



**COUNCIL OF
THE EUROPEAN UNION**

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from: General Secretariat
to: COREPER/Council

No. prev. doc.: 7984/10 ENFOPOL 78 + COR 1 + ADD 1
5692/1/10 REV 1 ENFOPOL 24 + ADD 1 REV 1

Subject: Draft Council Conclusions on the use of a standardised, multidimensional semi-structured instrument for collecting data and information on the processes of radicalisation in the EU

1. Following the resurgence of terrorist activities across the world in recent years, in 2005 the European Union developed a global counter-terrorism strategy which had prevention as one of the four strands of its strategic commitment. The purpose of that strand is to prevent individuals from turning into terrorists by tackling the factors and profound causes which may lead to radicalisation and recruitment both in Europe and elsewhere.

In 2005 the European Union agreed on a Strategy and an overall Action Plan for Combating Radicalisation and Recruitment to Terrorism as an addition to the global counter-terrorism strategy referred to above, prompting the Member States to present various initiatives.

In the Revised EU Radicalisation and Recruitment Action Plan - Implementation Plan (doc. 9915/09 ADD 1 JAI 298 ENFOPOL 131 COTER 48 RESTREINT UE), it is recommended that the Member States take steps to share information on radicalisation and put in place mechanisms to systematically analyse and assess the extent of radicalisation on the basis of a multidisciplinary approach (among others see points 20, 22, 43, 44, 45, 46, 47, 48, 49, 50, 51 and 52).

2. With all of this in mind, an instrument is being proposed as a basic mechanism for collecting data and information on violent radicalisation (VR) processes which could prove particularly useful at the information-gathering stage. It is a highly flexible instrument easily adaptable to the phenomenon being examined.

Having experts in the Member States and in the European institutions use a common, semi-structured instrument could facilitate and promote the same approach to VR processes, resulting in better exchange of information on them. The instrument proposed is to be seen as the first step. Because it is purely operational, amendments and adjustments are a matter for the users as they endeavour to optimise the results.

3. The Working Party on Terrorism discussed at its meetings on 27-28 January and 17 March 2010 the Presidency's proposal for draft Council conclusions on the use of a standardised, multidimensional semi-structured instrument for collecting data and information on the processes of radicalisation in the EU, as set out in doc. 5692/10 ENFOPOL 24 and doc. 5692/1/10 REV 1 ENFOPOL 24, as well as a proposal for an instrument for compiling data and information on violent radicalisation processes described in doc. 5692/10 ADD 1 ENFOPOL 24 and doc. 5692/1/10 REV 1 ENFOPOL 24 ADD 1 REV 1.

4. On the basis of the discussions in the Working Party, the Presidency proposed a revised text for the draft Council conclusions and the instrument for compiling data, as set out in documents 7984/10 ENFOPOL 78 + COR 1 and ADD 1. The CATS meeting of 12-13 April 2010 agreed on the revised documents.

5. COREPER is invited to confirm the agreement on the text of the draft Council conclusions and the instrument for compiling data, as set out in annex and addendum, and to submit them to the Council for approval.

**DRAFT COUNCIL CONCLUSIONS ON THE USE OF A STANDARDISED,
MULTIDIMENSIONAL SEMI-STRUCTURED INSTRUMENT FOR COLLECTING
DATA AND INFORMATION ON THE PROCESSES OF RADICALISATION IN THE EU**

THE COUNCIL,

BEARING IN MIND

- that one of the four strands of the strategic commitment in the overall EU counter-terrorism strategy adopted in 2005 is prevention, preventing people turning to terrorism by tackling the factors or root causes which can lead to radicalisation and recruitment, in Europe and internationally;
- that, as a key element in achieving the aforesaid objective, the European Union agreed in 2005 on a Strategy and an overall Action Plan against radicalisation and recruitment, and in 2009 on a revised EU Radicalisation and Recruitment Action Plan - Implementation Plan¹, which recommends the following:
 - Member States should regularly assess the extent of radicalisation and recruitment on the basis of a multidisciplinary approach and should share the results with other Member States. They should put in place mechanisms to analyse systematically the main factors in radicalisation processes. They should monitor and share information regarding the processes of radicalisation also connected to other regions in the world in which radicalisation may occur. They should identify and systematically analyse the various environments within which radicalisation and recruitment may occur.

¹ doc. 9915/09 ADD 1 JAI 298 ENFOPOL 131 COTER 48 RESTREINT UE

- Member States should pay particular attention to the admission and residence of persons who facilitate radicalisation and recruitment processes. They should share their experiences concerning the activities of extremist religious leaders. Member States' competent national authorities should pursue and promote information exchange on individuals who may have been involved in radicalisation. They should look for systematic ways of exchanging information on persons or groups against whom they take action for hate speech and incitement to terrorism. They should put in place mechanisms for collecting and exchanging information concerning radical leaders who promote and incite to terrorism, and their movements within the European Union.
- Member States should share, through Europol/Eurojust and SITCEN, as appropriate, the analysis of data on environments leading to radicalisation and on recruitment activities and recent cases of persons convicted on terrorist charges. The objective would be to develop strategic analyses of why and how individuals become radicalised and involved in terrorism, in order to develop policy and strategies on how to address these phenomena.

- that the prime responsibility for combating terrorism lies with the Member States and that the European Union can contribute, inter alia, by reinforcing national capabilities;

RECOGNISING the effort made by the Member States and the European Union institutions which coordinate and develop numerous initiatives covering some or all of the objectives of the overall Action Plan to combat radicalisation and recruitment;

WHEREAS

- radicalisation processes are generally very specific phenomena which are complex and multifaceted and therefore difficult to apprehend;
- radicalisation processes are highly dynamic phenomena, so that the relationship between the various factors involved and developments over time are crucial;

INVITES THE MEMBER STATES

To make the best use of the data collection instrument provided¹, exploiting the various features which make it both very flexible and very adaptable, bearing in mind that the instrument has added value in a number of areas, including:

- improving capacity to integrate and interpret data and information in order to optimise analysis by the Member States, using the multifaceted aspect of the proposed data collection instrument;
- optimising the exchange of information between Member States;
- evaluating the extent, features and scale of radicalisation processes;
- increasing knowledge of the phenomenon and adding to ways of identifying those involved in promoting it; that feature gives the instrument the potential to help adapt and adopt the appropriate measures, whether designed to interrupt radicalisation processes in progress or to raise alerts in relation to them;

INVITES EUROPOL

Within the framework of its competences:

- to increase the European Union's collective capabilities by adding information on the processes by which particular individuals are radicalised, thus making it possible to generate lists of those involved in radicalising/recruiting or transmitting radicalising messages and to take appropriate steps; according to the current legal framework of Europol in Personal Data Protection.

INVITES SITCEN

Within the framework of its competences:

- to use the proposed instrument, or a more specific version of it, in order to analyse the phenomenon within the European Union.

¹ doc. 7984/10 ADD 1 ENFOPOL 78