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"Fight against violent extremism and radicalisation leading to terrorism" – Implementing the Action Plan

Final Report of the Secretary General

¹ This document has been classified restricted at the date of issue; it will be declassified in accordance with Resolution Res(2001)6 on access to CoE documents.

This document provides a final overview of the implementation of the Action Plan on “The fight against violent extremism and radicalisation leading to terrorism” (2015-2017), adopted at the 125th Session of the Committee of Ministers (Brussels, 19 May 2015, document CM(2015)74addfinal). Interim reports had been presented at the 126th and 127th session of the Committee of Ministers (documents CM(2016)64 and CM(2017)52).

1. General Overview

During these three years, member states have experienced several tragic terrorist acts, which demonstrates even more the need for strong action against terrorism based on solid values, as proposed in the Action Plan. Co-operation is indeed needed, to face a phenomenon which has no geographical borders and which makes use of modern technologies and digital communication. Action on root causes and on long-term prevention, including through education and social inclusion policies, is equally essential for a sustainable success in this fight.

From the point of view of the expected results, the Action Plan has therefore largely attained the objectives that had been fixed when it was adopted by the Committee of Ministers in 2015, confirming the capacity of the Organisation and its member states to actively co-operate and undertake collective efforts for a common purpose, in full respect of European values and individual rights. The tools at the disposal of member states are more numerous, more focused, and with a potential long-term impact which is only beginning to be seen. They also contribute to the objectives defined at global level, both because a number of these instruments are open for accession or applicable to States outside Europe’s geographical borders, and because they constitute examples of good practices that can be used by all States.

Over the years, in pursuing the objectives originally fixed, the Action Plan has demonstrated its flexibility in expanding in areas emerging as of particular interest or where gaps could have been identified in carrying out other activities, such as the possible financing of terrorism through illicit trafficking in cultural property, or money laundering, or in relation to the evolution of the work on “democratic schools as safe spaces for all”. The result is an even richer picture than originally envisaged, combining, in full consistency with the Council of Europe intervention logic, standard-setting, monitoring and co-operation activities. The EU and member states – through voluntary contributions – also supported the implementation of the Action Plan through extra-budgetary resources, staff secondments, etc. International partners, like the UN and its different agencies, the OSCE, Interpol, the EU and others, also actively contributed to the elaboration and implementation of the different activities.

The Action Plan had two objectives:

1. to reinforce the legal framework against terrorism and violent extremism;
2. to prevent and fight violent radicalisation through concrete measures in the public sector, in particular in schools and prisons, and on the internet.

During the past three years, 17 of the 28 operational programmes of the Council of Europe Programme and Budget contained activities related to the implementation of this Action Plan, which shows largely its transversality, in all the three pillars (Human Rights, Democracy, Rule of Law).

2. Reinforcing the international legal framework against terrorism and violent extremism

2.1 To help member states, and neighbouring countries, as a matter of priority, to sign and ratify relevant Council of Europe instruments

- Additional Protocol to the Council of Europe Convention on the Prevention of Terrorism

The Additional Protocol to the Council of Europe Convention on the Prevention of Terrorism (CETS No. 217), adopted by the Committee of Ministers in Brussels on 19 May 2015, at the same time as the Action Plan, was opened for signature on 22 October 2015 in Riga, and entered into force on 1 July 2017. At the end of the reference period (end of 2017), it had been signed by 28² member states and the European Union, and ratified by 10³ member states (Albania, Bosnia and Herzegovina, Czech Republic, Denmark, France, Italy, Latvia, Monaco, Montenegro, Republic of Moldova).

The Additional Protocol is expected to ensure European-wide compatibility of legislation relevant to preventing and suppressing the phenomenon of “foreign terrorist fighters” and thus facilitate mutual legal assistance in criminal matters and extradition. It requires Parties to criminalise various acts including intentionally taking part in terrorist groups, receiving training for terrorism and travelling abroad for the purpose of terrorism. Its relevance has been globally recognised, notably by the UN Security Council’s Counter Terrorism Committee. In line with UN Security Council Resolution 2178 (2014), the Additional Protocol requires Parties to establish a 24/7 network of national contact points for the exchange of police information concerning foreign terrorist fighters. The network, which has already been operational among the majority of member states and the European Union since 1 December 2016, allows Parties to pass the all-important “first alerts” on persons suspected of travelling abroad for the purpose of terrorism in real-time. The lack of exchange of this kind of information in the past has facilitated the unhindered travelling of terrorists across Europe into or from other regions. Even though, in the current conditions, the number of terrorists travelling out of Europe is decreasing since the recent military setbacks experienced by Daesh in Syria and Iraq, the network is still expected to play an important role in passing information between Parties on foreign terrorist fighters returning or relocating to Europe from abroad.

- Convention on offences relating to cultural property (CETS No. 221)

Illicit trafficking in cultural property is an important source of financing for criminal groups, including terrorist organisations. In order to combat this phenomenon, the Committee of Ministers’ Deputies adopted a new Council of Europe Convention on offences relating to cultural property (CETS No. 221), which was opened for signature in Nicosia, at the Committee of Ministers’ Ministerial Session on 19 May 2017. This new criminal law treaty, which was drafted by bringing together expertise from different areas (criminal law, customs law, cultural property and heritage), is also open to signature by non-member states of the Council of Europe, thereby constituting a new, potentially global, standard and a unique reference point for work and international co-operation in this particular field. It establishes a number of criminal offences, including theft; unlawful excavation, importation and exportation; as well as illegal acquisition and placing on the market. It also criminalises the falsification of documents and the destruction or damage of cultural property when committed intentionally.

Participants from all member states, several Observer States and representatives from associated international organisations including UNIDROIT, UNESCO, UNODC and the European Union participated in the elaboration of the new Convention, which has so far been signed by 9 states (Armenia, Greece, Italy, Latvia, Mexico, Portugal, San Marino, Slovenia and Ukraine) and ratified by Cyprus. 5 ratifications, including at least 3 member states of the Council of Europe, are required for its entry into force.

² Armenia and Hungary signed at the beginning of 2018.

³ Portugal and Turkey ratified at the beginning of 2018.

- Signature and ratification of Council of Europe Conventions

The period covered by the Action Plan has seen a notable increase of signatures and ratifications of other Council of Europe Conventions relevant for the fight against violent extremism and radicalisation, thereby further expanding the impact of Council of Europe *acquis* within Europe and also beyond:

- 7 more states (Armenia, Czech Republic, Italy, Liechtenstein, Malta, Monaco and Portugal) ratified the Council of Europe Convention on the Prevention of Terrorism (CETS No. 196), and the European Union signed it. 39 States are now Parties to the Convention.
- The Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (CETS No. 198) has been ratified by 7 more states (Azerbaijan, France, Germany, Greece, Italy, Russian Federation and Turkey⁴) and signed by Lithuania and Monaco. 33 states are now Parties to the Convention.
- The Council of Europe Cybercrime Convention (ETS No. 185) has been ratified by 11 more States (Andorra, Canada, Chile, Costa Rica, Greece, Israel, Liechtenstein, Monaco, Senegal, Sri Lanka and Tonga), bringing the total of states Parties to 56. Its Additional Protocol concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems (ETS No. 189), which is of particular interest in the fight against violent extremism and radicalisation, has been ratified by 5 more states (Andorra, Greece, Republic of Moldova, Monaco and Senegal), bringing the total of states Parties to 29.

2.2 To elaborate a new recommendation on terrorists acting alone, providing guidelines to member states on how to efficiently prevent and suppress this particular form of terrorism

A draft recommendation on “Terrorists Acting Alone”, to provide guidelines to member states on ways to efficiently prevent and suppress this particular form of terrorism, was approved by the CODEXTER in 2017 and transmitted to the Committee of Ministers for adoption in early 2018 (it was indeed adopted on 4 April 2018).

The expected result of the recommendation is a further improvement of the ability of member states to detect and to intercept in time terrorists acting alone and to prevent radicalisation leading individuals to terrorism. To this end member states are encouraged to establish de-radicalisation and disengagement programmes for individuals at risk of becoming terrorists acting alone. In order to provide an operational scope for the recommendation and facilitate policy making at both international and national levels, the recommendation contains a definition of the term “terrorists acting alone” encompassing both “true” terrorists acting alone, and those who merely adopt the modus operandi of terrorists acting alone in order to avoid detection. The recommendation also takes on the issue of actively involving civil society and the private business sector with a view to enhancing the efforts made by member states to prevent and suppress terrorism. Finally, it aims at further improving the co-ordination between relevant authorities within member states and the co-operation between member states, a matter of major importance for the successful prevention of attacks carried out by terrorists acting alone.

Other standards have been elaborated or revised in other areas of relevance for the fight against violent extremism, radicalisation and terrorism. Special investigative techniques and joint investigation teams, as foreseen by the Second Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters, are for instance particularly relevant, as well as the

⁴ Denmark ratified at the beginning of 2018.

need for the speedy transmission and handling of extradition requests. Important work was also carried out in the context of the fight against financing of terrorism and against cybercrime, and for the protection of victims of terrorist acts:

- On the basis of a draft elaborated by the CODEXTER, in July 2017 the Committee of Ministers adopted a new recommendation on “special investigation techniques” in relation to serious crimes including acts of terrorism(CM/Rec(2017)6), updating the previous recommendation from 2005. The update concerns, in particular, the use of financial and cyber investigation techniques as “special investigation techniques” – an important addition for policy makers and practitioners to the already existing corpus of “special investigation techniques” – and also provides for a further strengthening of the human rights and rule of law guarantees required for the application of this type of intrusive investigation measure.
- The Committee of Experts on the Operation of European Conventions on Co-operation in Criminal Matters (PC-OC) is assessing the implementation of the Second Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters and seeking practical solutions to facilitate the transmission and handling of extradition requests. In this regard, the PC-OC introduced a comprehensive model request form and guidelines for practitioners on mutual legal assistance in general. These guidelines also apply to terrorism related investigations. Two states (Austria and Turkey) became parties to this Additional Protocol in the period covered by the report (bringing the total to 38), and two more states signed (the Russian Federation and Spain).
- In the area of money laundering, within the ambit of an ad hoc review, MONEYVAL reviewed the legislation on combating the financing of terrorism (CFT) by all of its 34 members. Those members for whom significant gaps were identified were able to remedy these deficiencies within a short period of time. One member is still in the course of adopting legislative amendments which shall enter into force in due time, so that the overall review procedure will be finalised at MONEYVAL’s 56th Plenary in July 2018.
- The Committee of the Parties to the Cybercrime Convention adopted a Guidance Note on Aspects of Terrorism covered by the Budapest Convention, to facilitate the effective use and implementation of this international instrument for terrorism and terrorism-related investigations and prosecutions. Moreover, work on the elaboration of a new Additional Protocol to the Budapest Convention was initiated in September 2017, in order to better address the issue of international co-operation.
- The Group of Parties to the Council of Europe Convention on the Prevention of Terrorism (CETS No. 196) finalised in 2017 the first multi-annual round of assessment of the implementation of the Convention by its Parties. Among the most important results of this first assessment round was the identification of the need to criminalise the act of receiving training for terrorism in addition to the already criminalised act of providing such training. This was done through the Additional Protocol to the Council of Europe Convention on the Prevention of Terrorism (CETS No. 217). The Parties to the Convention have decided to carry out future rounds of assessment in the framework of the Consultation of the Parties provided for under Article 30 of the Convention.
- The Committee of Ministers, at the Nicosia Ministerial Session on 19 May 2017, adopted an updated version of the “Guidelines on the protection of victims of terrorist acts”, which previously dated back to 2005. This instrument (together with its background paper containing references to the case law of the Court as well as national good practices and which will be regularly updated), will be a useful tool for the action to be conducted both by national authorities and by associations of victims, in favour of the victims of terrorist acts and their relatives. The revised guidelines recommend various measures to be taken by

member states, including emergency assistance, medical, psychological and social help – all free of charge – and also information points for victims, access to justice and timely compensation.

- At parliamentary level, the preparation of a report on protecting and supporting the victims of terrorism has been underway in the PACE Committee on Political Affairs and Democracy since May 2017. This report will be an opportunity for sharing best national practices in dealing with problems faced by the victims and to raise awareness, across societies in Europe, of this important issue. In synergy with the updated Committee of Ministers' guidelines, it is expected to influence the legislative process in parliaments of member, observer and partner states.

2.3 To further disseminate updated and relevant case law of the European Court of Human Rights, offer Council of Europe expertise to member states, and distribute relevant legal texts

A first compilation of Council of Europe standards relating to the principles of freedom of thought, conscience and religion and links to other human rights, mainly deriving from the case law of the European Court of Human Rights, was published at the end of December 2015.

The CODEXTER, in co-operation with the Registry of the European Court of Human Rights, published a database on its website in May 2017 covering some 400 cases of the European Court of Human Rights relevant to counter-terrorism issues, which is continuously being updated. It also established a web platform for the sharing of information on national counter-terrorism action plans.

The European Programme for Human Rights Education for Legal Professionals (HELP) contributed to the implementation of the training aspects of the Action Plan by implementing specific courses addressed to legal professionals and law enforcement agents, notably on hate speech and hate crime, as well as on the fight against racism, xenophobia, homophobia and transphobia.

In October 2017, a 2-year co-operation programme in partnership with the EU (DG JUST) was launched to improve the criminal justice response in the EU member states to prevent radicalisation leading to terrorism and violent extremism. A first seminar to present the project, focussing on "Risk assessment tools" took place at the end of February 2018, and the development of the HELP course started in March 2018 for a duration of 9 months.

3. Preventing and fighting radicalisation through concrete measures in the public sector, in particular in schools and prisons, and on the internet

3.1 Education

3.1.1 "Living Together as Equals in Culturally Diverse and Democratic Societies: Setting Out Competences Required for Democratic Culture and Intercultural Dialogue"

The development of a Framework of Competences for Democratic Culture (CDC) has been given high priority in the context of this Action Plan, as one of the main instruments to be put at the disposal of member states in view of preparing a holistic response to violent extremism and radicalisation, which looks at prevention from the earliest possible stages of education. As such, the CDC is also an integral part of the Action Plan on Building Inclusive Societies. The CDC was launched at the 25th session of the Council of Europe Standing Conference of Ministers of Education hosted by the Belgian authorities in April 2016 in Brussels. It is a conceptual model of the key competences for democratic culture for use in school curricula, describing the values, attitude, skills, knowledge and critical understanding that students at different levels of formal education should have in order to be democratic, active and responsible citizens.

After a testing and piloting phase (teachers from 16 Council of Europe member states have piloted this model, with many of their ministries actively supporting this approach), the Framework was presented and discussed at different Chairmanship events, notably at the conference “Securing Democracy through Education” held under the Chairmanship of Cyprus (Nicosia, 22 – 23 March 2017) and at the Prague Forum (Prague, 26 – 27 October 2017). A first set of guidance documents on key issues – curriculum development, assessment, teacher education, pedagogy, whole school approach, and the implications for education policies related to the fight against radicalisation is available.

From 2018, the project will shift to its full implementation phase in member states, *inter alia* through tailored seminars and other co-operation activities. Some further developments, notably of the support documentation (for the youngest learners and guidance documents on higher education and vocational education and training), are also foreseen. In terms of longer-term impact, it should be noted that the CDC is already being referenced in curriculum reform, curriculum design and other education processes. From this point of view it constitutes a key contribution from the Council of Europe in a variety of education policy contexts and international fora ranging from combating radicalisation through to Global Citizenship Education (including as part of the North-South Centre's iLegend programme), and also to member states' efforts to achieve Sustainable Development Goal number 4.

3.1.2 Building inclusive societies

- Action Plan on Building Inclusive Societies (BIS)

The Action Plan on Building Inclusive Societies (2016-2019) aims to assist member states in managing Europe's diversity through smart policies fostering mutual understanding and respect. It sets out joint initiatives and co-operation and offers targeted support on a country by country basis on three fronts: education, anti-discrimination and integration. By fostering inclusion and trust, the BIS Action Plan addresses the issues of social isolation and marginalisation which are among the root causes of radicalism and social violence. At the same time, it seeks to dispel ideas about immigration being, in and of itself, a reason for terrorism, which do not contribute to effectively addressing terrorism.

In addition to those elements which are more directly linked to the fight against violent extremism and radicalisation leading to terrorism (presented separately in this report, such as the CDC project, the Guidelines on the protection and promotion of human rights in culturally diverse societies, the No Hate Speech Movement Campaign and the No Hate Parliamentary Alliance), the Action Plan on Building Inclusive Societies sets out, *inter alia*, actions for improving language skills as an engine for integration, through a toolkit for volunteers working with refugees, recognising qualifications of refugees and migrants even where these cannot be adequately documented, notably through the European Qualifications Passport for Refugees, making use of the Committee of Ministers' Guidelines on the promotion and protection of human rights in culturally diverse societies, strengthening the Intercultural Cities programme, taking measures to improve the integration specifically of youth and children, and integration with the help of civil society and through sports.

The implementation of the activities of the Action Plan financed through the Ordinary Budget of the Council of Europe proceeds steadily, with important achievements notably in areas like linguistic integration and recognition of qualification of migrants and on integration policies at local level. The Intercultural Cities programme held a study visit in Lyon on preventing violent extremism and radicalisation (October 2017) which drew the key principles for local policies contributing to the prevention of terrorism, taking account of Council of Europe standards, practice from leading cities, and research. These involve a long-term, co-ordinated approach to all types of violent radicalisation, which focuses on preventing alienation, lack of a sense of belonging, and

community isolationism. Actions to achieve these goals include social and ethnic mixing through spatial planning policies, social housing and intercultural education. As a follow up to the study visit, the intercultural cities programme is developing a policy brief for local authorities. A full report on the first year of implementation of the Action Plan (document SG/Inf(2017)7-rev) has been transmitted to the Ministers' Deputies, and a new report on the first biennium of implementation is in preparation.

- Guidelines on the protection and promotion of human rights in culturally diverse societies

Guidelines on the protection and promotion of human rights in culturally diverse societies were adopted by the Committee of Ministers on 2 March 2016. This new text provides timely guidance to member states on the Council of Europe standards to ensure the objective of "living together". It emphasises that diversity is regarded as a source of enrichment in democratic societies. The guidelines spell out a number of principles to be taken into account by states when drafting or amending legislation. For example, they encourage states to address "multiple discrimination" which often affects women and the most vulnerable individuals and groups of society, and "reasonable accommodation" ensuring full and equal enjoyment of human rights and fundamental freedoms without discrimination by all members of society. It is expected that the implementation of the guidelines at national level will contribute to the prevention of radicalisation leading to terrorism. Following the adoption of the guidelines, a high-level seminar was organised on the same theme by the Steering Committee for Human Rights (CDDH) on 13-14 June 2016.

- Initiatives at local and regional level

A pedagogical toolkit has been prepared in 36 languages bringing together the guidelines for local authorities to combat radicalisation at grassroots' level and the 12 Principles of interreligious dialogue, as well as cards on action oriented towards awareness, education and dialogue and examples from member states. The website of the toolkit has been available in the six working languages of the Congress since May 2017. A visibility campaign in city councils was launched with the support of the Congress youth delegates and councillors in targeted countries (Austria, Bosnia and Herzegovina, Germany, Serbia and "the former Yugoslav Republic of Macedonia"). The toolkit is expected to be used by local representatives to bring together diverse groups of citizens to interact and enhance the cohesion of the local community.

The Congress of Local and Regional Authorities has, since 2015, set up, in partnership with the European Forum for Urban Security (EFUS) and with the host cities, a Summit of Mayors of the "Alliance of Cities against Violent Extremism". This gathering constitutes an annual platform exchanging information, ideas and experiences on preventive action against radicalisation, bringing together mayors, local or regional councillors – particularly of communities having already faced the challenge posed by the act of radicalised inhabitants – and decision makers from Council of Europe member states. The 2017 edition was held in Barcelona on 15 November, with the participation of 32 mayors and deputy mayors from 18 countries as well as 20 experts, following the meetings in Aarhus (2015) and Rotterdam (2016). The participants issued a declaration wherein they stated inter alia their intention to develop the North-South dimension of dialogue with neighbouring countries and territories in combating violent extremism. An awareness raising and communication campaign for the Alliance is also planned, targeting local authorities, encouraging them to be aware of their unique role in preventing radicalisation as public authorities closest to the citizens, and to develop local strategies for preventive action in their communities. The project will initially involve six cities which have participated in the summits and already have examples of good practice.

3.1.3 Providing a counter-narrative to the misuse of religion

- Teaching about religions and non-religious world views

The Council of Europe publication “Signposts” on policy and practice for teaching about religions and non-religious world views in intercultural education has been translated and published online in thirteen languages (Arabic, Dutch, English, French, German, Greek, Italian, Norwegian, Romanian, Russian, Spanish, Swedish and Ukrainian). “Signposts” remains one of the Council of Europe’s most highly demanded publications, with use in both the specific field of teaching about religions but also more broadly, as educators are able to draw on the manual to promote freedom of expression, debate and related topics in the classroom.

- Council of Europe Annual Exchanges on the religious dimension of intercultural dialogue

The 2015 Annual Exchange, held in Sarajevo on 2–3 November, was the key source of inspiration for subsequent activities on “safe spaces” in education, discussing issues like the common basic knowledge and understanding that all students need to have about religious beliefs and practices, or the role of religions to promote living together in equal dignity (see hereafter). The 2016 edition was held in Strasbourg on 9-10 November, discussing as an overall theme “The role of education in the prevention of radicalisation leading to terrorism and violent extremism”.

- Democratic schools: safe spaces for all

The initiative, launched following the Sarajevo Exchange on the Religious Dimension of Intercultural Dialogue, to set up a reference document on “shared stories”, has evolved into a project on “safe spaces” and freedom of expression in schools, building also on the experiences and activities around “Signposts”.

This responded to emerging evidence that education professionals in a number of member states consider themselves ill-equipped to navigate difficult discussions among young people relating to issues such as terrorist attacks, conflict in the Middle East, the refugee crisis and, as a consequence, anti-Semitism, Islamophobia and other forms of racism and discrimination. These issues were explored in July 2016 at a round-table with experts and practitioners in Strasbourg, and further developed in the report presented by Mr Francesco Ragazzi at the Council of Europe Conference of the Cyprus Chairmanship of the Committee of Ministers “Securing Democracy through Education” (Nicosia, 22 – 23 March 2017).

In response, and in line with the priorities of the Secretary General (including as set out in his 4th Annual Report), a campaign on “Democratic Schools: Safe Spaces for All” will be launched in November 2018, to coincide with the 10th anniversary of the European Wergeland Centre, who will be implementing it.

The campaign will look at the impact of counter-terrorism legislation/policies on teaching practice and the wider classroom environment as a place to foster debate and freedom of expression. Specific attention will be given to the implementation of the new Reference Framework of Competences for Democratic Culture and of the EDC/HRE Charter at school level and to promoting open debate and dialogue in safe learning environments. In the longer run, the aim of the campaign is to foster the democratic functioning of education institutions and the practice of democracy.

3.2 Prisons

On 2 March 2016, the Committee of Ministers adopted Guidelines for prison and probation services regarding radicalisation and violent extremism. The guidelines provide the general

framework (legal and structural) within which should be organised and carried out the work of prison and probation services in order to prevent and deal with radicalisation and violent extremism.

The guidelines contain three definitions: “radicalisation”, “violent extremism” and “dynamic security”. This is the first time that a Council of Europe text contains such definitions.

The guidelines emphasise that good prison management and fighting overcrowding and bad prison conditions are pre-requisites for good order in prison and for creating a feeling of safety and justice among detainees, which makes them much less prone to radicalisation.

The guidelines underscore the importance of risk and needs assessments of offenders and also the importance of developing special individualised interventions to deal with such risks. Several rules relate to culture and religion in prisons and develop further the standards contained in the European Prison Rules. The concept of “dynamic security” is specifically promoted by the guidelines as well as the role of front-line staff in this respect. The intensive everyday professional contact of well-trained staff with detainees is an important factor in maintaining good order and safety in prisons and in preventing situations of crisis and risk factors like radicalisation.

A Handbook for prison and probation services regarding radicalisation and violent extremism was also prepared in 2016. The Handbook is based on and further develops the standards and principles contained in the Guidelines. It: a) provides in addition practical advice; b) takes stock of the current situation in Europe, c) explains the radicalisation process and who is considered to be a violent extremist, d) suggests specific risk assessment methods to be applied, regime and treatment of such persons by the prison and probation services, how to manage their rehabilitation, the safety and security implications for prisoners and staff; and e) provides specific guidance on how to work with offenders’ families, their close circles and the communities and how to select, train and empower staff dealing with such offenders.

In November 2016, a two-day closed door multilateral meeting was held in Strasbourg, where prison and probation professionals discussed the guidelines and the handbook and exchanged good practice.

The handbook was presented to the Committee of Ministers on 22 March 2017.

3.3 *Internet*

Under this sub-heading are presented actions which, while originating from reflections on the role of the internet, actually cover a larger spectrum of themes, more generally related to media and information society, and to the fight against hate speech, online and offline. This responds to the recognition of the particular, and growing, importance of these aspects in the fight against violent extremism and radicalisation.

- No Hate Speech Movement Campaign

The Council of Europe’s “No Hate Speech Movement” campaign, originally conceived to target hate speech online, was extended, as part of the Action Plan, until 2017 and its scope was enlarged to cover all forms of hate speech, online and offline.

The campaign is based upon human rights education, youth participation and media literacy. At the end of 2017, which marks the conclusion of the Council of Europe co-ordination of the No Hate Speech Movement Campaign, the campaign was active in 44 countries/territories. In the course of the campaign, two support manuals were prepared and widely disseminated: “Bookmarks - combating hate speech through human rights education” (now available in 17 languages with a further 3 under preparation), and “WE CAN!”, the manual for taking action

against hate speech through counter- and alternative narratives (published in 2017, available in English and French, with translations in three other languages in preparation). A website providing detailed information on how to report hate speech, crime and cyber bullying in 19 countries and on 5 social media platforms (the "Hate Speech Watch") were published and progressively developed.

Other relevant figures showing the success of the campaign include: 6 training courses in partnership with Youth Ministries, 11 courses with other institutional and civil society partners reaching 425 multipliers and activists, 6 online and offline action days per year, and a number of other seminars, conferences and awareness-raising events. The Campaign's outreach went beyond Council of Europe member states, for instance in Quebec (Canada) and Morocco and Tunisia. Combating hate speech and extremism was the main theme of the 6th Euro-Arab Youth Forum (Fez, Morocco, 24-29 April), which facilitated connections between activists from European and Arab states. A final Action Day took place on 10 December ("love human rights: everywhere, every time, everybody").

The evaluation of the campaign, including the identification of proposals for follow-up, is ongoing. The campaign brought visibility to the issue, contributing to an increase in its priority on the agenda not only of the Council of Europe but also of member states and of other organisations. In addition to the continued success of "Bookmarks" (which is one of the most downloaded documents from the Council of Europe website), the new "We CAN!" manual has become a reference for youth activists in learning/training methodologies about counter- and alternative narratives, establishing itself within a crowded field as one of the most accessible guides to the response to hate speech. The legacy of the campaign goes well beyond the youth sector, which was the main actor and multiplier. It stimulated, for instance, the ongoing preparation of a Committee of Ministers' recommendation on sexism, and it now constitutes the basis of the Council of Europe agenda on hate speech, to be carried out notably in the area of anti-discrimination, with the active involvement of ECRI. The logo and campaign strapline are widely-known and used (including by other organisations), and also will remain in use after the end of the European campaign.

- No Hate Parliamentary Alliance

The Parliamentary Assembly launched the Alliance in January 2015 in order to raise awareness and encourage co-operation among parliamentarians and civil society against hate speech, racism and intolerance.

The Alliance organised several hearings as well as national and international seminars in co-operation with national parliaments and a thematic conference on "Online hate, conspiracy theories and declining confidence in the media" at the Bundestag at the invitation and with the support of the German authorities. It also reinforced its co-operation with the European Parliament, notably with its Anti-Racism and Diversity Intergroup (ARDI), as well as with the EU Commission and with non-governmental organisations. The action of the Alliance also stimulated the development of initiatives in national parliaments, such as the setting up by the Italian Chamber of Deputies of a Study Committee on intolerance, xenophobia, racism and hate phenomena, to which the Council of Europe contributed at a high level. On 25 January 2017, PACE adopted Resolution 2144 (2017) of 25 January 2017 on Ending cyber-discrimination and online hate, calling *inter alia* for ratification of Convention ETS 185 and Protocol ETS 189. A report on Counter-Narratives to Terrorism (Rapporteur: Mr Liam Byrne, United Kingdom, SOC) is currently under preparation in the PACE Committee on Legal Affairs and Human Rights, and a report on Growing hate speech and the role of political leaders in fighting hate crime: follow-up to ECRI Recommendations (Rapporteur: Ms Elvira Kovács, Serbia, EPP/DC) is being prepared by the PACE Committee on Equality and Non-Discrimination.

- ECRI General Policy Recommendation on Combating Hate Speech

The recommendation was adopted by the ECRI Plenary in December 2015 and officially launched on 21 March 2016 on the occasion of the International Day for the Elimination of Racial Discrimination. It is now translated into eleven languages. The specific recommendations to member states include *inter alia*: encouraging speedy reactions by public figures to hate speech, promoting self-regulation of media, raising awareness of the dangerous consequences of hate speech, withdrawing financial and other support from political parties that actively use hate speech and criminalising its most extreme manifestations, while respecting freedom of expression.

A number of launch events were held to encourage member states and other stakeholders to make full use of this General Policy Recommendation as well as of the new General Policy Recommendation on Safeguarding Irregularly Present Migrants from Discrimination (also adopted in 2016), including events with the Committee of Ministers, the Parliamentary Assembly and various international organisations. ECRI has produced abridged versions of its General Policy Recommendations on combating Hate Speech and on safeguarding irregularly present migrants from discrimination in order to facilitate dissemination to a wider audience.

The adoption of the General Policy Recommendation on Combating Hate Speech has streamlined ECRI findings and recommendations, and has thereby facilitated a more focused monitoring of the phenomenon, which will be continued in the 6th monitoring cycle. Its impact however goes well beyond ECRI's work, insofar as various other Council of Europe bodies have taken on the recommendations and the definition of hate speech proposed in the GPR, thereby contributing to building a more common understanding of hate speech. Moreover, the recommendations contained in the GPR are now one of the main components of a number of co-operation projects already launched or in preparation to assist states in combating hate speech, in co-operation with national and international partners (EU, EEA-Norway Grants, Danida, etc.)

- Media and internet freedom

The Committee of Ministers adopted Recommendation CM/Rec(2016)5 on Internet freedom on 13 April 2016, which includes a set of indicators to evaluate the protection of human rights in the context of surveillance measures, often employed in the fight against terrorism.

The Comparative Study on the law and practice of filtering, blocking and takedown of internet content in the 47 member states, which was prepared by the Swiss Institute of Comparative Law at the initiative of the Secretary General, provides a general picture of the legal frameworks and practices giving rise to restrictions of freedom of expression online, including in connection with the fight against terrorism. Although the picture is very diverse and this regulatory field is quite complex, it is clear that in many cases adequate safeguards for freedom of expression and privacy are often missing. The situation of internet intermediaries has been looked upon in the framework of the elaboration of a draft recommendation on internet intermediaries, that was adopted by the Committee of Ministers in early 2018. In connection with this topic, on 13 October 2017 a conference on "Internet Freedom: The Role and Responsibilities of Internet Intermediaries" was held in Vienna, by the Council of Europe and the OSCE. Among other things, the conference discussed intermediaries' liability for third party content, and the ways to address the increase in illegal content and activity online, including terrorism-related content.

On 19 June 2017 a "Colloquium on the role of media actors in confronting terrorism" was organised in Strasbourg. The colloquium brought together media actors and other relevant stakeholders, such as audio-visual regulatory bodies, media self-regulatory bodies, government representatives, civil society representatives and academics to look at dilemmas and challenges faced by media professionals covering terrorist acts. The participants exchanged experiences,

presented case studies and discussed ways to reinforce collective commitment to keep the public informed without contributing unduly to the impact of terrorism.

The CODEXTER held a first thematic debate on terrorism and the Internet on 16-17 November 2016. As a follow-up to the signature of an exchange of letters between the Secretary General of the Council of Europe and leading technology firms and associations in November 2017, the CDCT (the successor committee to the CODEXTER as of 1 January 2018) will regularly invite representatives of companies and associations to discuss issues related to terrorism and the internet.

- Safety of Journalists

Following a High-level Conference on “Freedom of expression: still a pre-condition for democracy?” which took place in Strasbourg in October 2015, the Steering Committee on Media and Information Society (CDMSI) held a workshop in June 2016 on the topic of safety of journalists, combined with presentation and discussion of the internet-based Platform to promote the protection of journalism and safety of journalists, and a reflection on how to implement the 2016 recommendation of the Committee of Ministers on the protection of journalism and safety of journalists and other media actors. The protection of the confidentiality of journalists’ sources, in conjunction with surveillance measures envisaged in anti-terrorism legislation of member states, was one of the issues discussed.

The Platform to promote the protection of journalism and safety of journalists became operational in April 2015. Its primary focus is the conduct of governments in ensuring the conditions for the freedom of expression and not unduly interfering in its exercise – which includes the responsibility of governments to protect journalists from extremist threats. The Platform’s activity also contributes to the respect of the principle of proportionality in case of restrictions to freedom of expression in the context of the fight against terrorism. As of the end of November 2017 it recorded 360 alerts from 37 member states, about what the partner organisations perceived as serious threats against journalists and media in the CoE member states. The alerts are published on the Platform, sent to the member state in question and also to the relevant CoE bodies (SG, Human Rights Commissioner and the PACE), who decide on possible follow up within their mandates.

4. Other Council of Europe events and supporting initiatives:

Supporting initiatives carried out during this biennium, and which served either to exchange views and good practices or as source of inspiration for further work include:

- The High-level conference on “Tolerance Trumps Hate”, held on 8 May 2015, has been pivotal in producing recommendations which were then taken into account in the 2016-2017 programme of the No Hate Speech Movement Campaign, notably with respect to the need to work on counter- and alternative narratives.
- One of the sessions of the High Level Conference to Launch the Council of Europe Strategy on the Rights of the Child (Sofia, 5-6 April 2016) was devoted to “Radicalisation of children: finding the rights-based approach”.
- The fifth edition of the annual World Forum for Democracy took place in Strasbourg on 7-9 November 2016, entitled “Democracy and equality – does education matter?”. On this occasion, over 150 speakers offered perspectives on two key questions: firstly on the role of education in creating, shaping and strengthening democracy and, secondly, in helping to reduce inequalities.

- In the context of the Council of Europe Strategy for the Rights of the Child (2016-2021), the Children's Rights Division and the Parliamentary Assembly organised jointly with Wilton Park an international conference on 9-11 November 2016 focusing on "Protecting children from violence: next steps for effective strategies". The event brought together 50 parliamentarians and senior stakeholders at local, regional, national and international level from 18 countries, included a specific session devoted to policies and strategies to safeguard children from radicalisation and violent extremism leading to terrorism.
- A seminar was organised by the Partial Agreement on Youth Mobility through the Youth Card in January 2017 in Nicosia on the "prevention of violent extremism and radicalisation among young people through the youth card". The results have been published in a compendium of good practices. In addition, in December 2017, a manual on "the role of youth information in the prevention of violent extremism" was published by the European Youth Information and Counselling Agency (ERYICA), in the framework of its co-operation agreement with the Council of Europe. The two-year project aimed to analyse and understand the motives behind violent extremism among young people across Europe, and the preventive role that youth information and counselling services may play. A practical manual to help young people to develop critical thinking skills was produced for use by professionals who come into contact with young people (youth [information] workers, teachers, social workers, youth organisations, etc.).

5. Follow-up

Many of the activities of the Action Plan will have their impact in 2018 and beyond.

The recommendations prepared for the Committee of Ministers should be adopted, member states will benefit from their guidance and later on, as is the case with other CM Recommendations, the European Court of Human Rights may use them for reference in developing its jurisprudence.

The promotion of the relevant legal instruments will bring more signatures and ratifications, thus increasing the homogeneity of the European legal space and improving the efficiency of international co-operation to prevent radicalisation leading to terrorism.

The action to facilitate implementation of the new Framework of Competences for Democratic Culture will provide context for new activities, as will the experience gained from the No Hate Speech Movement Campaign.

The Committee of Ministers has mandated the Committee on Counter-terrorism (CDCT – replacing the CODEXTER) to elaborate and oversee the implementation, in close co-operation with the relevant Council of Europe committees, of a Council of Europe counter-terrorism strategy for the period 2018-2022 focusing on prevention, prosecution and protection.

Council of Europe activities on fighting violent extremism and radicalisation leading to terrorism are now mainstreamed throughout the Programme of Activities. Specific activities foreseen in the next biennium include the following:

Title of the Action	Description	Expected results	Performance indicators (per each expected result)	Timeline	Budget	MAE/Service responsible
Reinforcing the international legal and operational framework against terrorism and violent extremism						
Development of a system for establishing a common set of indicators for assessing the risk that a terrorist attack may be carried out by radicalised individuals	Terrorists actually acting alone in the preparation and execution of an attack, or terrorist cells making use of the tactics normally adopted by terrorists acting alone, constitute a significant percentage of the recent terrorist attacks committed in Europe. Though many of the perpetrators have been known to the security authorities prior to the attack, the vast majority of them have not been considered to pose an imminent threat. Given the change in terrorist tactics by Jihadist groups from using explosives to using everyday implements such as knives and vehicles, it is time to revisit the indicators used by police and intelligence services to assess the risk posed by individuals known to be radicalised. A commonly agreed and shared set of risk indicators would constitute a major overall improvement for member states at the pan-European level.	The development of a common set of risk indicators for CoE member states.	A common set of risk indicators for CoE member states is developed by the CDCT.	2018 -2019	Ordinary Budget (OB)	DG I – Action against Crime Department
Self-radicalisation and the role of the internet in terrorism	Self-radicalisation through accessing propaganda material on the internet, in particular via social media, is a potent force multiplier for terrorist organisations such as Al-Qaida (and its various affiliates) and Daesh in their recruitment efforts. The formulation of a pan-European policy on how to deal with this problem while respecting human rights, including the freedom of expression, is required. To this end, it is also of importance to involve the internet industry in identifying possible problem areas and solutions. This can, inter alia, be done by inviting Industry representatives to participate in relevant parts of meetings of the CDCT, making use of the newly signed agreements between the CoE and a number of Internet companies and industry representatives.	The development of a pan-European policy on how to counter self-radicalisation through the internet.	A pan-European policy on how to counter self-radicalisation through the internet is developed by the CDCT in consultation with internet industry representatives.	2018 -	OB	DG I – Action against Crime Department

<p>Conference on the roles of women and children in terrorism</p>	<p>With the fall of the "caliphate" established by Daesh in areas of Syria and Iraq, more foreign terrorist fighters are expected to return to Europe. Some of them are women and some (both men and women) are below the age of 18. In addition, a number of foreign terrorist fighters have brought with them to the Middle East their families, which may also now be expected to return. Establishing how best to deal with, in particular, women and children who have been with (or participated in) Daesh is a high priority for European States. The conference should focus on two topics: The role of women in the prevention of terrorism and the role of women and children in the commission of terrorist offences.</p>	<p>The development of a set of guidelines or a draft recommendation on women and children in terrorism on the basis of the outcome of the conference.</p>	<p>A set of guidelines or a draft recommendation on women and children in terrorism is developed by the CDCT in coordination and cooperation with other relevant steering committees.</p>	<p>Conference to be held in 2019. Work on guidelines/ recommendation 2019 - 2020.</p>	<p>OB</p>	<p>DG I – Action against Crime Department</p>
<p>Workshop on the protection of victims of terrorist acts</p>	<p>Following the adoption by the CM on 19 May 2017 of the revised Guidelines of the Council of Europe for the protection of victims of terrorist acts, the Steering Committee for Human Rights (CDDH) envisaged to hold a practical workshop in 2018 or 2019 involving also the civil society, in view to find the best ways and means to improve the situation of victims of terrorist acts in member states, The workshop could also help to ensure the visibility of this instrument.</p>	<p>To encourage all member states to incorporate the orientation given by the revised guidelines into their legal and administrative domestic order, including in particular:</p> <ul style="list-style-type: none"> - emergency assistance; - medical, psychological and social help; - information of victims; - access to justice; - compensation 	<p>* All member states evaluate their legal and administrative framework of protection of victims of terrorist acts in light of the basic standards of the revised guidelines,</p> <p>* All member states inform the CDDH on the results of such analysis and at least 10 member states provide examples of good practices well as on possible good practices in this field,</p> <p>* At least 10 member states indicate that they have improved their legal and administrative framework concerning the protection of victims of terrorist acts in light of the basic standards of the revised Guidelines. 24 member states have given special status to victims of terrorist attacks, which leads to a measurable compensation.</p> <p>* 35 member states have set up information points for victims giving specific, timely and truthful information about their rights and procedures to be followed.</p>	<p>by 2019</p>	<p>OB</p>	<p>DG1 / Human Rights Policy and Co-operation Department</p>

<p>Develop and disseminate specific training material for justice practitioners to prevent and fight radicalisation</p>	<p>The proposed course will include the development of a module on gathering and use of evidence in terrorism cases.</p> <p>The proposal will mainly focus on:</p> <ul style="list-style-type: none"> - Design of a new HELP course on prevention of radicalisation - 1 Training-of-trainers on HELP methodology and course on RP - Launching of courses in EU countries targeting 180 judges, prosecutors, prison and probation officers in EU countries most affected by terrorism/radicalisation (i.e. Austria, Belgium, Germany, Spain, France, Ireland, the Netherlands). - 3 European Seminars for mutual learning, exchange of good practices and co-operation for an average of 60 people each seminar. 	<p>Development of a new HELP course on Radicalisation Prevention and 4 national adaptations</p> <ul style="list-style-type: none"> - Basic module(s) (for all) for consistency and cross-profession - Specific modules for prosecutors and judges - Module on prison oversight - Module on gathering and use of evidence in counter-terrorism cases) - Prisons and probation staff 	<p>HELP course on Radicalisation Prevention (RP) in ENG and 4 EU languages available at the HELP online platform in Autumn 2018</p> <p>10 HELP-certified trainers, out of which at least 4 will tutor the HELP course on RP in EU countries</p> <p>At least 180 participants (mainly judges, prosecutors, prison and/of probation staff) take part in HELP courses</p> <p>At least 180 participants participate in total in the 3 seminars organised under the EU-funded HELP Radicalisation Prevention project (on exchanges on risk assessment tools; implementation of de-radicalisation actions; best practices; counselling and development of counter-narratives)</p> <p>3 reports on conclusions of the Seminars disseminated among participants and published in CoE/HELP website</p>	<p>24 months starting in October 2017</p>	<p>EB (secured)</p>	<p>DG1 / Human Rights Policy and Co-operation Department</p>
Preventing radicalisation through education and fight against discrimination and hate speech						
<p>Promoting democracy through education - specifically democratic culture</p>	<p>Implementing the Reference Framework of Competences for Democratic Culture, including through a wider education campaign promoting democracy through education, and ensuring that such competences are developed for use both on- and off-line</p>	<p>Member states develop policies favouring the development of competences for life in democracy in and through formal education</p>	<p>30 strategies and associated thematic analyses for effective implementation of CDC in education systems; high level of commitment from member states towards implementing the Digital Citizenship Education policy framework; 100 institutions involved in the campaign</p>	<p>by end 2019</p>	<p>OB</p>	<p>DGII / Education Department</p>
<p>Production of abridged version of ECRI General Policy Recommendation (GPR) on Combating racism while fighting terrorism</p>	<p>Production and distribution, including translation in non-official languages of the CoE, of an abridged version of ECRI GPR for the large public about the issue of combating racism while fighting terrorism</p>	<p>Abridged versions of this ECRI GPR with its simple language and attractive design aim to help raise public awareness about issues related to racism and racial discrimination and ways of preventing and combating them particularly in time of fight against terrorism</p>	<p>Number of events where this publication was used; number of hits downloading the material from ECRI's dedicated web page ; number of translations in non-official CoE languages</p>	<p>2018</p>	<p>OB</p>	<p>DG II – Anti-discrimination Dept.</p>

<p>ECRI annual seminar with national Equality Bodies (EBs)</p>	<p>The seminar will focus on developing synergies with and among EBs based on good practices to combat hate speech: a session will be dedicated to good examples of research and data collection on hate speech, which should not be limited to recording complaints against hate speech but also seek to establish the consequences of this use for minority groups, particularly as regards the possibility of them feeling isolation, withdrawing from society and embracing extremism theories.</p>	<p>Collection of good practice to be shared on fighting hate speech by EBs will develop synergies with and among EBs thus raising their effectiveness</p>	<p>Number of participants in the event ; Number of Heads of Institutions and countries represented in the event; Number of positive assessments reported in the evaluation forms</p>	<p>2018</p>	<p>OB</p>	<p>DG II – Anti-discrimination Dept.</p>
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