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**NOTE**

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From:	Presidency
To:	Permanent Representatives Committee/Council
No. prev. doc.:	9956/14 JAI 332 ENFOPOL 138 COTER 34 13001/1/14 REV 1 ENFOPOL 258 COTER 63
Subject:	Draft Guidelines for the EU Strategy for Combating Radicalisation and Recruitment to Terrorism

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1. The Revised EU Strategy for Combating Radicalisation and Recruitment to Terrorism<sup>1</sup> focuses on preventing a new generation of terrorists from emerging and outlines how the Union and the Member States will tackle the challenge. The strategy offers guidance to Member States to develop, where relevant, their own programmes and policies which take into account the specific needs, objectives and capabilities of each Member State.

The responsibility for combating radicalisation and recruitment to terrorism primarily lies with the Member States. EU efforts may add value to national and local efforts and provide an important framework for cooperation on appropriate responses to be prompted across the EU to effectively respond to radicalisation at both local, national, European and international level.

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<sup>1</sup> doc. 9956/14 JAI 332 ENFOPOL 138 COTER 34

2. The draft Guidelines, which complement the Revised Strategy, have been prepared separately from it and kept short and simple. The parts set out in bold are the ones that are considered highest priority.

The guidelines have been designed and will be implemented in full respect of fundamental rights and freedoms, and in particular the freedom of expression, as requested by the EU Counter-Terrorism Strategy<sup>2</sup> and the Revised EU Strategy for Combating Radicalisation and Recruitment to Terrorism, referred to above.

Means and patterns of radicalisation and recruitment to terrorism are constantly evolving. 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.

3. The draft Guidelines were discussed by the Terrorism Working Party since April 2014 and agreed at its meeting on 14 October 2014.
4. The Presidency suggests that these Guidelines and their implementation 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.
5. COREPER examined the draft Guidelines in its meeting of 26 November 2014 and, subject to a minor amendment, agreed to submit them to the Council for approval.
6. On this basis, Council is invited to approve the Draft Guidelines for the EU Strategy for Combating Radicalisation and Recruitment to Terrorism as set out in Annex.

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<sup>2</sup> 14469/4/05 REV 4

	<b>What</b>	<b>How</b>	<b>Who</b>
<b>General</b>			
1.	<b>National strategies to prevent radicalisation and recruitment to terrorism</b>	Consider developing national strategies and/or further implementing existing ones by continually building on available expertise from national experts and expertise from the Commission and RAN, EEAS, CTC office, and civil society	MS
<b>Support further research into the trends and challenges of radicalisation and recruitment to terrorism</b>			
2.	<b>Pool expertise dedicated to preventing and countering radicalisation and recruitment to terrorism</b>	Establish an EU knowledge hub building on RAN experience	Commission

	<b>What</b>	<b>How</b>	<b>Who</b>
3.	Support targeted research into ways to address radicalisation and recruitment to terrorism and foster the development of exit strategies	Use the Horizon 2020 programme and the Internal Security Fund (both EU Actions and/or national programmes as appropriate)  Support cooperation between academics, practitioners and policy makers to determine research needs and steer research activities	Commission / MS
<b>Promote security, justice and opportunity for all</b>			
4.	Create a toolbox of concrete measures designed to foster critical thinking skills	Incorporate critical thinking, in particular with regard to media, into educational systems  Make use of the existing instruments to support fostering critical thinking skills, such as the Creative Europe Programme and Erasmus+, as appropriate	MS / Commission

	<b>What</b>	<b>How</b>	<b>Who</b>
5.	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, <i>e.g.</i> through social media and/or information platforms</p>	MS

	<b>What</b>	<b>How</b>	<b>Who</b>
<b>Enhance government communications</b>			
6.	<b>Develop targeted communication campaigns on EU and national level, addressing current priorities supporting other elements of these Guidelines</b>	Establish for example a European level network of MS authorities and experts in the strategic communication domain, at both internal and external level, with a view to gathering, exchanging and making available expertise to MS and EU bodies. The EU Syria Strategic Communications Advisory Team should be established to offer assistance to all Member States and EU institutions in creating these campaigns	Commission / MS / CTC / EEAS
<b>Support messages countering terrorism</b>			
7.	<b>Make available professional communication and media skills to credible civil society representatives who are well-placed to challenge and counter terrorist narratives</b>	Provide a source of funding and facilitate capacity building within civil society (e.g. NGOs)	MS / Commission / EEAS

	<b>What</b>	<b>How</b>	<b>Who</b>
8.	Support the creation of new counter-narratives produced by victims of terrorism, and rehabilitated terrorists	<p>Fund projects that enable victims of terrorism to tell their stories</p> <p>Support the capacity of relevant NGO to develop or promote counter narratives</p>	Commission / MS/ EEAS
9.	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
10.	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

	<b>What</b>	<b>How</b>	<b>Who</b>
<b>Counter online radicalisation and recruitment to terrorism</b>			
11.	<b>Reduce the availability and impact of online material that promotes radicalisation to terrorism, as appropriate with regard to national legislation in each Member State</b>	<p>Set up a forum with key players, both public and private sector, to</p> <ul style="list-style-type: none"> <li>- exchange expertise and experience and identify best practices;</li> <li>- explore ways of cooperation.</li> </ul> <p>The forum may address matters such as</p> <ul style="list-style-type: none"> <li>- mechanisms for user groups to address the use of platforms to promote radicalisation and mechanisms to protect vulnerable (e.g. under-aged) users from online material that promotes radicalisation;</li> <li>- the development of counter messaging and narratives;</li> <li>- measures of detecting and addressing content promoting radicalisation and recruitment to terrorism and measures preventing availability and distribution of illegal online content (cf. point 13).</li> </ul>	Commission / EEAS / CTC / MS



	<b>What</b>	<b>How</b>	<b>Who</b>
12.	<b>Develop appropriate measures to counter the broadcasting of violent radical content</b>	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>
13.	<b>Detect and address content promoting radicalisation and recruitment to terrorism</b>	<p>Establish national mechanisms to identify and handle online content promoting radicalisation and recruitment to terrorism.</p> <p>Establish effective relationships with relevant private sector partners, if appropriate, either bilaterally or multilaterally with MS or/and Commission.</p> <p>Study the need for developing EU legislation further to address online content promoting radicalisation and recruitment to terrorism, as appropriate with regard to national legislation in each Member State</p> <p>Share 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>	MS / Commission / Eurojust / Europol

	<b>What</b>	<b>How</b>	<b>Who</b>
<b>Train, build capacity and engage first-line practitioners across relevant sectors</b>			
14.	<b>Train first-line workers</b>	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 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
15.	Connect first-line workers at national level	Establish national level expert networks to complement the activities of RAN, and to provide national-level training mechanisms for first-line workers	MS / Commission

	<b>What</b>	<b>How</b>	<b>Who</b>
<b>Support individuals and civil society to build resilience</b>			
16.	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
<b>Support disengagement initiatives</b>			
17.	<b>Develop options for MS wanting to set up their own programmes (including financially)</b>	Identify needs and requirements for national disengagement and exit strategies  Organise EU-wide workshops and training to support MS Support by the Commission through the RAN	MS / Commission
18.	Preventing radicalization into violent extremism and terrorism within prisons	Improve the training of first-line prison professionals, in order to detect both radicalising and radicalised inmates  Implementation of specific prevent and exit programs	MS / Commission

	<b>What</b>	<b>How</b>	<b>Who</b>
<b>Align internal and external counter-radicalisation work</b>			
19.	Establish an overview of existing prevention and exit strategies	Conduct a comprehensive study on existing European and non-European prevention and exit strategies	EEAS / Commission / CTC
20.	Ensure that prevention of radicalisation and recruitment to terrorism is taken into account in the EU visa policy	Ensure consultation of adequate EU bodies or players in the development of the EU visa policy	Commission / EEAS / CTC
21.	<b>Co-ordinate and promote preventive strategies in priority regions</b>	Establish (virtual) networks externally between EU Delegations in third countries and Member States  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>
22.	Ensure further counter-radicalisation specific (and relevant) programming	Continue conducting assessments of the drivers of radicalisation in CT priority regions and utilize the expertise of national authorities within MS in the subsequent implementation of EU capacity building assistance	Commission / EEAS / CTC
23.	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