



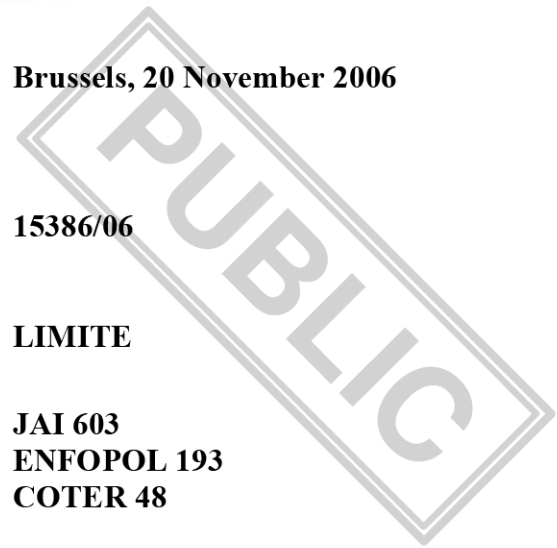
**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 20 November 2006

15386/06

LIMITE

**JAI 603
ENFOPOL 193
COTER 48**



"I/A" ITEM NOTE

from : Presidency and Counter Terrorism Coordinator
to : Coreper/Council

Subject : Implementation report of the Radicalisation and Recruitment Strategy and Action Plan

Delegations will find below the implementation report of the Radicalisation and Recruitment Strategy and Action Plan as discussed by the Counter Terrorism focal points on 20 November 2006. Coreper is requested to invite the Council to take note of the Implementation report.

Introduction

1. In December 2005, the Council adopted the European Strategy for Combating Radicalization and Recruitment to Terrorism. The Action Plan annexed to the Strategy called for a review of the Strategy and Action Plan on a yearly basis. This report, drawn up by the Presidency and the CT Coordinator in cooperation with the Commission, responds to this requirement.

2. In the Strategy the EU resolved to:

- disrupt the activities of the networks and individuals who draw people into terrorism;
- ensure that the voices of mainstream opinion prevail over those of extremism;
- promote yet more vigorously security, justice, democracy and freedom for all.

These are the three priorities which have guided the actions of the EU, its Member States and the Commission over the past year. The Strategy is a long term one and it would be unrealistic to expect immediate results. However, much has been done since the adoption of the Strategy, both by Member States and at EU level, to address factors conducive to radicalization and recruitment in the EU. In particular, there has been a step change in the way in which this issue is perceived and dealt with by governments and the public. Radicalization has moved from being a somewhat specialist issue to a central theme with profound implications for the future of our society. The first success of the EU Radicalization and Recruitment Strategy is that it has brought this issue to centre stage and focused minds on how we can tackle the problem collectively.

Disrupting the activities of networks

3. The intelligence and security services of the Member States have continued to play an important role in disrupting networks. Member States have provided reporting to Europol and the Situation Centre (SitCen) which has enabled a common EU wide picture of trends and developments to be created. This in turn has led to further policy recommendations. Member States have strengthened their capacity for community policing. Effective monitoring of the Internet has been a challenge. Member States approach this problem in different ways but efforts are now being made to improve synergies at the EU level, a good example being the German project "Check the web". Radicalization in prisons and places of education has been addressed both at the level of member States and through the exchange of information and best practice at EU level, partly by means of seminars such as that organized by the Austrian Presidency in Trier in March 2006.

4. Putting in place the correct legal framework to prevent incitement has been a key element in disruption. UNSCR 1624 calls upon member States to address rapidly and urgently incitement to terrorism and the Council of Europe Convention on the Prevention of Terrorism establishes at international level as criminal offences acts such as incitement, recruitment and training for terrorism, which can lead to the commission of terrorist offences. The public provocation offence in the CoE Convention covers not only direct, but also indirect incitement to commit a terrorist offence and is an important tool in the fight to prevent radicalization. 21 Member States and both acceding Member States have so far signed the Convention. In our political dialogue with international partners we have raised the question of radicalization and recruitment, both to share experiences and best practice and to increase awareness of the issue where it is not yet taken seriously. We have also started to include programmes relevant to radicalization in our technical assistance to third countries.

5. The Commission has continued to support work on the causes of radicalization so that the Strategy can be kept up to date with current trends. An Expert Group on Violent Radicalization has been set up to advise the Commission, with the first task of assessing the current state of play in European research on radicalization and identifying gaps where more could be done. The Commission has also commissioned three studies of radicalization issues: on the triggers for radicalization among youths; narratives used by extremists; and the methods through which terrorists find new recruits. The results of these studies are expected by the end of 2007. The Commission is also studying what can be done to prevent incitement, including the possibility of amending the Framework Decision on Combating Terrorism.

6. The European Police College (CEPOL) has included joint training of EU police officers and exchange of best practice in its work programme for 2007. The programme puts particular emphasis on community policing, an important element in countering radicalization.

Ensuring that voices of mainstream opinion prevail over those of extremism

7. The Strategy called for the development of a media communication strategy to challenge inaccurate depictions of EU policies and to undermine terrorist propaganda which distorts conflicts around the world as a supposed proof of a clash between the West and Islam. This was adopted in July 2006 and is now being implemented. Part of this strategy has involved the development of a common lexicon of terms aimed at facilitating the use of appropriate language in the EU in connection with policies which could have a bearing on radicalization. Improved communication should contribute to a reduction of radicalization and recruitment.

8. Member States have supported mainstream Muslim communities in their efforts to challenge the message of extremist literature and media. The Commission has announced its intention to facilitate a cross cultural dialogue between media professionals to enhance the potential role of the media in countering violent radicalization.

9. Interfaith dialogue plays an important role in supporting the voices of mainstream opinion. Over the last year, the EU has been active in promoting this dialogue, both within Europe and with international partners. For instance, under the Austrian Presidency in the first half of the year a conference took place in Vienna in the field of "dialogue of cultures and religions". The purpose of the conference was to analyse and compare various models of integration and dialogue at local, regional and national level. Both the situation in the European Union and in relevant neighbouring states of the European Union was discussed. Another conference, bringing together European Imams and Islamic religious leaders, discussed how to integrate Muslim communities into the European mainstream while maintaining European Muslims' identity. The theme was continued under the Finnish Presidency in the second half of the year, with a range of conferences involving regional structures. The ASEM Interfaith Dialogue Meeting in Larnaca followed up earlier work done at the Jakarta Meeting in 2005 and established working groups to take forward more detailed work. The Euromed Barcelona Process also provided a framework for dialogue between the EU and its Mediterranean partners.

10. The Anna Lindh Foundation promoted a series of events on intercultural dialogue. A meeting of national networks of the Anna Lindh Foundation, "Intercultural Dialogue", was held in Tampere in November. In addition, the Foundation has launched programmes in the fields of media, education, women and youth. The themes for the first round of calls for proposal of Programmes and Projects for the period 2005-2008 include EuroMed music and cultural/artistic creation; EuroMed schools magazine and schools programme; EuroMed teams of young researchers; Summer schools/exchange programmes (artists in residence); Libraries, promotion of books and reading, translation; and intercultural exchanges for women in civil society organizations

11. The Commission has proposed to make 2008 the Year of Intercultural Dialogue. The proposal foresees activities at Community level, national level (projects co-financed by the Commission) and information and communication campaign. The preparation of the Year involves a "valorisation" conference that will be held in November 2006 to show best existing projects supported by Community programmes in the field of intercultural dialogue. A study on the approaches and practices of the international dialogue in the Member States will be launched soon. Once the proposal has been adopted by the Council, preparatory work will start in the beginning of 2007.

12. Ensuring that third states conduct the fight against terrorism within the framework of the UN Conventions and with full respect for human rights is essential in order not to fuel the flames of further radicalization. In its relations with third countries, the EU has consistently emphasized the need to ratify and fully implement universal counter-terrorism instruments and human rights treaties. The EU also strives to include commitments to ratify and implement UN CT Conventions and resolutions in agreements with third countries. A UN CT Strategy has now been adopted with support from the EU. Like the EU strategy, this stresses that radicalization and recruitment lie at the heart of the fight against terrorism. The EU will work with international partners to implement this strategy. The EU is also continuing its dialogue with the US and others on ensuring full respect for human rights during counter-terrorism activities. The EU has made clear its concerns to the US about the use of secret detention facilities. It is essential that in the fight against terrorism we do not complicate our efforts to counter radicalization and recruitment.

Promoting security, justice , democracy and opportunity for all

13. Poor or autocratic government, absence of governance, lack of political or economic prospects, inadequate education or employment opportunities all contribute to an environment in which radicalization can occur more easily. Externally, the EU has been active in trying to address these factors. Bringing stability to conflict zones helps to remove environments where radicalization can flourish. EU military and police missions in places like Bosnia play an important part in preventing radicalization and in Aceh, for instance, the EU is monitoring the implementation of the peace accord; it is supporting the re-integration of rebel fighters and helps build the capacity of the police, the judicial system, and local administration. Such help is essential to counter the potential efforts of terrorist recruiters.

14. The Commission has included a number of objectives related to the fight against terrorist recruitment in the new, post-2007, Community instruments. These include good governance, respect for human rights, administrative capacity building in the police, the judiciary, border management, customs etc. These objectives will be adequately addressed in the programming of these instruments. The geographical instruments will remain the main channel for the implementation of counter-terrorism related objectives. However, the Instrument for Stability has specific provisions for the fight against terrorism and organised crimes, and can complement the geographical instruments by addressing trans-regional cooperation measures.

15. In order to provide educational opportunities, the Commission is promoting higher education cooperation with a number of countries, where radicalization can be a problem. For instance, the Tempus programme supports the structural development of higher education systems in the partner countries in Eastern Europe, Central Asia, the Western Balkans and the Mediterranean region. Morocco, Algeria, Tunisia, Egypt, Syria, Lebanon, Jordan and the Palestinian Authority have participated in the Tempus programme since June 2002. The annual budget allocation for these countries amounts to approximately € 20 m. on average which allows the Commission to fund around 40 Joint European Projects and 20 Structural Measures per year. So far, a total of around 580 Individual Mobility Grants have been awarded to professors and university staff from these countries. A proposal for the extension of the Tempus programme beyond 2006 will be tabled at the beginning of 2007.

16. The Erasmus Mundus programme (2004 - 2008) is a scholarship scheme for students and scholars from third countries allowing them to participate in Erasmus Mundus Master courses in the EU. Erasmus Mundus also supports the creation of such courses and partnerships with institutions of third countries in the context of these courses. So far, around 75 students and scholars from the Mediterranean countries have received scholarships to participate in Master Courses inside the EU. An additional 160 scholarships have been awarded to students from other Muslim countries such as Pakistan, Indonesia and Iran.

17. While issues of good governance, lack of opportunity and social exclusion are more relevant to countries outside the EU, there is nevertheless a lot we need to do to address such issues in the EU among particular groups of society. The Commission has been actively engaged in programmes to address these issues. For instance, in the field of youth policies the Partnership between the European Commission and the Council of Europe has a strong focus on democratic values and human rights. It includes, among others, programmes on European Citizenship and human rights education;- intercultural dialogue and co-operation;- promoting understanding of and respect for cultural diversity;- quality in youth work and training;- better understanding and knowledge of youth;- recognition and visibility of youth work;- youth policy development.

Within the context of the so-called 'Structured Dialogue' with young people, the Commission, Member States and regions will use a series of events and meetings in 2007 to focus on diversity and social inclusion and in 2008 to discuss and work on intercultural dialogue.

Developing the Strategy

18. We need to deepen our understanding of radicalization in Europe and what we can do to prevent it. The research on which the Commission's Expert Group is now working and the three studies initiated by the Commission will help to develop our understanding. But Member States, and within them, communities, religious authorities and other groups will need to keep these issues under constant scrutiny and share with other Member States the lessons learnt. The EU should also continue its dialogues with international partners who have experience in this area.

19. This process is already underway and the Finnish Presidency is now working on additional recommendations for the Action Plan, based on experience gained over the last year, which will lead to an update of the Plan in early 2007. This update could provide the occasion for a discussion at political level to ensure that strategic guidance is given to implement the Strategy effectively.
