



**COUNCIL OF
THE EUROPEAN UNION**

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NOTE

from : Presidency

to : Article 36 Committee

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Subject : Revised EU Radicalisation and Recruitment Action Plan

Delegations find in the Annex and Addendum¹ to this document a Revised EU Radicalisation and Recruitment Action Plan, the Annex containing an introduction to the Action Plan and the Addendum comprising a revised version of the actions.

The Article 36 Committee will be aware of the Presidency's efforts to redraft the EU Radicalisation and Recruitment Action Plan with a view to making it a public document. The matter has been discussed in the Terrorism Working Party (hereinafter "the TWP") at its meetings in July, September and most recently on 12 October 2009. Comments and suggestions have been numerous, both in writing and through interventions by delegations during meetings.

¹ The Action Plan has been divided into an Annex and an Addendum due to the different level of classification of the two parts of the document.

The Presidency is of the firm opinion that the revised version of the Radicalisation and Recruitment Action Plan should be a public document. The reasons for this have been spelled out both in writing and during TWP meetings; in short, they arise from the presumption of openness which is to be found in e.g. Regulation (EC) No 1049/2001 of the European Parliament and of the Council regarding public access to European Parliament, Council and Commission documents, as well as from political and practical considerations.

Discussions in the TWP have shown a large measure of support for the Presidency's view. However, discussions have also revealed that some Member States have i.a. political and security sensitivities in the counter-terrorism field, which present obstacles to the publication of the revised Radicalisation and Recruitment Action Plan. Mindful of these concerns, and the importance of ensuring that the Radicalisation and Recruitment Action Plan is not watered down and does not lose substance, the Presidency has decided not to make the revised Radicalisation and Recruitment Action Plan public. Instead the Presidency proposes that the Addendum, forming part of the revised Action Plan, elaborated in the course of discussions in the TWP be adopted as a classified document.

The Presidency has in some instances rearranged the order of points in the Action Plan, without this being expressly shown in the Addendum. In this context it should also be mentioned that none of the implementation measures already undertaken under the existing Action Plan will be affected by this proposal.

The Article 36 Committee is invited to endorse the introduction to the Action Plan, contained in the Annex, as well as the revised actions, contained in the Addendum, with a view to their submission to Coreper/Council for approval.

Introduction to the revised EU Radicalisation and Recruitment Action Plan

The EU Strategy for Combating Radicalisation and Recruitment to Terrorism from November 2008 (doc. 15175/08 JAI 597 ENFOPOL 209 COTER 78, hereinafter “Strategy”) provides a framework to the European Union and the Member States for combating radicalisation and recruitment to terrorism. This Action Plan complements the Strategy by listing more detailed measures to be taken by the Union and the Member States. It can also provide a useful focal-point for bilateral and multilateral discussions on development and implementation of policies, thus offering opportunities to share experiences and learn from the various practices that are being developed in the Member States. The Action Plan forms a part of the broader EU Counter-Terrorism Strategy and Action Plan endorsed by the Council in 2004 and 2005 respectively.

The EU acknowledges the fact that radicalisation and recruitment to terrorism are multifaceted processes, which need to be addressed through a comprehensive approach. All measures and actions in the fight against terrorism must fully respect the rule of law, human rights and fundamental freedoms.

In this context 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. Terrorist acts are defined in the Council Framework Decision of 13 June 2002 on combating terrorism (2002/475/JHA) and the Council Framework Decision of 28 November 2008 (2008/919/JHA) amending the previous Framework Decision. Recruitment to terrorism, in this context, refers to the ways, the propaganda and the circumstances through which people are drawn into terrorism.

Radicalisation and recruitment to terrorism are two highly complex processes. Radicalisation can be viewed as a process that does not necessarily lead to violence. Hence not every radical person becomes a terrorist but every terrorist has gone through the radicalisation process. In consequence terrorism is only found at the extreme end of the radicalisation process. Radicalisation and recruitment to terrorism are closely linked, and hence there is a significant overlap between the two processes.

As stated in the Strategy, radicalisation and recruitment to terrorism are not confined to any particular belief system or political persuasion. Terrorism is an illegal method of pursuing political objectives. The goal of the European Union is to combat all forms of terrorism. This aim is also made clear through the definition of terrorist acts, within the European Union.

This Action Plan sets out to counter all violence-promoting radicalisation. In order to do so the Union needs to address the phenomena of radicalisation and recruitment as such.

The Union rejects all forms of justification for terrorism, but the tools utilized to prevent radicalisation and recruitment to terrorism may have to be adapted depending on the specific motive behind the radicalisation process. Regarding the specific actions and measures spelled out in this Action Plan it should therefore be noted that their applicability may vary between radicalisation processes in different contexts.

Countering radicalisation and recruitment is, as stated in the Strategy, predominantly the responsibility of the Members States. Since the terrorist threat differs from Member State to Member State, the way radicalisation and recruitment is tackled must differ as well. Notwithstanding this, work at the EU-level, covering both internal and external action, can significantly contribute to a more efficient and coordinated approach in tackling the process of radicalisation and recruitment.