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

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COUNCIL OF **THE EUROPEAN UNION**	**Brussels, 28 March 2007**

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From:	Article 36 Committee / Political and Security Committee
To:	COREPER / Council
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Subject :	Revised Media Communication Strategy

Delegations find in Annex an updated version of the Revised Media Communication Strategy. The annexed Strategy was agreed by the Working Party on Terrorism and COTER at their joint meeting of 15 March 2007.

The Article 36 Committee and the Political and Security Committee at their meetings of 22 March 2007 and 27 March 2007 confirmed the agreement reached by the Working Party on Terrorism and COTER.

On this basis COREPER is requested to invite the Council to approve the Revised Media Communication Strategy as set out in the Annex.

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Media Communication Strategy

European Union strategy for combating radicalisation and recruitment through effective communication of EU values and policies

Introduction

1. The Action Plan on Combating Radicalisation and Recruitment, adopted by the European Council of December 2005, tasks the Council, in consultation with the Commission, to draw up, before the end of the Austrian Presidency, a media communication strategy. The Action Plan also instructs the Council and the Commission to develop a "common lexicon", aimed at facilitating non-emotive discussion of terrorism. Both the media communication strategy and the common lexicon should be helpful in reducing radicalisation through improved communication. The common lexicon will therefore be devised as an integral part of the strategy and attached as annex to this paper.

2. This document first discusses the objectives of the EU media communication strategy in the context of the EU's wider fight against radicalisation and recruitment. **NOT DECLASSIFIED**

   The final part of the strategy addresses further procedure with regard to monitoring and evaluation of the implementation of the media communication strategy.

Objectives

3. The European Union Strategy for Combating Radicalisation and Recruitment identifies three strands of work in the fight against radicalisation. One of these strands addresses the ideology underlying the emergence of radicalisation. The Strategy explains this ideology as follows:

"There is propagation of a particular extremist worldview which brings individuals to consider and justify violence. The core of the issue is propaganda which distorts conflicts around the world as a supposed proof of a clash between the West and Islam and which claims to give individuals both an explanation for grievances and an outlet for their anger. This diagnosis distorts perceptions of Western policies and increases suspicions of hidden agendas and double standards."

4. In the Strategy for Combating Radicalisation and Recruitment, the European Union decides, inter alia, to get its own message across more effectively. **NOT DECLASSIFIED**

5. **NOT DECLASSIFIED**

Target audiences

6. Radicalisation and recruitment are not confined to one belief system or political persuasion. The EU and its Member States have experienced different types of terrorism in their history. **NOT DECLASSIFIED**

7. Terrorists kill and maim indiscriminately. The current wave of terrorism, fuelled by feelings of frustration and a distorted interpretation of religion, is no exception to that rule. The indiscriminate nature of terrorism makes it difficult to establish which political goals the terrorists hope to achieve and who are their real targets. Attacks are not always claimed and terrorist groups do not always formulate clear demands. **NOT DECLASSIFIED**

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Key messages

12. **NOT DECLASSIFIED** The language of the key messages has been derived from public EU documents, such as the EU Security Strategy (2003), the EU Counter-Terrorism Strategy (2005), and the EU Strategy for Combating Radicalisation and Recruitment (2005).

13. **NOT DECLASSIFIED**

14. The Council is requested to review the key messages on a regular basis in order to make sure that they reflect the latest developments in EU policy **NOT DECLASSIFIED**. When reviewing the key messages, the EU must take into account the views expressed by its interlocutors in political dialogue, seminars, and other meetings.

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 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 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.

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Monitoring and evaluation

23. The EU Counter-Terrorism Coordinator should keep an overview of all activities undertaken by EU institutions in the framework of this media communication strategy and give active consideration to ways in which the strategy is implemented. **NOT DECLASSIFIED**

COMMON LEXICON

NOT DECLASSIFIED Misunderstandings may arise because certain words evoke different meanings and concepts among different people. Unintended stigmatisation resulting from an ill-considered choice of words may have serious negative psycho-social effects and thus contribute to the process of radicalisation. The messages of terrorists who invoke Islam to justify their actions should not be highlighted. This is not a matter of empty political correctness, but stems from an astute awareness of the EU's interests in the fight against radicalisation.

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. 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 does not provide dictionary-style definitions or have ultimate authority over appropriate usage of certain terms. Rather, it contextualises certain terms and contributes to a better understanding of how a certain use of language may be perceived. As part of the media communication strategy the lexicon provides 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 way by encouraging unanimity of language

The lexicon has been designed as a living and dynamic document. The Council can add new terms to the lexicon, or change the narrative in existing terms, when necessary. The adoption of such an approach ensures that ongoing developments are reflected in the entries of the lexicon on a continuous basis.

Pages 18 through 24: NOT DECLASSIFIED

Radicalisation (in the context of terrorism)

Guidance for usage

The term radicalisation is used to describe a process leading an individual or a group to support or commit terrorist acts as a method to further a cause. The European Union and its Member States have developed a set of policies to prevent such radicalisation. It should be borne in mind that the related term "radical" can be seen in a positive light when associated with peaceful idealism and a wish to change the status quo through democratic means.

Background information

The term "radicalisation" denotes a process whereby a person or a group is radicalised (passive/subject) or becomes radical (active/actor). It should be distinguished from 'radicalism' which denotes the doctrines or practices aiming at fundamental changes in society.

In the context of the fight against terrorism, its main usage refers to a process whereby an individual develops views which may lead him to support, and in extreme circumstances commit, terrorist acts in order to further a 'cause' or to obtain redress for perceived or real severe grievances held by the himself or by a group of people with whom he identifies. The EU and its Member States have developed policies to tackle radicalisation because the process could lead to terrorist behaviour in the future. This inevitably raises the question where to draw the boundaries of freedom of expression. The European Convention of Human Rights and the case-law of the European Court of Human Rights in Strasbourg, The EU Charter on Fundamental Human Rights and The European Court of Justice in Luxembourg as well as the courts in the Member States, provide guidance on this sensitive issue.

Since it is a process, the term 'radicalisation' reflects a certain complexity as to how persons come to accept and support the use of terrorist means to achieve political objectives. Academics have been able to identify various stages in the process of radicalisation as well as the different factors (whether political, personal, societal or cultural) that influence it. Some academics believe that the radicalisation process can be reversed or interrupted if alternative routes are offered to persons at critical junctures of the process.

Recruitment to terrorism

Guidance for usage

Countering radicalisation and recruitment to terrorism is an important policy goal of the European Union. It is useful to define what is meant by recruitment in this context, and to what extent recruitment is illegal. Guidance on the latter question can be found in the 2005 Council of Europe Convention for the Prevention of Terrorism.

The term 'recruitment' is often used in conjunction with 'radicalisation'. However the two terms are not always interchangeable. Recruitment implies that there is some external agent or influence that draws persons into engaging in terrorism. Getting involved in terrorism is however not merely the result of recruiters looking out for potential recruits. Although terrorist organisations certainly do engage in the practice of "recruiting", the situation of how people take the path of terrorism is often far
 more complex than that. It would be best, therefore, to use 'recruitment' in conjunction with 'radicalisation'.

Nowadays, some also talk about "self-recruitment" to express the idea that a person explores alone the path towards terrorism (although of course some external influences may be present).

Background information

From a criminal law point of view, recruitment to terrorism is punishable as complicity to the commission of terrorist crimes, provided that a terrorist crime really occurs. In some jurisdictions, recruitment to terrorism has been criminalised as an independent crime even though the definition may vary from one country to another. The first international legal definition of recruitment to terrorism is contained in the Council of Europe Convention on the Prevention of Terrorism.

The Council of Europe Convention defines ´recruitment for terrorism´ as solicitation of another person "to commit or participate in the commission of a terrorist offence, or to join an association or group, for the purpose of contributing to the commission of one or more terrorist offences by the association or the group". Solicitation can take place by various means, for instance, via the Internet or directly by addressing a person. For the completion of a criminal act of recruitment, it is not necessary that the addressee actually participates in the commission of a terrorist offence or that he or she joins a group for that purpose. Nevertheless, for a crime to be completed, it is necessary that the recruiter has successfully approached the addressee.

Recruitment to terrorism can be defined more broadly for other purposes than the establishment of criminal offences. The EU strategy on combating radicalisation and terrorist recruitment points out that a decision to become involved in terrorism is an individual one, but the motives behind such decisions are often similar. It refers to "the ways, propaganda and conditions through which people are drawn into terrorism" and focuses, for instance, on community policing and effective monitoring of the Internet and travel to conflict zones. Recruitment in this sense is understood not as an act but, rather, as a process of acculturation whereby membership in a terrorist group can be a result of social and family relationships or contacts with extremist thinking.

Root causes/conditions conducive to the spread of terrorism

Guidance for usage

Representatives of the EU dealing with third countries are often confronted with the term "root causes". Proactive use of this term and other language suggesting that terrorist acts might be justified by any underlying factor should be avoided. The term "conditions conducive to the spread of terrorism", which has been endorsed in the UN Counter-Terrorism Strategy, provides a good alternative.

Background information

The EU has consistently emphasized the need to address the broader context in which radicalisation occurs. The EU has also occasionally used the term "root causes" as well as other expressions such as "structural factors". (1) The EU's experience in discussions with third countries, for instance at the United Nations, has nevertheless demonstrated that the term "root causes" is open to misinterpretation. The word "causes", in particular, can be misused or abused by those who would like to imply that some terrorist acts could be excused or justified, by seeking to establish an automatic link between circumstances and, as a direct result of them, terrorism. Some states have used the term "root causes" as coded criticism of the EU and the West and for a wider political agenda.

The EU rejects this approach, emphasising that no such automatic link exists, and no act of terrorism can ever be justified. Individuals pursuing the path of terrorism should be held responsible for their acts. For these reasons, while recognizing the need to address the broader context, the EU avoids any term that could imply a direct causal link between, for example, socio-economic conditions (which are often cited as a "root cause") and terrorist acts.

In recent UN documents, the term "root causes" has not been used, in large part as a result of the EU and other Western countries rejecting the term in negotiations. In his report "Uniting against terrorism: recommendations for a global counter-terrorism strategy" (May 2006), UN Secretary General Kofi Annan referred to the phrase "conditions conducive to exploitation by terrorists", which, however, caused strong objections by many OIC countries. As a consequence, when agreeing on the UN General Assembly's Counter-Terrorism Strategy (September 2006), it was decided to revert to the term "conditions conducive to the spread of terrorism" which had been unanimously agreed by the Heads of State and Government at the UN World Summit in 2005. The CT Strategy language, "conditions conducive to the spread of terrorism" thus seems preferable as it has the merit of having been agreed unanimously by the World Summit and the UNGA.

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(1) The EU used the term "root causes" in its Counter-Terrorism Strategy, issued in November 2005. One of the four strands of counter-terrorism work (the "PREVENT" strand) was described it as "To prevent people from turning to terrorism by tackling the factors or root causes which can lead to radicalisation and recruitment, in Europe and internationally". In its Declaration of 2004, the EU also used the terms "factors which (can) contribute to (the support for) terrorism" (see paragraphs 3 and 8 (sixth bullet) as well as the title and third indent of Objective 6 in Annex 1). In the CT-Strategy of 2005, the EU used the terms "structural factors underpinning radicalisation" (see paragraph 5) and "conditions through which people are drawn in terrorism" (see paragraph 7).

Pages 30 through 32: NOT DECLASSIFIED

Terrorism

Guidance for usage

The EU condemns all acts of terrorism as criminal and unjustifiable. Terrorism is not an ideology, but an illicit method to pursue political goals. The universal conventions and protocols related to the suppression of terrorism provide a common legal understanding of what constitutes an act of terrorism. On that basis the EU has established a definition of a terrorist act. It is not useful to present "terrorism" as a relative term. The European Union therefore does not subscribe to the claim that one man's terrorist inevitably is another one's freedom fighter. Nor should the notion of terrorism be used to attach a stigma to a certain action for political purposes. The imperative to counter terrorism must thus not be abused in order to justify repression of internal political opposition, human rights defenders or religious or other minorities.

Background information

The European Union has established a definition of a terrorist act for the purposes of the Council Framework Decision 2002/475/JHA of 13 June 2002 on Combating Terrorism and the Council Common Position 2001/931/CFSP of 27 December 2001 on the Application of Specific Measures to Combat Terrorism. The EU perceives terrorist acts as criminal acts (such as attacks upon a person's life or physical integrity, kidnapping or hostage-taking, causing extensive destruction to a government or public facility, a public place or private property, seizure of aircraft, ships or other means of transport etc.) carried out with the aim of 1) seriously intimidating a population, or 2) unduly compelling a government or an international organisation to perform or abstain from performing any act, or 3) seriously destabilising or destroying the fundamental political, constitutional, economic or social structures of a country or an international organisation.

The UN General Assembly has not yet been able to agree on a comprehensive convention against terrorism. At the same time, the UN anti-terrorist Conventions and Protocols reflect a common understanding of certain violent acts as acts of terrorism. The International Convention on the Suppression of Terrorist Financing also contains a generic definition of a terrorist crime as "any (...) act intended to cause death or serious bodily injury to a civilian, or to any other person not taking an active part in the hostilities in a situation of armed conflict, when the purpose of such act, by its nature or context, is to intimidate a population, or to compel a government or an international organization to do or to abstain from doing any act". The draft UN Comprehensive Convention on the Suppression of Terrorism builds on that definition and broadens it to cover acts intended to cause serious harm to property or to the environment. The difficulties with regard to the draft Comprehensive Convention are not related to the definition as such but to an exemption clause concerning non-application of the Convention in situations of armed conflict or with regard to the armed forces of a state.

Most of the UN Conventions and Protocols related to terrorist acts apply to "any person" without making a distinction between private persons and agents of a state. The latest conventions do, however, contain a specific exemption clause according to which their provisions do not apply to the armed forces of a state. These exemption clauses are not meant to excuse or condone unlawful activities by armed forces but reflect a conviction that such acts are adequately covered by other rules of international law. Customary international law prohibits states from organizing, instigating, assisting or participating in terrorist acts in another state. This prohibition should be distinguished from the notion of "state terrorism" which is not a legal term. The EU is of the view that present international law regulates adequately the use of force by states. Introduction of new concepts such as "state terrorism" does not serve any useful purpose.

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