            | MS / Commission    |                              |

|                                                                  | What                                                                                                                             | How                                                                                                                                                                                                                                                                                                                                                                                                                                         | Who             | Rationale of updates in 2017                                                                                                                  |
|------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|-----------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Support individuals and civil society to build resilience</b> |                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                             |                 |                                                                                                                                               |
| 17.                                                              | Develop and support target group specific resilience initiatives and support Civil Society Organisations that work in that field | To be determined by Member States                                                                                                                                                                                                                                                                                                                                                                                                           | MS              |                                                                                                                                               |
| 18.                                                              | Support and empower youth with effective actions to enhance inclusion, strengthen a sense of belonging and positive identity     | Encourage cooperation between the youth sector, the education sector and other relevant sectors.<br>Develop common tools, measures and the exchange of good practices to tackle youth radicalisation and enhance resilience<br>Develop and offer training of youth workers taking into account the toolbox for youth workers and recommendations for policy makers.<br>Put in place initiatives to enhance youth engagement and citizenship | Commission / MS | CC on the role of youth, CC on prevention of radicalisation, CC on media literacy and critical thinking, Communication on Radicalisation 2016 |

|                                          | <b>What</b>                                                                                                | <b>How</b>                                                                                                                                                                                                                                                                                                                                                | <b>Who</b>      | <b>Rationale of updates in 2017</b>                                          |
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| <b>Support disengagement initiatives</b> |                                                                                                            |                                                                                                                                                                                                                                                                                                                                                           |                 |                                                                              |
| 19.                                      | Develop options for MS wanting to set up their own programmes (including financially)                      | Identify needs and requirements for national disengagement and exit strategies<br>Organise EU-wide workshops and training to support MS incl. through the RAN                                                                                                                                                                                             | MS / Commission |                                                                              |
| 20.                                      | Develop policy framework for preventing radicalization into violent extremism and terrorism within prisons | Improve the training of first-line prison professionals, inter alia building on RAN's and EPTA's experience, expanding EPTA's members, sharing good practices, in order to detect and respond to both radicalising and radicalised inmates<br>Adopt measures to promote critical thinking, religious tolerance, and reintegration into society of inmates | MS / Commission | Communication on Radicalisation 2016, CC on criminal justice, EP report 2015 |

|  | <b>What</b> | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | <b>Who</b> | <b>Rationale of updates in 2017</b> |
|--|-------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|-------------------------------------|
|  |             | <p>Exchange good practices and formulate policy recommendations on the prevention of radicalisation for first-line practitioners (including where appropriate judges and prosecutors), covering the prison and probation sector, taking into account the 2016 "Guidelines for prison and probation services regarding radicalisation and violent extremism" of the Council of Europe.</p> <p>Implementation and evaluation of specific prevent as well as de-radicalisation disengagement and rehabilitation programmes</p> |            |                                     |

|  | <b>What</b> | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <b>Who</b> | <b>Rationale of updates in 2017</b> |
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|  |             | <p>The Commission to continue facilitating the above via EU funding for training programmes for prison and probation staff on radicalisation and in order to develop de-radicalisation/rehabilitation programmes and risk assessments tools, to be used both in prisons and in criminal proceedings in particular by replicating useful best practice examples from Member States</p> <p>In line with the Conclusions of the Council of November 2015, Eurojust to continue to monitor trends and developments of the applicable legal framework and relevant jurisprudence in the Member States, including the use of alternatives to prosecution and detention in terrorism cases.</p> |            |                                     |

|  | <b>What</b> | <b>How</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                       | <b>Who</b> | <b>Rationale of updates in 2017</b> |
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|  |             | <p>The Eurojust tactical meetings on terrorism to foster the exchange of existing national practices and the lessons learnt thereof.</p> <p>The Eurojust's Terrorism Convictions Monitors and Eurojust's Foreign Terrorist Fighters' Reports to presenting the findings and recommendations in the area of de-radicalisation to inform policy makers and contribute to the further development of criminal policy with regard to foreign terrorist fighters.</p> |            |                                     |

|                                                                | What                                                                                                                                                                      | How                                                                                                                                                                                                                                                         | Who                          | Rationale of updates in 2017 |
|----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|------------------------------|
| <b>Align internal and external counter-radicalisation work</b> |                                                                                                                                                                           |                                                                                                                                                                                                                                                             |                              |                              |
| 21.                                                            | Establish an overview of existing prevention and exit programmes                                                                                                          | Conduct a comprehensive study on existing European and non-European prevention and exit programmes                                                                                                                                                          | EEAS / Commission / CTC      |                              |
| 22.                                                            | Ensure that prevention of radicalisation and recruitment to terrorism is taken into account in the development of the border management policies including EU visa policy | Ensure consultation of adequate EU bodies or players in the development of the EU visa policy                                                                                                                                                               | Commission / EEAS / CTC      |                              |
| 23.                                                            | Co-ordinate and promote preventive strategies in priority regions                                                                                                         | Establish (virtual) networks externally between EU Delegations in third countries and Member States<br><br>Include this issue in dialogues between EU and third countries as well as MS bilateral and/or regional dialogues, especially in priority regions | Commission / EEAS / MS / CTC |                              |

|     | <b>What</b>                                                               | <b>How</b>                                                                                                                                                                                                                                                                                                                                                            | <b>Who</b>              | <b>Rationale of updates in 2017</b> |
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| 24. | Ensure further counter-radicalisation specific (and relevant) programming | Continue conducting evidence based research of the drivers of radicalisation in CT priority regions, share lessons learned on what has and has not worked to prevent, counter and build resilience against violent extremism and utilize the expertise of national authorities within MS in the subsequent implementation of targeted EU capacity building assistance | Commission / EEAS / CTC |                                     |
| 25. | Integrate a gender dimension into counter-radicalisation efforts.         | Conducting specific research on the role of women within targeted regions/countries/communities to understand their role and identify areas women's organisations could contribute to building greater resilience to radicalization                                                                                                                                   | EEAS/Commission / CTC   |                                     |

|     | <b>What</b>                                                                                                                          | <b>How</b>                                                                                                                                                                                                                   | <b>Who</b>        | <b>Rationale of updates in 2017</b> |
|-----|--------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|-------------------------------------|
| 26. | Assist media practitioners, journalists and government personnel in CT priority regions on how to use the media in a responsible way | Continue existing training opportunities and the development of materials based on, inter alia, existing MS experiences and good practices as well as EU initiatives, such as RAN and on-going EU support in third countries | Commission / EEAS |                                     |

**Policy framework - conclusions, statements, measures, etc.  
adopted since January 2015**

1. Riga joint statement following the informal meeting of Justice and Home Affairs Ministers in Riga on 29 and 30 January (5855/15)
2. Council Conclusions on Counter Terrorism (Foreign Affairs Council) of 9 February 2015
3. Statement of the Informal meeting of Heads of State and Government of 12 February 2015 [SN 10/2015]
4. Council conclusions on the EU Regional Strategy for Syria and Iraq as well as the Da'esh threat of 23 May 2016 (9105/16)
5. Declaration on Promoting citizenship and the common values of freedom, tolerance and non-discrimination through education – Informal meeting of European Union Education Ministers, Paris, 17 March 2015<sup>5</sup>
6. The 2015 Joint EU Youth Report of the Council and the Commission on "the implementation of the renewed framework for European cooperation in the youth field (2010-2018)".
7. Council conclusions on the Renewed Internal Security Strategy of 17 June 2015 (8911//15)
8. European Parliament Resolution of 25 November 2015 on the prevention of radicalisation and recruitment of European citizens by terrorist organisations.
9. Conclusions of the Council of the European Union and of the Member States meeting within the Council on enhancing the criminal justice response to radicalisation leading to terrorism and violent extremism of 20 November 2015 (14419/15)
10. Council Conclusions on Counter-Terrorism of 20 November 2015 (14406/15+ COR 1)

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<sup>5</sup> [Y:\DG D 1\DG D 1C\TWP\Meeting documents\2017\2017.05.17\citizenship-education-declaration\\_en.pdf](Y:\DG D 1\DG D 1C\TWP\Meeting documents\2017\2017.05.17\citizenship-education-declaration_en.pdf)

11. 2015 Joint Report of the Council and the Commission on the implementation of the Strategic framework for European cooperation in education and training (ET 2020) New priorities for European cooperation in education and training - Council conclusions (23 November 2015) (14440/1/15)
12. Conclusions of the European Council of 18 December 2015 (EUCO 28/15))
13. Joint statement of EU Ministers for Justice and Home Affairs and representatives of EU institutions on the terrorist attacks in Brussels on 22 March 2016 (7371/16)
14. Council conclusions on the role of the youth sector in an integrated and cross-sectoral approach to preventing and combating violent radicalisation of young people of 30 May 2016 (9640/16)
15. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions supporting the prevention of radicalisation leading to violent extremism (COM(2015) 379 final) of 14 June 2016 (10466/16+COR1)
16. Opinion from the Committee of the Regions, 15-16 June, on "Combating radicalisation and violent extremism prevention mechanisms at local and regional level" (CIVEX-VI/010)
17. Follow-up to the statement of the Members of the European Council of 12 February 2015 on counter-terrorism: Report on implementation of measures (9422/1/15 of 10 June 2015; 12318/15 of 5 October 2015; 14734/15 of 30 November 2015; 6785/16 of 4 March 2016)
18. Council Conclusions on Developing media literacy and critical thinking through education and training of 30 May 2016 (9641/16)
19. Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the prevention of radicalisation leading to violent extremism of 21 November 2016 (14276/16)

20. Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on Inclusion in Diversity to achieve a High Quality Education For All of 17 February 2017 (6356/17)
21. Member States' approaches to dealing with accompanying family members of Foreign Terrorist Fighter Returnees, in particular children: results of the questionnaire and follow-up (6900/17+ ADD 1)
22. DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 15 March 2017 on combating terrorism and replacing Council Framework Decision 2002/475/JHA and amending Council Decision 2005/671/JHA (OJ L 88, 31.3.2017, p. 6)

**MAIN ACHIEVEMENTS UNDER THE 2014 GUIDELINES**

Among the main measures/initiatives/tools under the 2014 guidelines and taken at EU level are the following:

- The establishment of the **RAN Centre of Excellence** in October 2015 (with additional tasks, such as Member State support, research and increased focus on practical guidance and handbooks);
- **The initiatives under the EU Internet Forum** (with two main objectives being :reducing terrorist content online and supporting alternative narratives), including in particular:
  - The **EU Internet Referral Unit (IRU)**, which started working as of July 2015 and is now part of the European Counter Terrorism Centre (ECTC), established in January 2016;
  - The **Civil Society Empowerment Programme (CSEP)**, bringing together in particular internet companies, RAN and ESCN, launched at the occasion of the 2nd High Level meeting of the EU Internet Forum;
- Development by industry of database of hashes.
- The **Syria Strategic Communications Advisory Team (SSCAT)** with a particular focus on foreign fighters and successor project **European Strategic Communications Network (ESCN)**, operational since October 2016 offering a platform for enhanced exchange of expertise and targeted counselling in the field of strategic communications to counter violent extremism and terrorism.
- The **dialogue with industry on hate speech**, which led to the agreement by major IT companies (Facebook, Twitter, Microsoft and YouTube) on a **Code of Conduct on illegal online hate speech**

- The **Network of national prevent policy makers** (launched in February 2017), with the aim to strengthen and institutionalise the exchange of expertise and experiences on prevent approaches and prevention policies in Member States and to involve Member States more closely in RAN activities taking into account priorities and needs as identified by MSs
- **Funds and programmes** to finance relevant projects in the field of research, especially FP7/H2020 and ISF. **Initiatives in the area of education and youth** (youth empowerment, strengthening resilience, combating discrimination, racism and intolerance etc.), such as the toolbox for youth workers and recommendations for policy makers (“The contribution of youth work to preventing marginalisation and violent radicalisation”), e-Twinning, RAN Young, the work going on under the ET 2020 Working Group on promoting citizenship and common values, the European Voluntary Service (EVS), the European Solidarity Corps, the preparatory work and launch of the network of role models, etc. , with funds provided, inter alia, by Erasmus+.
- **Initiatives in the area of justice (prison de-radicalisation, justice response towards violent extremist groups and individuals)**, e.g. related to exchanges of best practices and training of first-line prison professionals and prisoners (e.g. RAN papers on prison and probation, collaboration between RAN, Europris and the European Network of Penitentiary Training Academies (EPTA), the work of the European Judicial Training Network (EJTN), with funds provided, inter alia, by the Justice Programme and the European Social Fund.
- The **external dimension**: Cooperation with third countries in particular Western Balkans, MENA, Turkey in particular through counter terrorism and targeted and upgraded security dialogues leading to the creation of counterterrorism packages and roadmaps.