



RAD2CITIZEN

Conference

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Toulouse

Synthesis



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Programme

6 July 2021

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 Jean-Luc MOUDENC
 Mayor of Toulouse
 President of Toulouse Métropole

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 Mathieu ORSI
 Policy Officer
 DG HOME - Prevention of Radicalisation
 European Commission

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Morning

Opening speech (extract)

Jean- Luc MOUDENC, Mayor of Toulouse - President of Toulouse Métropole

This conference is organised in the framework of the project "Rad2Citizen: Extremism, Radicalisation and Citizenship" co-funded by the European Commission's Internal Security Fund.

European cities are confronted with the rise of violent radicalisms that challenge the values of convergence and living together that are common to all European countries.

In recent years, Toulouse and various French and European cities have suffered tragic events. Faced with these phenomena, several partners have joined forces in a common approach in order to work across the board and prevent the different types of violent radicalism.

Introductory remarks (extract)

Mathieu ORSI, Policy Officer - DG HOME - European Commission

EU action on the prevention of radicalisation has been part of a number of development policies for about 10 years.

The EU's approach is based on 3 principles:

- a holistic and multidisciplinary approach to society,
- strengthening social cohesion, inclusion and integration,
- encouraging active citizenship, democratic values and fundamental rights.

Within the EU, the Member States are responsible for preventing and combating terrorism and violent extremism. Since 2005 and the EU Counter-Terrorism Strategy of 2005, the particular added value of action at EU level has been increasingly recognised:

- the convening power of the EU to pool relevant expertise, experience and best practice across the EU,
- the opportunity to develop joint capacities and closer collaboration with international partners.

General presentation of the project :

Isabelle MARTINEZ, Rad2Citizen project manager - Toulouse Métropole

The European project "Rad2Citizen: Extremism, Radicalisation and Citizenship" is co-financed by the European Commission. This project had an initial duration of 2 years, but due to the particular health crisis, it has been extended by 9 months and will end in September 2022.

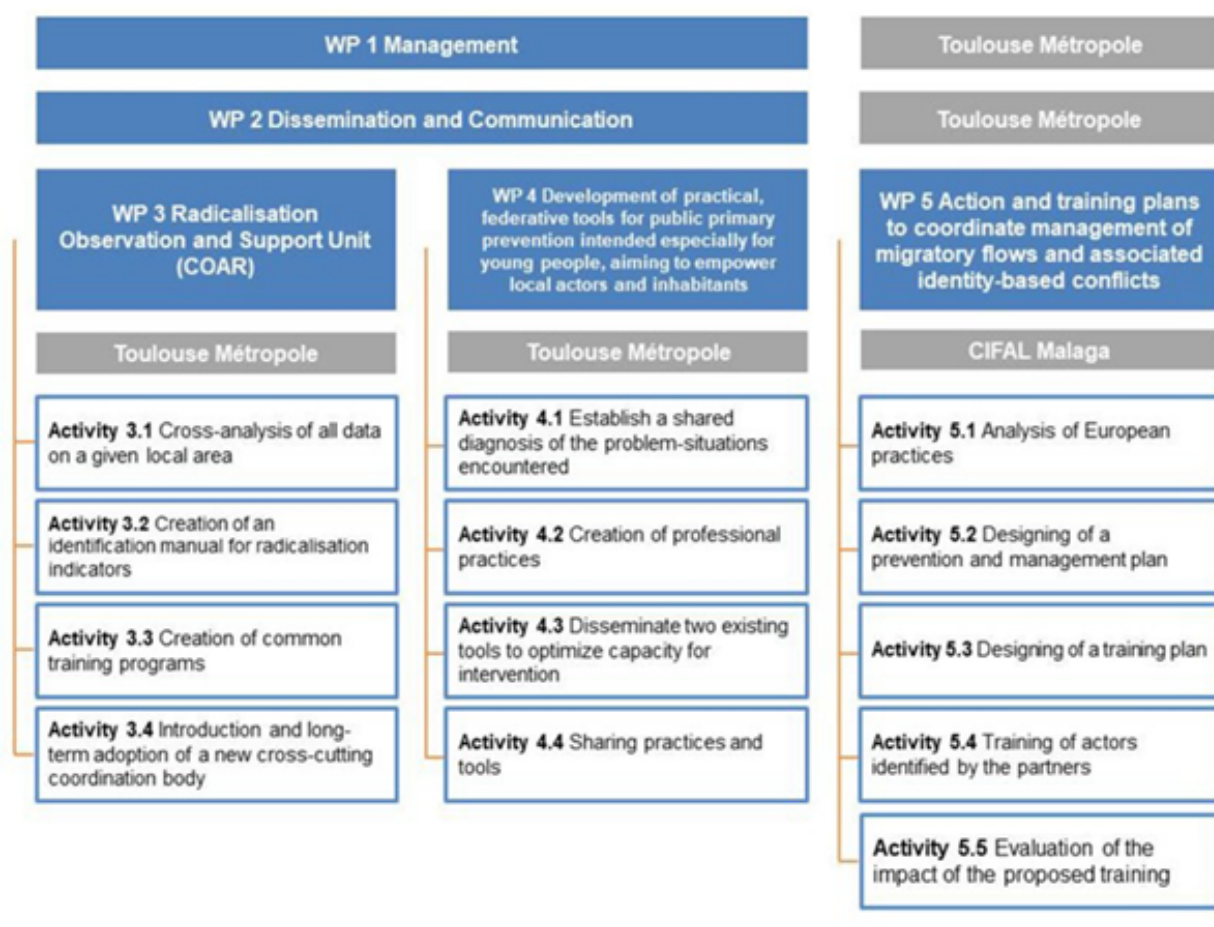
The Rad2Citizen project aims to prevent radicalisation as well as the different forms of extremism and the violence associated to them, by establishing a partnership between the city of Malaga (Spain), the association CIFAL-MÁLAGA, the University of Applied Social Sciences of Salzburg (Austria) and the HEMEA Institute (Greece) and led by Toulouse Métropole.

The project approach is based on the following principles:

- Taking into account the coexistence of different forms of violent extremism in the territories concerned at the level of Toulouse Métropole ;
- Co-producing shared and assessable actions to promote social cohesion and access to rights to citizens in the territory
- Understanding the articulations and dynamics of violent extremism.

The project has two main objectives on a European scale:

- Sharing knowledge and skills,
- Creating a common culture on the prevention of violent extremism.



Presentation of Work Package 3 and its progress

Romain BERTRAND, WP3 referent - Toulouse Métropole

The main objective of work package 3, is to produce a metropolitan-wide analysis of radical trends in a format that allows easy transmission in order to train local actors and strengthen the local prevention network.

As a first step, a common definition of the terms radicalisation and extremism was developed within the consortium. We chose to reverse the common expression "violent radicalisation (or extremism)" into "radical forms of violence", i.e. forms of violence that are based on socialisation processes. We agreed that extremism and radical forms are closely related to the positions taken by citizens towards democracy and the way it is experienced by the inhabitants.

For the analysis of the territories, we have established a mixed methodology. It takes into account both quantitative data and the experiences of local actors collected during individual and group interviews, both analysed in collaboration with the Salzburg University of Applied Sciences Training programmes will be offered to frontline practitioners and elected officials. Part of the training will be done online.

The final objective of WP3 is the creation of a coordination entity that could connect the most important local actors of the territory in order to foster the prevention of radicalisation.

Heiko BERNER, Researcher - Salzburg University of Applied Sciences

The approach chosen in the framework of the project for the analysis of territories is closely linked to the definition of social cohesion. We take social cohesion as a concept that allows us to evaluate the living conditions in the territories analysed. This analysis then allows us to determine the strengths and weaknesses of the different territories in terms of social cohesion.

We have chosen a set of factors for our analysis. It includes statistical data on the perceptions and attitudes of different stakeholder groups in the territories.

To date, our analyses show above all that there is no direct link between violence and poverty, or violence and QPU territories. The comparison between En Jacca and Tournefeuille (municipalities near Toulouse, Haute Garonne) is an example of this, since the crime rates are comparable there while the income of the inhabitants is much lower in En Jacca. These results should be taken with caution, however, as the forms of crime could not be specified.

With regard to the indicators related to education. We cannot make a direct link between the level of education in a territory and the level of household income, let alone with a level of social cohesion.

In short, it is only by developing a multifactorial approach and paying attention to subjective and qualitative data that we will be able to better understand the logics of territory and the links between indicators and social cohesion.

Presentation of Work Package 4 and its progress

Lola ROUZÉ, WP4 referent - Toulouse Métropole

One of the objectives of the WP4 is the development of tools for the prevention of extremism in the field of specialised prevention in collaboration with the relevant actors.

We will start from an analysis and a shared diagnosis of the problem situations encountered by professionals in the territories. Primary prevention tools will be formalised and then disseminated on a metropolitan scale through various training programmes.

At the level of our European partners, we will also adapt the tools to a European context. A sharing of tools and training of trainers are also planned.

For the moment, we have started to work on the development of a table on secularism and access to rights, an approach based on the use of social networks by young people and socio-educational professionals and the production of a film.

Presentation of Work Package 5 and its progress

Santiago ESPELETA - Security Specialist - CIFAL MALAGA

The main objective of WP5 is to contribute to establishing a balance between migrants' original cultural identities and a sense of belonging to their host community.

This working group is led by CIFAL-MALAGA in collaboration with the City of Malaga, which already has a great deal of expertise in the implementation of the "Plan for the reinforcement of conviviality and prevention of radicalisation".

Five activities are planned in the framework of this working group. The first activity concerns the analysis of European practices in the field of identity conflicts and migratory flows. Initially, we will analyse the practices of the consortium partners, and then this analysis will be extended to the European and international levels thanks to the benchmark carried out by a consultancy firm.

The second activity concerns the design of a plan for the prevention and management of migratory flows and identity conflicts. A first working group was launched in May with the institutions and actors that contributed to the first plan designed by the City of Malaga. These working groups will be expanded later on. Following the design of this plan, a training programme will be developed to train all partners. Once the actors have been trained, an evaluation will be carried out.

Training programme in the framework of WP5

Luis MACUA- Security Specialist - CIFAL MALAGA

CIFAL-MALAGA already has extensive experience in designing training programmes. In 2019, three trainings were delivered on the prevention of radicalisation. In 2020, due to the health crisis, another three trainings were delivered online on cybersecurity, terrorism, radicalisation and organised crime and the challenges of migration during COVID-19

This experience will be used for the project. At least 4 training activities will be carried out during the project. CIFAL MALAGA will provide all entities participating in this activity with the necessary support to carry out their training.

Afternoon

Round Table 1 - Perspectives on violent extremism prevention strategies

Why a round table ?

The development and implementation of prevention strategies requires a high level of understanding of the concrete phenomena that occur in a given territory. It also implies a capacity for coordination in a multi-institutional context. Making these plans work and evaluating their impact are central concerns for the stakeholders. This round table was an opportunity to discuss the issues related to the management of prevention programmes and strategies.

Moderator:

Romain Bertrand, WP3 referent - Toulouse Métropole

The Guests:

- In his introduction, Mr ORSI wished to emphasise the European Commission's supportive role. Support to the Member States as well as to the actors of the prevention of radicalisation. After recalling the Commission's involvement in several of the projects represented here (RAN, DARE, Rad2Citizen...), he also welcomed the inclusion of Rad2Citizen in a more global progression in terms of prevention strategies.



This was followed by a presentation by:

- **Manuel MOYANO**, Professor of Psychology at the University of Cordoba and member of the European Network for the Prevention of Radicalisation (RAN). Mr. Moyano has been involved in advising and coordinating strategies for the Spanish Ministry of Education and the Government of Andalusia.
- **Policy Officer at the Interministerial Committee for the Prevention of Delinquency and Radicalisation (CIPDR)**. Research and International Issues. She coordinates national and territorial action on these issues.
- **Triantafyllos KARATRANTOS** is a senior advisor on radicalisation, organised crime, terrorism and prevention policies at the Centre for Security Studies of the Greek Ministry of Interior (KEMEA). He also conducts research at the Kapodistrian University of Athens.
- **Alexandra POLI** is a CNRS research fellow (France), at the CEMS laboratory, her work focuses on discrimination and Islam. She coordinates the French part of the DARE project (Dialogue about Radicalisation and Equality), a project funded by Horizon 2020 on different forms of radicalisation and their articulation at the European level.



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The questions:

1 The role of institutions in preventing radicalisation

Each of the guests was able to describe the role of the institution they came to represent and thus provide a range of possibilities for the development, implementation and monitoring of prevention policies.

- The **CIPDR (France)** returned to its role in developing national prevention plans, and their implementation in 2014, 2016 and 2018. In particular, our guest explained the way in which each plan came to reflect national concerns at the time of its publication: from departures to the Iraqi-Syrian zone to the care of returning minors, via the training of traditional prevention actors at local level. She also described the evolution of counter-discourse practices to reach the "grey zone" of people likely to be receptive to hate speech and violence.
Elle est également revenue sur l'évolution des pratiques de contre-discours pour toucher la « zone grise » des personnes susceptibles d'être réceptives aux discours de haine et de violence.
- **HEMERA (Greece)** is a practitioner and policy support organisation and an official think tank of the Ministry of Interior. It was created to support the police and other services involved in security planning. To this end, different axes are developed: training, testing and evaluation of different technical solutions. The centre pays particular attention to including professionals in contact with the target public in the research and training process. Finally, it is involved in several national and international projects.
- **Alexandra POLI (France)** insisted on the co-construction of knowledge in the framework of empirical work. After presenting the DARE project and its three main axes (evaluation of knowledge, collection of empirical data, creation of tools for practitioners), she insisted on the necessary efforts to synchronise the temporalities of research and decision-making. Finally, she returned to the lack of consensus in the definition of the terms we are dealing with and the importance of matching them to practical situations by diversifying the ways in which research is reported.
- **Manuel MOYANO (Spain)** spoke about European networking as a prevention strategy operated by the European Network for the Prevention of Radicalisation (RAN). The role of this networking is threefold: to provide a framework of legitimacy and institutional support, to offer technical advice, if possible based on scientific evidence, and to connect professionals and authorities to cooperate. RAN organises a number of thematic working groups for frontline practitioners to share their extensive knowledge, first-hand experience and approaches with each other, and to evaluate each other's work. RAN also produces a series of publications, shared with its network of frontline practitioners, which highlight the lessons learned, ideas and recommendations from the working group meetings, and consolidate RAN's knowledge and expertise.

2 Ways of defining phenomena and target audiences for prevention

- **RAN** focuses on all extremisms. In addition to the jihadist threat, we should not underestimate the growing social polarisation in many countries and the eruption of different types of populist social movements (conspiracy theorists, incels...). Political extremism has also increased significantly in the West. In addition, the COVID-19 pandemic has intensified certain trends that have been present in our societies for years. Training and cohesion-building initiatives are resources we can use to anticipate scenarios where polarisation, division and violent confrontation will emerge. The radicalisation of one group can also foster the radicalisation of another group, so that both become radicalised in parallel.

- In Greece, the focus is on extreme left-wing terrorism but, as a scientific organisation, **HEMEA** conducts research on all forms of radicalisation and extremist ideologies. Compared to France, Islamist radicalisation is not a serious threat to the country at the moment. However, in recent years, Greece has been used as a transit country by individuals travelling to and from conflict zones with 'unclear motives', as our country is in close geographical proximity to countries that 'export' radicalism.
- On the question of definition, the **CIPDR** stresses that, even if there is no official definition of radicalisation, there are generally three dimensions: the processual dimension, the ideology factor, the propensity or willingness to resort to violence. Concerning the forms of radicalisation, public prevention policy is essentially aimed at the prevention of radical Islam. However, primary prevention actions, living together, and counter discourse are tools that aim to fight against societal polarisation and de facto fight against radicalisation linked to the extreme right and left, knowing that conspiracy theorists, for example, are not the exclusive preserve of radical Islam.
- The **DARE (Dialogue about Radicalisation and Equality)** project compares two broad sets of radical ideologies, those claiming to be radical Islam and those claiming to be anti-Islam. This comparative lens aims, among other things, to explore, in a broad way, the consequences of recent debates on radicalisation in different societies and to highlight the historicity of the uses of the term itself to depict all kinds of phenomena. In the case of radicalisation linked to Islam, it is the act that essentially shapes the criteria for vigilance, whereas in the case of radicalisation that we will call extreme right-wing, it is the propagation and generalisation of ideas that are the main issues. The focus of this research is on radicalisation environments that can inhibit and limit violence as well as incite and exacerbate it.

3 International and multi-institutional coordination: what links ?

- For **DARE**, each partner brings its skills and expertise to one of the programme's axes. The question leads to distinguish different work trees which are played out at several levels: European, national and local. The first phase of the programme gave rise to a very strong involvement in the French field through the partnership with the prison administration. This commitment is also deployed at the national level through the creation of a "national stakeholder group" which brings together institutional and scientific actors representing the fields of investigation, networks constituted around the theme of radicalisation and actors from civil society. The main axis of coordination with European partners is the comparison work, which requires specific rigour in the collection of material and analysis in order to be able to compare the data between very diverse national contexts, particularly in terms of their history and political culture.
- **RAN** is structured around nine thematic working groups, led by a steering committee chaired by the European Commission. In the context of RAN, some current initiatives could be mentioned. The RAN YOUNG platform, which aims to give young people a voice in the field of prevention and countering violent extremism (P/CVE) and the opportunity to insert the youth perspective in our network of frontline practitioners. RAN Ambassadors whose main role is to promote the work of RAN at national level.

They engage, inspire and support national frontline practitioners who work with people at risk of radicalisation and those who have been radicalised on a daily basis. Based in 10 EU Member States, they are the bridge between activities at European and national level. The Civil Society Empowerment Programme supports grassroots organisations. More than 200 inspiring practices are included in the RAN database, which is a testimony to the progress made in the field of P/CVE.

- By its nature, **HEMEA** is a nationwide organisation, supporting research in a variety of sectors and working towards its successful dissemination. It is a multi-institutional approach, both in terms of public and private institutions. Another important work of HEMEA is the participation in different networks. In 2015 and 2019, it represented Greece in the RAN.
- The main partners of the **CIPDR** are the departmental prefectures since reports of radicalisation are assessed at departmental level. The second level of partnership is with other ministries, since many ministries are members of the CIPDR. There are also more sectoral partnerships, for example for returning minors. Finally, at the international level the CIPDR has many bilateral partners. At the European level, the CIPDR is the French contact point for the RAN.

Round Table 2 - Professional insights on support of violent radicalism situations

Why a round table ?

The pathways to violent radicalism in which a person may be involved are varied. So are the secondary and tertiary prevention supports that this person may be subject to. This round table aims to compare the different preventive practices in situations of violent radicalism.

Moderator:

Lola ROUZÉ, WP4 referent - Toulouse Métropole

The Guests:

- **Françoise PASSUELLO**, Director of France Victimes 31.
- **Džemal ŠIBLJAKOVIĆ**, Director of a Muslim chaplaincy in a prison in Austria and collaborator of "TURN - institution against violence and extremism".
- **Tristan RENARD**, Sociologist and Coordinator of CRESAM (Mental health resource centre for the prevention of radicalisation processes) at the Hôpital Marchand in Toulouse and **Doctor Aniko SAGODI**, psychiatrist member of CRESAM.
- **Head of department of an association** involved in child protection, delinquency prevention and professional integration.



The questions:

1 How do you support or supervise situations or victims of violent radicalism Through what actions ?

- **Françoise PASSUELLO**: The association supports various victims of violent radicalism, e.g. direct victims of the attacks; intra-family violence, particularly linked to very extreme religious practices. Often, they are within the legal framework of the offence, received like other victims but with a specificity in terms of support linked to the family or the attacks.
- **Tristan RENARD**: CRESAM Occitanie does not provide direct care but supervises situations of violent radicalism brought by professionals from the medico-social field, the prison administration, social work, etc. in connection with mental health issues. The situations may concern people in custody, under common law and possibly "radicalised", minors returning from Iraqi-Syrian zones in terms of trauma. Professionals are reassured by the supervision offered by CRESAM (understanding the legal framework, the role of the actors and their coordination, answering questions about patients, problems of access to common law, work on professional postures and situation analysis groups).

- **Džemal ŠIBLJAKOVIĆ:**

IGGO - These are Islamic religious authorities in Austria who work together with other communities (schools, mosques, associations) to combat terrorism in practice (e.g. training of teachers, imams, linking institutions through counselling, information). Information to people so that they do not turn to malicious groups. They implement campaigns for minorities, including Muslims.

TURN - Approach in relation to young people who have come out of prison or who have adhered to an extreme ideology (e.g. Daech), with an inclusive and participatory approach, (e.g. telling their story through interviews and thus making them change their mind and, for those who have come out of the ideology, sharing their story with those for whom this is not the case, notably through videos on Instagram that have the same visual identity as the ideology in question)

- **Head of service of a specialised prevention association:** Individual and collective accompaniment of young people reported and their families (systemic approach), on the basis of free adhesion. There is first an analysis of the situation and then a possible contact with the family and the young person, who can be followed up, with his or her agreement, through various activities (e.g. cooking workshops, sports). The prevention of violent radicalism is achieved through training of officers who can detect signals and analyse profiles and make them feel integrated in society.

2 How far should we go in the relationship ? How far back in the relationship (emotions, empathy... ?

- **Françoise PASSUELLO:** France Victimes meets few victims of religious radicalisation and only victims, not perpetrators. No limits in the relationship. The support must be adapted to the specificity of the radicalisation in question, and we work in partnership with other professionals. Victims of terrorist attacks have many questions about what led someone to carry out the attack and why it affected them. In this case, the association refers them to other professionals.
- **Džemal ŠIBLJAKOVIĆ:** We work most often with young men in prison and the challenge is to keep a stable and healthy relationship, which is difficult for them, even more so in prison. We go to prison very often but we are not funded by the state. A relationship of trust is established with the prisoners thanks to the confidentiality of our exchanges.
- **Tristan RENARD:** In an emergency situation, when something happens, the professional can lift medical confidentiality. What counts is ethics and respect for confidentiality, but this is regularly undermined, particularly by the media. The aim is to create a framework in which people feel confident to seek care, without making up for the lack of access to ordinary law; and also to set up a network of actors so that they can meet and trust each other.
- **Head of service of a specialised prevention association:** Specialised educators go very far in their relationship with young people, into their intimacy, their history, particularly their family history, their trauma. This requires great flexibility, the ability to listen (sometimes to very violent discourse), clarity on the part of the professional about his or her position, and training. Initially, only radicalisation was taken into account. In a second phase, we considered violent extremism, including drug dealing. The limit in our relationship with young people is set by article 375 of the civil code^[1] concerning the safety of professionals. This includes meetings outside the premises and the neutral position and support of the institution.

[1] https://www.legifrance.gouv.fr/codes/article_lc/LEGIARTI000032207495/

3 How do you supervise or support people or victims with a mental disorder, impaired judgement or strong emotional trauma ?

- **Françoise PASSUELLO:** Professionals, especially psychologists, are trained for this. It is more a question of post-traumatic stress than a lack of discernment for the victims. The objective is to distinguish it from what caused it in order to avoid somatisation. We do not encounter any specific difficulties in terms of accompanying victims, as each professional works in conjunction with the others.
- **Džemal ŠIBLJAKOVIĆ:** IGGO and TURŃ have in common that they consider each person to be the expert of his/her own needs, even if what he/she says sounds strange to professionals. This gives a solid basis for the relationship with the person who is recognised as credible and listened to and can clearly express their needs. A good network is also necessary in the prevention of radicalism. We work with different actors. When we redirect people to other actors, the trust that the person has placed in us is also transmitted to these actors. For the past fifteen years, the associations have had the opposite approach. Indeed, they give the impression that they have the solution to everything and they receive funding for this.
- **Aniko SAGODI:** Mental health disorder refers to mental pathologies (melancholy, personality disorder...) and to what normality is, the way we approach it. Terrorists, including in the media, are portrayed as having a mental disorder when this is rare. However, people with a psychiatric disorder are 25 times more likely to be victims of violence than others. When we don't understand something we tend to associate it with madness, mental disorder. They do something crazy (e.g. bombing) but are rarely crazy. There is no direct causality between the mental disorder and the performance of a violent act.
There are symptoms that predispose to violence (e.g. paranoia, desire to correct injustices, etc.) and the challenge is to identify these sufferings and ruptures in an individualised manner.
- **Head of service of a specialised prevention association:** Team work is organised on this subject. The alteration of discernment has an impact on mental health and limits our support. The educators will then try to raise doubts, understand how the person got there, what their memories are, how another person could have influenced them (e.g. through a trip to the theatre). This takes a lot of time.
- **Question to Džemal ŠIBLJAKOVIĆ:** Regarding the campaign of counter-speech videos on Instagram and Youtube. Some people were saying in the comments of the videos that they must have been expensive and therefore that the government funded them, which was not the case. How was the public reached despite this issue?
We wanted to be very transparent about this by putting the origin of the grants in the description and in the video, to show that they were not funded by the intelligence and that we were not passing on any information to them. This has more or less worked, especially on the part of those who are taking the opposite approach. We do online targeting to reach our target audience as much as possible (e.g. hashtags - the same ones they are acting against but with completely different video content; paying to appear when certain keywords are inserted).

4 The issue of maintaining the link between the person being supported and the professional.

- **CRESAM:** By addressing radicalities, it helps to put things in perspective and vary the points of view. This is the aim of CRESAM, the supervision of situations, but also to avoid the segmentation of paths.
- **Specialised prevention association:** People may have experienced a break-up in their lives, or a mental health problem, so if we keep this link it may be the only one left. This link will allow the person to regain a taste for life, to meet friends... This link is their main thread, however small it may be, through Snapchat, for example. It is also a way for young people to ask for help from educators. The stakes can be high, as is the security of the country.
- **France Victimes 31:** We follow the rhythm of the victims and we are at their disposal and they know it. The link is never really broken. The link can be interrupted, more than broken, in terms of psychological support, but in this case we take over with another partner because we don't have the solution to all the problems alone. This is the importance of networks.



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