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NOTE

From:	Presidency
To:	Delegations
No. prev. doc.:	13469/1/14 REV1
Subject:	Review of the Guidelines for the EU Strategy for Combating Radicalisation and Recruitment to Terrorism

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Background

1. The Council on 4 December 2014 agreed on a set of guidelines¹ to complement the Revised EU Strategy for Combating Radicalisation and Recruitment to Terrorism², endorsed in June 2014. Under point 2 of the guidelines "*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*". Furthermore and according to the guidelines, point 4, the state of implementation and the guidelines should "*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*".

¹ 13469/1/14.

² 9956/14 JAI 332 ENFOPOL 138 COTER 34.

2. Since the adoption of the guidelines, the threat picture has changed³.
3. The responsibility for countering and preventing radicalisation and recruitment to terrorism primarily lies with the Member States. However, the terrorist attacks in Europe in 2015 and 2016 have once more demonstrated the importance of addressing radicalisation leading to terrorism and violent extremism also at European level. At the Informal meeting held on 12 February 2015 after the terrorist attacks in Paris in January 2015, the Heads of State or Government, under the heading of "Preventing radicalisation and safeguarding values", called for:
 - adequate measures to be taken, in accordance with national constitutions, to detect and remove internet content promoting terrorism or extremism, including through greater cooperation between public authorities and the private sector at EU level, also working with Europol to establish internet referral capabilities;
 - communication strategies to promote tolerance, non-discrimination, fundamental freedoms and solidarity throughout the EU, including through stepping up inter-faith and other community dialogue, and narratives to counter terrorist ideologies, including by giving a voice to victims; and
 - initiatives regarding education, vocational training, job opportunities, social integration and rehabilitation in the judicial rehabilitation in the judicial context to address factors contributing to radicalisation, including in prisons.
4. Since the adoption of the guidelines, the policy framework has evolved. **Annex II** provides an overview of the relevant policy documents identifying measures and initiatives to be taken to enhance efforts to prevent and counter radicalisation leading to terrorism and violent extremism. This list includes primarily conclusions from the European Council, Council Conclusions, Commission communications, but also as well as resolutions from the European Parliament and opinions from the Committee of the Regions.

³ See for instance 7117/17 ("Strengthening cooperation on counter-terrorism threat analysis - findings and recommendations").

5. The growing challenge of European returning foreign terrorist fighters, including women and children, from Syria and Iraq was discussed by the JHA Council in December 2016, based on a paper drafted by the EU Counter-Terrorism Coordinator. Discussions are ongoing in relevant working parties as well as in the framework of the G15 and the Radicalisation Awareness Network Centre of Excellence. The results of a questionnaire on children and how Member States are tackling the situation will be presented to COSI in March 2017. Consolidated results of the different initiatives will be presented to the JHA-Council later this year.
6. Since early 2015, several initiatives have been undertaken. **Annex III** provides an overview of the main developments.
7. Against this background, the revision of the guidelines should duly reflect the changed threat picture and recent policy developments. They should be adapted building on the achievements, further developing concrete and tangible actions and readjusting priorities to effectively address current challenges.

Way forward on the revised guidelines - issues to be considered / closing gaps / setting priorities

8. Recent reports from Europol and IntCen⁴ have highlighted and confirmed a number of challenges and threats including in particular threats from lone actors and small cells, use of social media for the purposes of radicalisation and recruitment, attempts to recruit asylum seekers/refugees/migrants, returning FTFs and children, new pathways of radicalisation, rise of rightwing extremism and risks of polarisation.

⁴ EEAS (2017) 10081 of 17 February 2017 ("Six Monthly Assessment of the Threat from Islamist Terrorism: part 1 - Europe" (*EU CONFIDENTIAL*)).
5499/17 (EDOC "870884 – v3 ("An Outlook on Developments in Jihadist Terrorism" (*EU RESTRICTED*)).

9. Recent policy documents have highlighted a number of additional challenges including in particular youth radicalisation, the role of ideology, gender aspects of radicalisation, radicalisation in prison and de-radicalisation or disengagement more generally. In view of these challenges, policy responses need to make use of all relevant policy areas and instruments, including criminal justice, education, social inclusion, citizenship and European values etc. Cross-cutting aspects include prevent strategies and action plans at national, regional or local level, multi-agency approaches involving all relevant stakeholders, cooperation models, fora for exchange of expertise and experiences, as well as awareness raising and training measures.
10. In light of the above, the revision of the guidelines should further develop concrete actions to implement the recommendations set out in the relevant policy documents and provide for the tools to effectively tackle the identified challenges. In that review process delegations may also reflect upon whether the guidelines that were considered a priority in 2014 (and therefore marked in bold in the first column of Annex I) are still a priority. Changes to the 2014 guidelines are highlighted.
11. Following endorsement by the TWP, the draft guidelines will be submitted to the Standing Committee on Internal Cooperation on Internal Security (COSI) and subsequently to COREPER/Council as an I/A-item.
12. Delegations are invited to agree:
 - *on the purpose, scope and priorities of the review; and*
 - *on the set of draft guidelines set out in **Annex I**.*

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