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DRAFT REPORT

on prevention of radicalisation and recruitment of European citizens by
terrorist organisations
(2015/2063(INI))

Committee on Civil Liberties, Justice and Home Affairs

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on prevention of radicalisation and recruitment of European citizens by terrorist organisations (2015/2063(INI))

The European Parliament,

- having regard to Articles 2, 3, 5, 6 and 21 of the Treaty on European Union and to Articles 4, 67, 68, 70, 71, 72, 75, 82, 83, 84, 85, 86, 87 and 88 of the Treaty on the Functioning of the European Union,
- having regard to the Charter of Fundamental Rights of the European Union, in particular Articles 6, 7, 8, 10(1), 11, 12, 21, 48, 49, 50 and 52 thereof,
- having regard to the EU Internal Security Strategy, as adopted by the Council on 25 February 2010,
- having regard to the Commission Communication of 22 November 2010 entitled ‘The EU Internal Security Strategy in Action: Five steps towards a more secure Europe’ (COM(2010)0673), creating the *European Radicalisation Awareness Network (RAN)*,
- having regard to its resolution of 12 September 2013 on the second report on the implementation of the EU Internal Security Strategy¹,
- Having regard to the Commission communication of 15 January 2014 entitled ‘Preventing radicalisation to terrorism and violent extremism: Strengthening the EU's Response’ (COM(2013)0941),
- having regard to the Commission communication of 20 June 2014 on the final implementation report of the EU Internal Security Strategy 2010-2014 (COM(2014)0365),
- having regard to Europol’s EU Terrorism Situation and Trend Report (TE-SAT) for 2014,
- having regard to the resolution adopted by the United Nations Security Council on 24 September 2014 on threats to international peace and security caused by terrorist acts (Resolution 2178 (2014)),
- having regard to the report of the EU Counter-Terrorism Coordinator to the European Council of 24 November 2014 (15799/14),
- having regard to its resolution of 17 December 2014 on renewing the EU Internal Security Strategy²,

¹ Texts adopted, P7_TA(2013)0384.

² Texts adopted, P8_TA(2014)0102.

- having regard to the conclusions of the Justice and Home Affairs (JHA) Council of 9 October and 5 December 2014,
 - having regard to the statement of the informal JHA Council of 11 January 2015,
 - having regard to its plenary debate of 28 January 2015 on anti-terrorism measures,
 - having regard to the informal JHA Council of 29 and 30 January 2015 in Riga,
 - having regard to the Commission communication of 28 April 2015 on the European Security Agenda (COM(2015)0185),
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the report of the Committee on Civil Liberties, Justice and Home Affairs (A8/0000/2015),
- A. whereas more than 5000 European citizens have joined terrorist organisations, particularly ISIS (Da'esh) in Iraq and Syria; whereas this phenomenon is speeding up and taking on significant proportions;
- B. whereas the terrorist attacks in Paris, Copenhagen and Tunis in early 2015 highlight the security threat which is posed by the presence and movement of these foreign fighters in Europe; whereas the European Union has condemned these attacks in the strongest terms and has committed itself to combat terrorism alongside the Member States;
- C. whereas combating terrorism and preventing the radicalisation and recruitment of European citizens by terrorist organisations still falls essentially within the sphere of competence of the Member States, but whereas a concerted European approach is necessary to harmonise the legislation that applies in an area where European citizens are free to move;
- D. whereas a number of instruments already exist in Europe to address the radicalisation of European citizens and whereas the European Union and its Member States should show they are making full use of these;
- E. whereas the extent to which the state assumes responsibility for the risk of radicalisation can vary greatly from one Member State to another; whereas, while some Member States have already taken effective measures, others are lagging behind in their action to tackle this phenomenon;
- F. whereas European action is required as a matter of urgency to prevent the radicalisation and recruitment of European citizens in order to contain this growing phenomenon so as to stem the flow of departures by European citizens to conflict zones and prevent other terrorist acts from being committed on European soil;
- G. whereas the important thing now is to put greater stress on preventive rather than reactive measures to address the radicalisation of European citizens and their

recruitment by terrorist organisations;

- H. whereas it is essential that fundamental rights and civil liberties be respected in all measures undertaken by the European Union; whereas the security of European citizens is not incompatible with guaranteeing their freedoms; whereas, indeed, these two principles are two sides of the same coin;

I. European added value in the prevention of terrorism

1. Calls on the Commission to establish as quickly as possible a global strategy to prevent the radicalisation and recruitment of European citizens, taking into account all vectors of radicalisation, on the basis of the exchange of best practice within the European Union and the evaluation of measures undertaken in the Member States; takes the view that the Commission should develop an intensive communication strategy on preventing the radicalisation and recruitment of European citizens by terrorist organisations;
2. Calls on the Commission to establish a common definition of ‘foreign fighters’ and to carry out an in-depth study of the process and the various influences which lead to radicalisation;
3. Stresses the importance of making the fullest use of existing instruments to combat the radicalisation and recruitment of European citizens by terrorist organisations; recommends that more use should be made of European funds to that end; stresses the major role which can be played by the Radicalisation Awareness Network (RAN) in taking on this objective of stamping out the radicalisation of European citizens;

II. Preventing radicalisation in prisons

4. Stresses that prisons remain a breeding ground for the spread of radical ideologies; calls on the Commission to encourage the exchange of best practices among the Member States in order to counter the increase of radicalisation in Europe’s prisons;
5. Calls on the Commission to publish guidelines on measures to be implemented in Europe’s prisons aimed at preventing Europeans from becoming radicalised; recommends that the Member States segregate radicalised inmates within their prisons in order to prevent radicalism from being imposed through intimidation on other inmates and to contain radicalisation in those institutions;
6. Supports the establishment of specialised European training for prison staff in order to teach them to detect radical behaviour; stresses the importance of appropriately training and recruiting prison chaplains so that they can not only adequately meet prisoners’ cultural needs in prisons, but also counter radical discourse;
7. Encourages the establishment of educational programmes in Europe’s prisons in order to promote critical thinking and reintegration into society to inmates vulnerable to pressure from radicals in prison;

III. Preventing online radicalisation

8. Recalls that the internet plays a significant role in fuelling the radicalisation of European citizens, as it facilitates the rapid, large-scale distribution of hate messages and praise for terrorism; expresses concern at the impact that such messages praising terrorism have on young people, who are particularly vulnerable; calls for a dialogue to be launched at European level with the internet giants with a view to preventing the online distribution of hate messages and to eradicating them swiftly;
9. Feels that the internet giants should be made aware of their responsibilities so that they delete illegal content as quickly as possible; believes that the Member States should plan for the possibility of bringing criminal prosecutions against digital actors who do not take action in response to the spread of illicit messages or messages praising terrorism on their internet platforms; believes that refusal or failure to cooperate on the part of internet platforms which allow such messages to circulate should be considered an act of complicity with praising terrorism and should consequently be punished;
10. Feels, however, that the internet is an effective platform for spreading discourse opposed to hate speech and praise for terrorism; calls on the digital giants to cooperate with the Member States in order to take part in the spread of prevention messages calling for the development of critical thinking and for a process of deradicalisation;
11. States that the internet giants, through internet referencing, have the power to promote radicalisation prevention messages aimed at countering messages that praise terrorism; feels that it is thus their duty to highlight messages that oppose hate speech and praise for terrorism, thereby making online radicalisation more difficult;
12. Supports the introduction of measures enabling all internet users to flag illegal content circulating on the internet and on social media networks easily and quickly, while respecting basic freedoms and freedom of expression;
13. Feels that every Member State should set up a special unit tasked with flagging illicit content on the internet and with facilitating the detection and removal of content that does not conform to the host internet platform's charter and rules; proposes that such units could cooperate with a European unit responsible for dealing with flagging;
14. Believes that online radicalisation cannot be stamped out without reinforcing the tools available to the EU to combat cybercrime; recommends that the European Union strengthen the mandate of the European Cybercrime Centre so that it can play an effective role in better protecting European citizens against online threats and detecting the digital processes used by terrorist organisations;

IV. Preventing radicalisation through education and integration

15. Stresses that schools and education have an important role to play in preventing radicalisation; recalls the crucial role that schools play in helping to promote integration and develop critical thinking; calls on the Member States to investigate the possibility of introducing, where it does not already exist, education on religious issues in schools;
16. Calls on the European Union to carry out a communication campaign to raise the awareness of young people, as well as supervisory staff, as regards issues of

radicalisation; calls on the Member States to introduce specialist training for teaching staff so that they can detect any suspicious changes in behaviour and properly supervise young people who are at risk of being recruited by terrorist organisations;

17. Stresses that it is vital to engage in dialogue with the various religious communities in order to help reach a better understanding of the phenomenon of radicalisation; draws the Member States' attention to the issue of training religious leaders in order to prevent preachers of hate from appearing in places of worship in Europe, and also of training prison chaplains, particularly when they are around prisoners deemed to be radicalised;
18. Highlights the crucial importance of making all actors aware of their responsibility to prevent radicalisation, whether at local, national, European or international level; encourages the establishment of close cooperation between all civil society actors, including national and local platforms for cooperation between actors on the ground, such as associations, NGOs and families of victims; calls, in this regard, for the introduction of training adapted for the actors on the ground dealing with potentially radicalised European citizens;
19. Feels that those local actors have a crucial role to play in the development of projects adapted to their towns or organisations, in addition to their role as an integrating factor for those European citizens who feel at odds with society and tempted by radicalisation; feels that the Member States should support the establishment of structures facilitating, in particular, the supervision of young people, as well as exchanges with families, schools, hospitals, universities and so on; notes that such associations and organisations, which do not bear the mark of governments, sometimes achieve better results in reintegrating citizens who are on the path towards radicalisation into society;
20. Considers it vital to set up an alert system in each Member State which would allow families and community members to easily and swiftly flag the development of radical behaviour or a European citizen's departure to join a terrorist organisation;

V. Stepping up the exchange of information on radicalised European citizens in Europe

21. Reiterates its desire to see the so-called 'EU PNR' directive swiftly adopted before the end of 2015 in order to enable the movements of European citizens likely to adopt a terrorist ideology to be tracked; recalls, however, that the EU PNR will not be enough to prevent the recruitment of European citizens by terrorist organisations;
22. Insists on the absolute necessity of stepping up the exchange of information between the law enforcement authorities in the Member States; stresses that stepping up the exchange of information between law enforcement authorities will also entail reinforcing the role of European Union agencies, such as Europol and Eurojust;
23. Stresses that improved cooperation between the Member States aimed at countering the radicalisation and recruitment of European citizens is also characterised by intensive exchanges between the judicial authorities; Notes that better reporting at European level on the criminal records of European citizens at risk of being radicalised would help speed up their detection and make it easier for them to be properly monitored, either

when they leave or when they return; encourages, therefore, the reform of the ECRIS system;

VI. Strengthening deterrents against radicalisation

24. Is convinced that the measures aimed at preventing the radicalisation of European citizens and their recruitment by terrorist organisations will not be fully effective until they are accompanied by an effective and dissuasive range of criminal justice measures; feels that, through effectively criminalising terrorist acts and other actions carried out abroad with terrorist organisations, the Member States will equip themselves with the tools needed to eliminate radicalisation among European citizens;
25. Believes that criminalising terrorist acts carried out by foreign fighters requires the collection of evidence in third countries to be possible; calls, therefore, on the European Union to work on establishing judicial cooperation agreements with third countries in order to facilitate such processes;

VII. Preventing the departure and anticipating the return of radicalised European citizens

26. Reiterates its belief that the European Union must step up its external border controls as a matter of urgency; stresses that it will be impossible to effectively track the departures or arrivals of European citizens unless mandatory and systematic controls are introduced on the European Union's external borders; states that, to this end, one of the European Union's priorities must be reforming the Schengen Code;
27. Calls on Member States to share good practices in regard to exit checks on radicalised EU citizens and how to manage the return of citizens who have taken part in terrorist activities in conflict theatres abroad; supports in particular Member States confiscating the passports of EU citizens planning to join terrorist organisations;
28. Reiterates that making good use of existing instruments such as the SIS and VIS systems constitutes the first step in stepping up external border security in order to identify EU citizens who may be leaving for conflict zones;

VIII. Strengthening links between internal and external security in the European Union

29. Stresses once more the vital importance of the European Union establishing close cooperation with non-EU countries, notably transit countries and those to which foreign fighters are heading, insofar as this is possible, in order to be able to identify EU citizens leaving to fight for terrorist organisations or returning thereafter;
30. Is convinced that for such enhanced cooperation to be established the Commission, and the European External Action Service (EEAS) in particular, need to make greater efforts in terms of Arabic-speaking staff and spokespersons; considers it essential that the EU's call to combat radicalisation can be heard beyond its own borders;
31. Acknowledges that the phenomenon of radicalisation and recruitment of EU citizens is

a global phenomenon; believes that the response to this phenomenon ought to be international and not just local or European; considers therefore that cooperation with EU partner countries that are facing similar challenges, such as Canada or the United States, has to be stepped up;

IX. Promoting the exchange of good deradicalisation practices

32. States that a comprehensive approach to preventing the radicalisation and recruitment of EU citizens by terrorist organisations can only be successfully put in place if accompanied by measures to deradicalise EU citizens beguiled by terrorist rhetoric; calls on the European Union therefore to facilitate the sharing by Member States of good practices in regard to putting in place deradicalisation structures to prevent EU citizens leaving the EU or to control their return thereto;
33. Suggests that Member States examine the idea of including mentors in the process to deradicalise EU citizens who have returned from fighting for terrorist organisations, to help support them in their reintegration into society;
34. Supports the development of a communication campaign at EU level based on the experiences of 'former foreign fighters' whose eye-witness accounts and traumatic experiences help strip away the religious significance of fighting for terrorist organisations such as ISIS; encourages Member States therefore to develop such structures enabling face-to-face meetings and dialogue with former fighters; emphasises furthermore that contact with victims of terrorism also seems to be an effective means of stripping radical rhetoric of its religious significance;

X. Dismantling terrorist and jihadist networks

35. Supports measures to weaken terrorist organisations from the inside and lessen their potential influence on EU citizens; urges the European Union to look into ways of dismantling jihadist networks and identifying how they are funded; encourages the Commission to propose a regulation on identifying terrorism funding channels;
36. Calls on Member States to participate in efforts to trace external flows of funding and to display transparency in their relations with certain Gulf countries, with the aim of stepping up cooperation in order to shine a light on the financing of terrorism and fundamentalism in Africa and the Middle East, but also by some associations in Europe;
37. Instructs its President to forward this resolution to the Council, the Commission, the governments and parliaments of the Member States and the candidate countries, the United Nations, the Council of Europe and the Organisation for Security and Cooperation in Europe.

EXPLANATORY MEMORANDUM

The terrorist attacks at the start of 2015 highlighted the urgency with which the European Union needed to take action on combating terrorism and preventing the radicalisation of its citizens.

While it may have been the tragedies at the start of 2015 that convinced the EU institutions, as well as the Member States, to become more involved in preventing radicalisation, calls for such a step have been heard for a long time now. Member States still have core competence in combating the radicalisation of EU citizens. However, a concerted EU approach is needed to be effective in combating the threat posed by radicalised EU citizens who may move freely around the European Union.

Although it is difficult to arrive at a firm figure, it is now estimated that over 5 000 EU citizens have left to fight for terrorist organisations in Iraq and Syria. While some Member States are far more affected by this phenomenon than others, the whole of the European Union is concerned by the challenges and questions these ‘foreign fighters’ raise.

The radicalisation of EU citizens, which may go as far as their departure to fight for terrorist organisations such as ISIS, poses a genuine security threat to the European Union, its Member States and neighbouring countries.

The quickening pace of this phenomenon means that repressive measures are no longer sufficient. The European Union has to adopt a new strategy based more on prevention. This report will therefore stress a proactive attitude to preventing the radicalisation and recruitment of EU citizens by terrorist organisations.

The aim of the report will be to make recommendations on an EU strategy to prevent the radicalisation and recruitment of EU citizens. To achieve this, the different vectors behind radicalisation need to be analysed. A study of the methods used to recruit new ‘foreign fighters’ should make it possible to propose efficacious solutions for each sector and each platform encouraging radicalisation.

This is why an inclusive approach has to be adopted in order to present a thorough analysis of the radicalisation and recruitment of EU citizens.

This report deals with preventing the radicalisation and recruitment of EU citizens by terrorist organisations. It does not repeat the list of EU’s anti-terrorism measures, but instead shares new ideas on how to prevent security threats and abuses within the EU.

The rapporteur wishes however to reiterate the commitment to protection of fundamental freedoms. Proposals made by Parliament will not, under any circumstance, call into question the respect for fundamental rights and freedoms, and freedom of speech in particular, enjoyed by EU citizens. The rapporteur will ensure that the recommendations contained in this report observe the proportionality principle and that none of the proposals made in this report go beyond what is necessary to achieve the goal stated. The rapporteur sets great store, moreover, by observance of the principle of subsidiarity.

