

# Unifying Europe: Consensus-Building on Migration and Terrorism

December 2017

**The European Commission** affirms its resolve and commitment to address the needs of our citizens during a period of persistent global upheaval. The Commission expresses its sincerest gratitude to all delegations for their participation in this forum, and calls on member states to forge consensus and extend mutual goodwill to benefit the whole of Europe. To better address the European Union's (EU) capacity to implement sensible migration policies and effectively combat terrorism, **the following stipulations are proffered for collective consideration:**

## PREAMBLE

**WHEREAS** the EU has consistently sought to deepen integration among member states and declare our shared commitment to promoting democratic principles, the following should be taken into account:

1. That the EU is an economic and political partnership, enabling the free movement of goods and persons through the establishment of a single market.
2. That this institution has been a source of stability and steadiness for both Europe and the international community writ large.
3. That this session presents an excellent opportunity for member states to reiterate their resolve to protect pan-European interests and to pledge a willingness to cooperate during challenging times both at home and abroad.
4. That policy solutions to challenges that transcend national borders, such as migration and terrorism, are best reached in multilateral fora in which broad consensus is achieved.

## MIGRATION

### **Current Crisis and Resettlement**

**WHEREAS** the increase in migration to Europe requires a response from EU member states to develop policies that resolve both regular and irregular immigration, foster common EU-wide rules on asylum, including fairer distribution of asylum seekers, and implement additional measures to bolster border security.

**WHEREAS** the EU shall determine the conditions governing entry into and legal residence in a member state, including for the purposes of family reunification, member states retain the right to determine volumes of admission for people coming from third countries to seek work.

**WHEREAS** the current migration crisis is the worst since World War II. In 2015 and 2016, more than 2.5 million people applied for asylum in the EU and more than 2.3 million illegal crossings were detected by Frontex, the EU border surveillance agency.

**WHEREAS** the reform of the Dublin system does not change the existing criteria for determining which member state is responsible for examining an asylum application; instead, the September 2015 decision supplements current rules with a corrective allocation mechanism that seeks to equitably allot asylum applications within the EU to provide a more stable framework for tackling the magnitude of the crisis.

**BE IT HEREBY RESOLVED** that should Hungary, Poland and the Czech Republic continue to fail to abide by the 2015 migrant resettlement agreement, the Commission resolves to proceed with infringement procedures against the member states for failing to comply with EU law. The EU has sought to combat the migrant crisis through asylum rules reforms and the establishment of a fairer system of distributing asylum seekers which all member states must follow.

**BE IT HEREBY RESOLVED** that the Commission retains the right to proceed with legal action against Hungary, Poland and the Czech Republic at the European Court of Justice (ECJ) for their violation of EU law. The ECJ upheld the legality of the EU-wide relocation agreement. The Commission calls on the levy of financial penalties on the three governments if they continue to fail to abide by the law.

### **Combating Irregular Migration**

**WHEREAS** there has been a substantial drop in the number of irregular migrants seeking entry into the EU in the Eastern Mediterranean following the EU-Turkey agreement, sharply reducing crossings from Turkey to the Greek islands, including a 98 percent reduction in such flows between September 2015 and September 2016.

**WHEREAS** irregular migration to member states from the Central Mediterranean remains exceptionally high despite the deployment of considerable resources to contain the situation, including maritime assets and enhanced border protection measures.

**WHEREAS** the EU shall continue to work with the International Organization for Migration to accelerate assisted voluntary returns from Libya, Niger, and others to countries of origin, including by providing additional funding to the nations accepting returning migrants.

**WHEREAS** this Union is committed to promoting economic development and political reforms in neighboring nations to make such states flourish and allow them to be more hospitable to local populations, thereby deterring irregular immigration.

**BE IT HEREBY RESOLVED** that the Commission urges member states to adopt voluntary agreements that allow increased numbers of refugees in their countries, thereby demonstrating our willingness to shoulder humanitarian commitments.

**BE IT HEREBY RESOLVED** that the EU intends to renegotiate agreements with third countries to allow more of their residents to return to their countries of origin if they no longer fulfill the conditions for entry into, presence, or residence in member states. The EU cannot financially support third-country nationals that do not have legal status in the EU and who ought to remain in their country of origin.

**BE IT HEREBY RESOLVED** that the Commission calls for the revitalization of the Migration Partnership Framework and urges member states to substantially increase contributions to these partnerships, including in the diplomatic, technical, and financial spheres, to achieve more concrete results on the migration issue. We urge member states to expand the initial deployment of €8 billion over the next five years and establish an External Investment Plan to help create opportunities and tackle the root causes of migration.

### **Protecting External Borders**

**WHEREAS** the EU maintains its responsibility to prevent and reduce irregular immigration, in particular via an effective return policy and in a manner consistent with fundamental rights. The Commission shall continue to work with countries in Africa and elsewhere from which migrants come to reduce the outflow and improve return rates where possible.

**WHEREAS** the Commission proposes a set of measures that accelerate the EU's collective work along the Central Mediterranean Route to strengthen border security and maintain the EU's territorial integrity.

**WHEREAS** this Union has enhanced the capacity of North African government authorities through financial support projects and has ensured the European Border and Coast Guard's rapid reaction pool remains poised to support the Italian government's efforts along the Central Mediterranean route.

**BE IT HEREBY RESOLVED** that the Commission calls on the EU to bolster financial support to its Libyan counterparts to strengthen border controls and more effectively partner with G5 Sahel countries. Member states shall engage Tunisia, Egypt and Algeria, in conjunction with the European External Action Service, to encourage those nations to join the Seahorse Mediterranean Network to step up the fight against smugglers and traffickers operating in North Africa. We reaffirm previous declarations on the need for fully operational Maritime Rescue and Coordination Centres in Tunisia, Libya, and Egypt.

**BE IT HEREBY RESOLVED** that the European Border and Coast Guard Agency receive additional funding to more comprehensively monitor the EU's external borders and work with member states to rapidly identify and address any potential security threats to the EU's external borders.

**BE IT HEREBY RESOLVED** that the Commission urges all member states to more consistently enforce the new EU rules that require checks against relevant databases on all persons crossing EU external borders (air, sea, and land) both at entry and exit, which shall ensure that those persons do not constitute a threat to member states' public policy, internal security, or public health.

### **Rising Nationalism**

**WHEREAS** the Commission recognizes that the influx of immigrants to Europe has fueled rising nationalism across the continent, leading to many political parties embracing anti-immigrant, anti-globalization, and anti-Europe policies. This backlash against the political establishment has also tapped into long-standing fears about a loss of national identity.

**WHEREAS** many nationalist parties express deep Euroscepticism and seek in many cases to withdraw their respective governments from the EU, constituting a setback from the extensive progress that integration has brought to Europe in the last 70 years.

**WHEREAS** the migration crisis has enabled nationalist parties to employ racist rhetoric and exploit popular fears concerning national identity, religion, and economic opportunity. As a result, these parties have improved their political standing in numerous member states, such as the Alternative für Deutschland entering the German Parliament as third largest political party.

**BE IT HEREBY RESOLVED** that the EU urges member states to unambiguously reject any xenophobic and intolerant ideology from far-right organizations and to refrain from participating in any political or governing negotiations with any electoral parties espousing such rhetoric.

**BE IT HEREBY RESOLVED** that the Commission calls on member states to adopt policies that create a more united, sovereign, and democratic Europe in light of the growing popularity of European right-wing political movements that reject integration, push for fragmentation, and favor isolationist attitudes. Member states should consider establishing a joint budget for countries sharing the euro currency to allow investment in European projects and help stabilize the Eurozone, thereby promoting a more inclusive and integrated Europe.

**BE IT HEREBY RESOLVED** that the Commission calls for mediation and restraint regarding the recent push for independence in Catalonia and condemns any associated violence. The Commission will abide by the decisions of the Spanish government and its constitutional court. As such, the Commission shall recognize a referendum in favor of Catalan independence only if it complies with the Spanish Constitution and is ruled legal by Spanish authorities.

## **TERRORISM**

### **Present Threat Environment**

**WHEREAS** terrorism threatens EU security, the values of democratic societies, and the rights and freedoms of European citizens, and combatting it is a top priority of the EU and its international partners.

**WHEREAS** the EU is facing a range of terrorist threats and violent attacks from both networked groups and lone actors. Terrorists have used a range of weapons, including bladed weapons, automatic rifles, explosives, and vehicles, to conduct attacks and the threat environment remains high.

**WHEREAS** eight member states reported a total of 142 failed, foiled, or completed attacks last year, which resulted in 142 deaths and 379 injuries. Over 1000 people were arrested in 2016 for terrorist offenses, with most arrests related to jihadist terrorism, for which the numbers rose for the third consecutive year.

**WHEREAS** European states have experienced both attacks that were carefully prepared and those that were more spontaneous in nature. Terrorists acting in the name of the Islamic State have planned relatively complex attacks--including those on multiple targets in Brussels and Paris--quickly and effectively.

**BE IT HEREBY RESOLVED** that the EU is committed to implementing a comprehensive framework to deter and disrupt terrorist activity that includes strengthening international partnerships, expanding data-sharing agreements, and contesting extremist ideologies that incite hatred and violence.

**BE IT HEREBY RESOLVED** that the Commission welcomes member states' progress in enacting necessary laws and regulations to comply with new EU rules on Passenger Name Record (PNR) data. These efforts allow the EU to maintain a regulated procedure to transfer member states' PNR data to law enforcement authorities and to process information for the prevention, detection, investigation, and prosecution of terrorist offenses and serious crime.

### **Countering Jihadist Radicalization in Europe**

**WHEREAS** perpetrators of terrorist attacks in the EU include foreigners, a number of whom may have resided in the EU for a long time, and nationals who have grown up in the countries they attacked. Jihadists' targets range from hard targets such as the police or military buildings or personnel to soft targets such as religious institutions, concerts, and outdoor festivals.

**WHEREAS** terrorist groups continue to exploit Muslim immigrants' socio-economic grievances to recruit and incite them to engage in terrorist activities. Terrorists rely heavily on the use of social media and the internet to promote radicalization, recruitment, mobilization, and networking.

**BE IT HEREBY RESOLVED** that the Commission encourages member-state governments to step up community partnerships, especially with vulnerable populations, to build trust and allow local community figures to feel comfortable sharing information when they suspect criminal activity or observe early markers of radicalization. We must continue to provide financial assistance for social and educational programs that help minimize the threat to at-risk individuals.

**BE IT HEREBY RESOLVED** that this body urges member states to enhance internet monitoring capabilities, to include rapidly removing content inciting and promoting violent activities, as well as conducting counter-messaging campaigns to undercut extremist propaganda. As such, we call on member states to bolster support of the EU Internet Referral Unit, a unit of the

European Counter Terrorism Centre (ECTC) that alerts internet service providers to content that could incite violence or promote extremism.

### **Combating Returning Foreign Fighters**

**WHEREAS** we expect the influx of refugees and migrants to Europe from existing and new conflict zones to continue. The Islamic State has exploited the flow of refugees and migrants to send individuals to Europe to commit acts of terrorism, which became evident in the 2015 Paris attacks.

**WHEREAS** there is a decrease in the numbers of individuals travelling to conflict zones in Syria and Iraq to join jihadist terrorist groups as foreign fighters. We expect the number of returnees to rise as Islamic State-controlled territory continues to shrink and as the organization faces further military defeat. An increasing number of returnees will likely strengthen domestic jihadist movements and magnify the threat to the EU.

**WHEREAS** an effective response to these issues requires a comprehensive approach and long-term member-state commitment to combat terrorist actors. While the primary responsibility in the fight against terrorism lies with the member states, the EU can and should play a supportive role that helps respond to the cross-border nature of the threat.

**BE IT HEREBY RESOLVED** that we urge member states to enforce the European Council's directives concerning the acquisition and possession of weapons, and on combating terrorism. The former aims to improve existing legislation to enhance traceability of firearms and to prevent the reactivation or conversion of firearms. The latter strengthens the EU's legal framework to prevent terrorist attacks by foreign fighters by criminalizing acts such as undertaking training or travelling for terrorist purposes, as well as organizing or facilitating such travel.

**BE IT HEREBY RESOLVED** that the ECTC--which launched in early 2016--serve as the leading platform by which member states can increase information-sharing and operational cooperation with regard to the monitoring and investigation of foreign terrorist fighters and the trafficking of illegal firearms and terrorist financing.

**BE IT HEREBY RESOLVED** that improving cooperation with third countries to identify recruitment networks and foreign fighters is a key tenant of EU policy to counter the current threat environment, especially in the in the Mediterranean, Middle East, North Africa, the Gulf, and the Sahel. The Commission calls on member states to launch new capacity-building projects with key partners and work to counter radicalization and violent extremism in third countries to prevent such ideology from spreading to EU states.

### **Reinforcing EU principles and social trust**

**WHEREAS** the Commission calls on EU authorities to conduct a formal evaluation of current EU-wide counter-terrorism policies, to include European legal instruments, international agreements, information-sharing databases, tools, projects, funding schemes, and the work of

all relevant EU Justice and Home Affairs agencies to accurately identify what areas of improvement need to be addressed with policy reforms.

**WHEREAS** 40 percent of terrorist plots in Europe are believed to be at least partially financed through crime, such as drug dealing, theft, robberies, the sale of counterfeit goods, loan fraud, and burglaries.

**WHEREAS** women, minors, and young adults have substantially expanded their operational participation in jihadist terrorism activities. Europol reports that 25 percent of terrorism-related arrests in 2016 were women--a significant increase compared to arrests in 2015 (18 percent).

**BE IT HEREBY RESOLVED** that member states buttress investment in traditional policing and criminal justice to ensure that information and electronic data acquired in any terrorism-related investigations comports with the standards of evidence in criminal prosecutions.

**BE IT HEREBY RESOLVED** that relevant EU databases concerning any terrorism-related information be made accessible to member states with decentralized regional police and law enforcement forces, as well as to all EU members' federal law enforcement organizations.

**BE IT HEREBY RESOLVED** that member states must improve their messaging targeted at vulnerable populations, including women and young adults, to ensure that these groups understand the perils associated with supporting terrorism and advise them that European governments remain committed to inclusive policies geared toward social advancement of all persons.