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Subject : Implementation of the Radicalisation and Recruitment Action Plan - Media  
Communication Strategy

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Delegations will find attached the declassified section of the above-mentioned document.



ANNEX

**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 14 September 2006**

**10388/06  
EXT 2 (21.05.2007)**

**ENFOPOL 119  
JAI 306**

**"I/A" ITEM NOTE**

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From: Article 36 Committee

To: COREPER/Council

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Subject : Implementation of the Radicalisation and Recruitment Action Plan - Media  
Communication Strategy

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1. The Action Plan on Combating Radicalisation and Recruitment, adopted by the European Council of December 2005, tasks the Council, in close consultation with the Commission, to draw up, before the end of the Austrian Presidency, a **media communication strategy**. The Action Plan also tasks the Council and the Commission to develop a **common lexicon** **NOT** **DECLASSIFIED**
2. In their joint meeting of 4 April 2006, the Working Party on Terrorism and COTER discussed a paper on the development of a media communication strategy. This paper reflects the state of ongoing work and contains a list of agreed key messages and entries for a "common lexicon".
3. The Annex to this note contains the paper on the development of the media communication strategy, including the agreed key messages and entries for the common lexicon.

4. The Article 36 Committee took note of this paper (meeting of 11/12 April 2006) and decided to forward the paper to COREPER/Council for notation. A full-fledged media communication strategy will be submitted to the Article 36 Committee for approval once it has been finalised.
5. The same document has been noted by to the Political and Security Committee (meeting of 25 April 2006).
6. On this basis Coreper is requested to invite the Council to note the Annexed document.

**The media communication strategy: purpose and further procedure**

The Action Plan on combating radicalisation and recruitment tasks the Council, in close consultation with the Commission, to elaborate a media communication strategy. Better communication of EU values, objectives and policies in the media will reduce misunderstandings about conditions in the EU and enable the EU to challenge inaccurate depictions of its objectives **NOT DECLASSIFIED** and will thus contribute to the prevention of radicalisation and recruitment.

The media communication strategy will contain key messages for delivery to target audiences and a common lexicon (to be agreed in COTER and TWG), **NOT DECLASSIFIED**

**NOT DECLASSIFIED**

**NOT DECLASSIFIED**

The Presidency intends to give partners the opportunity to involve media experts in future Council discussion of the media communication strategy.

### **Key messages**

**NOT DECLASSIFIED**

### **Common lexicon**

As part of the task to ensure that voices of moderation prevail over those of extremism, the European Union Strategy for Combating Radicalisation and Recruitment announces the development of "a non-emotive lexicon for the discussion of relevant issues in order to avoid the linkage of Islam to terrorism". **NOT DECLASSIFIED**

A common understanding of the possible connotations of a number of frequently used terms reduces misunderstandings and facilitates more effective communication. Together with the key messages, the common lexicon therefore constitutes an integral part of the media communication strategy.

The common lexicon includes a number of frequently used terms where lack of care in utilisation may give rise to misunderstandings in communication of EU policies on counter-terrorism. The lexicon will not provide dictionary-style definitions or have ultimate authority over appropriate usage of certain terms. Rather, it will contextualise certain terms and contribute to a better understanding of how a certain use of language may be perceived. As part of the media communication strategy the lexicon will provide guidance for a more effective EU discourse on terrorism, thus mitigating unintended side-effects of EU policies and adding to the consistency of the EU's message.

In summary, the lexicon's key objectives are:

- to enhance the quality and accuracy of relevant discussions in institutions of the Union by enhancing knowledge, awareness and sensitivity among its users
- to provide contextual and background information about the ways in which some commonly used terms may be understood by the EU's interlocutors
- to support the communication of the Union's counter-terrorism policy in a more effective and fair way by encouraging unanimity of language
- to contribute to the communication and media strategy.

The lexicon will be designed as a living and dynamic document. **NOT DECLASSIFIED** The adoption of such an approach ensures that ongoing developments are reflected in the entries of the lexicon on a continuous basis.

**Key messages for the media communication strategy**

**Key message 1: EU counter-terrorism policy**

Terrorism is an abhorrent crime that affects the basic values on which the EU is founded. Terrorism, or support for and incitement to terrorism, can never be justified. The EU fights with equal vigour terrorism in all its manifestations and rejects the arguments used to excuse acts of terrorism. To this end, the EU has approved a Counter-Terrorism Strategy, based on the commitment to combat terrorism globally while respecting human rights, and to make Europe safer, allowing its citizens to live in an area of freedom, justice, security and justice. The strategy outlines four strands of work to combat terrorism:

- *Prevent*: to prevent people turning to terrorism by tackling the factors which can lead to radicalisation and recruitment, in Europe and internationally.
- *Protect*: to protect citizens and infrastructure and reduce the EU's vulnerability to attack, including through improved security of borders, transport and critical infrastructure.
- *Pursue*: to pursue and investigate terrorists across our borders and globally; to impede planning, travel, and communications; to disrupt support networks; to cut off funding and access to attack materials, and bring terrorists to justice.
- *Respond*: to prepare, in the spirit of solidarity, to manage and minimise the consequences of a terrorist attack, by improving capabilities to deal with: the aftermath; the coordination of the response; and the needs of the victims.

To ensure that its counter-terrorism policy is just, fair and inclusive, the EU respects the following principles when combating terrorism:

- The EU unreservedly rejects any attempt to identify one religion or civilisation with terrorism.
- Terrorism is a method to pursue political objectives; as such, it is not confined to one belief system or political persuasion. While terrorists kill indiscriminately, the current wave of terrorism has made more victims in Muslim countries than elsewhere. Therefore, the EU seeks partnerships in countering the terrorist threat.
- Internally, the EU seeks the active support of all citizens, of whatever social, cultural or religious background, in the fight against terrorism. Raising awareness and stimulating reflection about the fundamental values the EU must defend and uphold in its fight against terrorism is an essential aspect of the EU's counter-terrorism policy.
- In pursuing its counter-terrorism policies externally, the EU is actively seeking and promoting multilateral cooperation. Terrorism is a threat to all States and to all peoples. Terrorists do not respect borders or cultural differences but exploit these to carry out attacks and make new recruits.
- Democratic societies can only overcome the scourge of terrorism in the long term if they remain committed to their own values. The EU's fight against terrorism is solidly anchored in a legal framework that ensures respect for human rights and fundamental freedoms.

## **Key message 2: Integration and non-discrimination**

### *Core values*

- The Union is founded on the principles of liberty, democracy, respect for human rights and fundamental freedoms, and the rule of law, principles which are common to all Member States.
- The European Union's integration and non-discrimination policies are guided by the principle of equality before the law; the prohibition of discrimination on the basis of any ground and the fight against racism; respect for cultural, linguistic and religious diversity; and equality between men and women. The EU promotes freedom of religion and belief throughout European societies, including among the media.

### *Individuals belonging to cultural and religious minorities in European society*

- European culture has been enriched by outside influences throughout its history and European culture and ideas have had a profound influence on many cultures throughout the world. Europeans of various social, cultural and religious backgrounds contribute to the diversity and prosperity of Europe.
- Over the centuries, Islam has had an important influence on European culture. Today, it continues to contribute to the diversity on which Europe prides itself.

### *Policy*

- The EU is determined to further develop an open, diverse and tolerant society with equal opportunities for all citizens.
- Integration of individuals of all social, cultural and religious backgrounds is essential to the achievement of a peaceful and prosperous future for all Europeans. The EU promotes integration and equal opportunities while combating discrimination.
- A common understanding and acceptance of core values among Europeans of all social, cultural and religious backgrounds is crucial for peaceful cohabitation and social cohesion. In consequence, the EU applies its core values and principles in all of its policies, and promotes these within Europe and beyond.
- Respect for human rights creates a climate of tolerance, diversity and acceptance conducive to successful integration. The protection of human rights of all people is an important aspect of the EU's non-discrimination and integration policies.
- All people in Europe have the means to obtain redress for violations of human rights as defined by the European Convention for the Protection of Human Rights and Fundamental Freedoms, through national courts and the European Court of Human Rights and the Court of Justice of the European Communities.

### **Key message 3: EU external action**

A wide array of factors are, to varying degrees in various parts of the world, conducive to radicalisation. Sustainable development, democracy and good governance, and respect for human rights and the rule of law, make people less likely to embrace the ideologies of terrorists groups. As outlined in the European Security Strategy, the European Union promotes delivering concrete results in all of these fields. No single country or group of countries is able to tackle today's complex global challenges on its own. The development of a stronger international community, well functioning international institutions, and global adherence to the rule of law, are EU objectives.

- Security is a precondition to sustainable economic and social development, whereas sustainable and economic development contributes to sustaining security. The EU (Community and Member States) provides 54 % of world-wide development assistance and the EU aid budget will rise sharply in the coming years, almost doubling by 2010. Furthermore, the Union substantially participates in UN peacekeeping operations and plays a strong role in peace-building activities worldwide.
- The EU promotes respect for human rights and the rule of law, democracy and good governance, and supports social and political reform in the fight against corruption and abuse of power.
- The European Neighbourhood Policy invites the EU's neighbours to the East and to the South to share the peace, stability and prosperity enjoyed by citizens of the European Union. Through the Barcelona process, Europe and its Mediterranean neighbours cooperate in the fields of education, the fight against discrimination, and the promotion of democracy and intercultural dialogue.

Cross-cultural understanding is also a central objective of the Alliance of Civilisations initiative, co-sponsored by Turkey and Spain.

**Annex 2 to Annex to the Annex (pages 10 to 13 included) : NOT DECLASSIFIED**

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