



Council of the
European Union

Brussels, 28 September 2020
(OR. en)

14782/05
DCL 1

JAI 453
ENFOPOL 165
COTER 82

DECLASSIFICATION

of document:	14782/05 RESTREINT UE
dated:	22 November 2005
new status:	Public
Subject:	The European Union Action Plan for Combating Radicalisation and Recruitment to Terrorism

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

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

RESTREINT UE



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 22 November 2005

14782/05

RESTREINT UE

**JAI 453
ENFOPOL 165
COTER 82**

"I/A" ITEM NOTE

from : Presidency
to : COREPER/Council
No. prev. doc. : 14348/05 JAI 415 ENFOPOL 153 COTER 70

Subject : The European Union Action Plan for Combating Radicalisation and Recruitment to Terrorism

This Action Plan is an annex to THE EUROPEAN UNION STRATEGY FOR COMBATING RADICALISATION AND RECRUITMENT TO TERRORISM it should be read in conjunction with that text.

RESTREINT UE

A. ACTION FOR MEMBER STATES WHERE APPROPRIATE

1. Facilitational factors: disrupting the activities of the networks and individuals who draw people into terrorism

Spotting problem behaviour

1. Member States should ensure that basic training of police forces includes specific dimensions related to mainstream Islam, radicalisation and recruitment and how these processes may operate in communities; also that every effort is made to ensure that police forces reflect the communities which they police. Such an approach should also be multidisciplinary, with Member States considering a similar approach to training teachers and community workers.
2. Member States should put in place mechanisms to monitor websites that facilitate radicalisation, recruitment, and propaganda.
3. Member States should take measures to encourage individuals to report sites that host illegal material.
4. Member States should consider (as some already do) systematically investigating radical Internet sites.
5. Member States should share expertise in regulating other criminal content on the Internet to draw lessons relevant to preventing radicalisation.
6. Member States' competent national authorities should try to increase the information they share with partners on individuals who may have been involved in radicalisation, including potential terrorists trained inside or outside the EU (with due regard for data protection considerations).

RESTREINT UE

Disrupting problem behaviour and limit extremist propaganda

7. Member States should assist local authorities in understanding radicalisation and recruitment activity and ways to disrupt it with the help of appropriate agencies.
8. Member States should address the specific issues of radicalisation and recruitment within prisons, including providing support to diminish the influence of radical imams preaching violence, and by providing appropriate training for prison staff.
9. Member States should examine ways to exchange information on those against whom they take action for hate speech and incitement to terrorism.
10. Member States should, where appropriate, ensure appropriate legislation, effective law enforcement and the systematic enforcement of penalties for offences linked to the facilitation of terrorism, e.g. fraud, terrorist fundraising, abuse of documentation and immigration offences.
11. Member States should explore ways to enhance language and teaching skills of imams working in the EU and share experiences in order to promote knowledge about European societies, laws and basic values.
12. Member States should pay particular attention to the legal regime with regard to the admission and residence of those people who facilitate radicalisation and recruitment processes.
13. Member States' programmes of technical assistance to third countries, in addition to wider co-operation, should include, as appropriate, programmes to detect and combat factors underlying radicalisation and recruitment.

RESTREINT UE

14. Member States should sign and ratify as quickly as possible the Council of Europe Convention on the Prevention of Terrorism to enhance the legal basis to prosecute those involved in radicalisation and recruitment.
15. Member States should consider raising the issue of hate speech on the Internet with Internet service providers and operators with a view to identifying and denying services to anyone misusing them to incite hatred.

2. Motivational factors: ensuring that voices of moderation prevail over those of extremism

To empower moderate voices

16. Member States should encourage and support the mainstream Muslim community in its efforts to challenge the message of extremist literature and media. They should investigate whether there are specific actions that can be taken to promote the availability of moderate literature to counteract the effects of the radical message and stress the incompatibility of such a message with the main principles and values of Islam.
17. Member States should encourage moderate Muslims voices by engaging especially with democratically elected and effective bodies that represent faith and minority groups.
18. Member States should work, as part of integration policies, to build the human and organisational capacities of Muslim communities to represent their own interests democratically and effectively in civil society.
19. Member States, following their own legal and social traditions, should work to integrate Muslim citizens further into the political arena.
20. Member States should encourage the Muslim communities not to rely on external Imams, but also to ensure that Imams are trained and recruited from their own communities.

RESTREINT UE

To ensure the EU is better understood

21. Member States should seek ways to engage with non-violent Islamist and non-Islamist organisations and political movements.
22. Member States should consider introducing programmes in schools, both in those belonging to the formal educational system and in those attached to Mosques, to engage with and inform pupils and parents about the dangers pertaining to radicalisation and extremist violence.

3. Structural factors: promoting yet more vigorously security, justice, democracy and opportunity for all

Inside the Union

23. Member States should develop and promote full and active engagement of all citizens in their communities.
24. Member States should identify the extent of social and economic inequalities among relevant minority groups which might create disaffection and susceptibility to the overtures of extremists. Member States should also explore the scope for targeting resources to reduce them.
25. Member States should also work to combat those who exacerbate division by inciting racism, xenophobia and specifically Islamophobia.

Outside the Union

26. Member States should explore how their development, human rights, good governance and democracy assistance programmes and dialogues may contribute to preventing radicalisation and recruitment.

RESTREINT UE

4. Deepening our understanding and reviewing our approach

27. Member States should regularly assess radicalisation and recruitment based on a multidisciplinary approach, combining academic research, the views of Muslim communities and law enforcement and intelligence experience and sharing the results with partners.
28. Member States should facilitate academic studies to contribute to an independent assessment of the scope of the radicalisation phenomenon and review successful policies that have been implemented by governments, including outside the EU, that have reduced levels of radicalisation.

B. ACTION AT EU LEVEL

1. Facilitational factors: disrupting the activities of the networks and individuals who draw people into terrorism

Spotting problem behaviour

29. The Union should consider how EU-level work on monitoring the Internet can usefully supplement Member States' work and help ensure co-ordination of efforts and avoid duplication. In doing so, the Union should consider how to exploit Europol's project to monitor terrorist use of the internet. This might include inviting experts from Member States and from priority countries to exchange experiences on approaches at the regional and national level on mechanisms to monitor the Internet against its use for radicalisation and recruitment.
30. The Commission is invited to examine the possibility of adopting a guidance document for Member States with regard to the enabling provisions in the E-Commerce Directive.

RESTREINT UE

31. CEPOL should continue to provide a framework for joint training of EU police officers, the exchange of experiences of national approaches and developing community policing across Europe.
32. The Commission is invited to consider how self-regulatory practices currently in place in relation to child pornography and racism could be applied to radicalisation in a similar way.
33. The Commission is invited to continue its work to bring together national regulatory authorities to give a pan-European drive to combat incitement to hatred in broadcasts.
34. Member States should share, through Europol and the SitCen as appropriate, analysis data on recent cases of persons convicted on terrorist charges, with a view to developing strategic analyses of why and how individuals become radicalised and involved in terrorism in order to develop policy on how to address these phenomena.
35. The Union should consider providing training of police officers in priority countries as part of its CT technical assistance programmes.
36. Member States should, where possible, share information on terrorist-related deportations or expulsions, including radical imams inciting terrorism, in order to prevent the re-entry of deported individuals into EU territory.

Disrupting problem behaviour and limiting extremist voices

37. The Commission is invited 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

RESTREINT UE

38. The Union should use its external relations policy to encourage third countries to stop allowing the transmission of satellite channels disseminating terrorist propaganda or supporting it.
39. The Union should consider where it could usefully assist Member States' implementation of coercive action against independent or State-sponsored organisations in the framework of UN Security Council Resolutions 1267 and 1373.

2. Motivational factors: ensuring that voices of moderation prevail over those of extremism

To empower moderate voices

40. The Commission is invited to explore whether it can assist Member States' efforts to should encourage and support the mainstream Muslim community to challenge the message of extremist literature and media.
41. The Commission is invited to explore reactivating the EU-OIC dialogue to focus on these issues and encourage a coherent Islamic world response to extremism and radicalisation.

To ensure the EU is better understood

42. The Council, in consultation with the Commission, should draw up before the end of the next Presidency a media communication strategy to defend and explain European policies more persuasively in the media. It should challenge inaccurate depictions of EU objectives and the notion of 'double standards' in its external policies and recognise the history of a peaceful Muslim and Arab contribution to European history and culture. This should focus on a set of key messages to be used in the European media (including specialist Muslim press) and media overseas.

RESTREINT UE

43. The Council should instruct local Heads of Missions in relevant countries to report on local Islamist political organisations and develop local mechanisms for engaging more vigorously with those which embrace democracy and reject violence.
44. The Union's spokespeople should be more visible on the main Muslim media news channels.
45. The Commission is invited to organise a conference with media professionals and terrorism experts on the role of the media in relation to radicalisation. The Commission should consider inviting media professionals from Muslim countries to this conference for a broader understanding of the diverse approach of media on Muslim communities within and outside Europe.
46. The Union should contribute to a cross-cultural dialogue, including over the Internet, between peoples and civil societies through intensified exchange programmes for students, journalists and others.
47. The Union should give further consideration to extending central funding to Anna Lindh Euro-Mediterranean Foundation for the Dialogue of Cultures with particular emphasis on programmes designed at promoting inter-cultural dialogue.
48. The Union should continue its efforts to reinforce the international legal framework including relevant UN Security Council Resolutions of the fight against terrorism, and to promote universal adherence to, and full implementation of the respective instruments.
49. The Union should use political dialogue and multilateral co-operation to deepen the international consensus on the fight against terrorism, including agreement on a Comprehensive Convention for the Suppression of International Terrorism.

RESTREINT UE

50. The Union should, in its political dialogue, highlight incidents of concern about anti-Semitism, Islamophobia and other forms of hate speech in the media and other fora, and encourage appropriate action by the authorities
51. The Union should provide true leadership by fighting all forms of discrimination and by respecting international human rights standards when combating terrorism.
52. The Union should be consistent in raising concerns about human rights cases, to demonstrate visibly that the treatment of peaceful Islamic activists is of equal concern.
53. The Council, with the Commission, should develop and agree a common lexicon with agreed definitions to enable non-emotive discussion of the issues which avoids linking terrorism to the peaceful faith of Islam. Such a lexicon should be developed in partnership with Muslim scholars.

3. Structural factors: promoting yet more vigorously security, justice, democracy and opportunity for all

Inside the Union

54. The Commission is invited, by December 2006, to propose new ideas aimed at fostering inter-cultural dialogues as a way to break down barriers where they exist.
55. The Union should also consider developing such dialogue into deeper inter-cultural action, for example joint social initiatives to promote integration and for faiths to support and learn from each other to prevent extremism
56. The Commission is invited to continue with its programmes (Youth, Culture, and Citizens for Europe) that promote cultural diversity, mutual understanding and a sense of European identity. The Council encourages the Commission to try to focus these programmes on the specialised theme of radicalisation.

RESTREINT UE

Outside the Union

57. The Union 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.
58. The Union should explore ways to assist Muslim countries in creating or reinvigorating comprehensive quality state-sponsored education systems accessible to all.
59. The Union should use existing political dialogues with third countries (when addressing counter-terrorism) 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.
60. The Union should continue to seize appropriate opportunities to raise structural factors in relevant regional forums, such as EuroMed.
61. The Union should place increased emphasis in EU assistance programmes on education, particularly the development of appropriate work skills for young people, together with programmes that develop a respect for democratic values and human rights.
62. The Union should ensure that its work to help regional organisations to build their own tools to fight terrorism covers radicalisation issues.
63. The Union should work to reinforce bilateral and multilateral co-operation in disrupting networks involved in radicalisation and recruitment.

RESTREINT UE

4. Deepening our understanding and reviewing our approach

64. The Union should foster co-operation between research institutions working on radicalisation and recruitment as well as co-operation between academic researchers and the public sector. Improved co-operation could take place in the context of the EU multi-annual research programme.
65. The Council welcomes the Commission's decision to 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 by June 2006.
66. The Commission is invited to 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 recruitment to terrorism.
67. SitCen is tasked to produce regular assessments of radicalisation processes and recruitment activities on the basis of contributions from Member States and Europol. Its assessments should be sent to the JHA and General Affairs Councils
68. The Union should engage partner countries in discussion of countering radicalisation and recruitment.
69. The Council should undertake a review of the Strategy and Action Plan on a yearly basis. The review should be led by the Presidency, working with the CT Co-ordinator and the Commission, and informed by a SitCen assessment of the situation. The Commission is invited to contribute to this review by gathering Member States best practices in tackling radicalisation from a policy perspective.