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Original article

The influence of the migration phenomenon on the terrorist threat level in the era of globalization

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INFORMATIONS

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ABSTRACT

The aim of the article is to present the influence of the migration phenomenon on the contemporary level of terrorist threat, along with an indication of its main source. As research methods, the analysis of literature, foreign media materials and secondary data on selected terrorist attacks in Europe in 2015-2017 are used. The phenomenon of migration and its relation to progressing globalization are analyzed in detail as well. The article also points out examples of development of effective solutions in the field of international cooperation in the fight against terrorism at the European level.

KEYWORDS

terrorism, globalization, security, migration, European Union



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Introduction

Both the phenomenon of migration and terrorism are directly related to progressing globalization and constitute its derivative. The two phenomena are interrelated because the movement of people, further facilitated by globalization, unquestionably fosters the creation of network structures by terrorist organizations in almost every part of the globe. The migration crisis in the territory of the European Union may doubtlessly contribute to the penetration into Europe of people with radical religious views. It is thus reasonable to examine whether the view promulgated by some circles about the direct impact of people massively entering the European continent in the period of the aforementioned crisis (and after it) on terrorist attacks is consistent with the facts.

1. Globalization as a factor fostering the terrorist threat

According to the definition in the *National security dictionary of the National Defense University of Warsaw*, globalization is "...a generalized process of complex development of individual areas of socio-economic life in their interconnectedness and dependence, perceived on a global scale..." [1, p. 44]. It also refers to the ever-increasing

integration and interdependence between entities operating at the social, political and economic levels [1, p. 44]. The prevalence of globalization has grown significantly since the end of the so-called Cold War and its consequence in the form of the collapse of the bipolar world order. The result of globalization is, therefore, the increase of connections between states, their communities and enterprises, resulting in their integration and mutual dependence. In the context of security issues, it means that the effects of the escalation of the regional threat may also be felt in other regions and even become global.

The literature distinguishes four dimensions of globalization:

- technical,
- economic,
- socio-cultural,
- political [2, p. 132].

The technical factor of globalization is primarily related to the development of land, air and water transport, as well as communication technologies enabling the public to communicate with one another. They include television, radio and, in the 21st century, the Internet that is above all dominant in this aspect. An example of its importance are social protests in the countries of North Africa (Tunisia, Egypt and Libya). In 2010-2011, the so-called Arab Spring arose there, resulting in the overthrow of the local authorities by citizens who planned and carried out activities mainly through communication in the so-called social media. The Internet can also be used for negative actions. In the context of the terrorist threat, it constitutes a tool for cyber attacks on government websites, as well as for propaganda and recruitment activities for terrorist organizations¹. These groups often have their own media concerns through which they present their ideologies and the purpose of their activity and its effects, including executions of hostages². The process of recruiting new members is also carried out through the most popular social networks (like Facebook).

The economic dimension of globalization facilitates international integration in the field of production and circulation of goods. This allows to raising income from trade and production, and thus increase the availability of previously hard to reach goods. A positive aspect of the economic dimension of globalization is undoubtedly the creation of international trade organizations whose aim is cooperation in simplifying the trade of goods and services – both at the global level (e.g. WTO – World Trade Organization) and the regional level (e.g. EFTA – European Free Trade Association). However, through close links and interdependence, an economic crisis in a given region may grow and be felt well beyond it, and even become global. An example of this is the global economic crisis of 2007, created as a result of the failure of the American banking sector whose loans the global economy is based on³. Moreover, the economic as-

¹ The main goal of terrorists is to create a sense of fear among society, which is only possible in case of their constant presence in the media.

² In 2014 the self-proclaimed Islamic State created its own media group al.-Hayat Media Center. al.-Hayat Media Center, [online]. Available at: https://alhayatmedia.wordpress.com/ [Accessed: 10 March 2017].

³ The crisis was caused by the irresponsible lending policy of American banks that granted loans to entities with low credibility.

pect of globalization facilitates the operations of terrorist organizations, as it allows for easier circulation of money obtained for the purposes of their activity⁴.

Another dimension of globalization has a socio-cultural face. Its effect is a significant (compared to the time of the so-called Cold War) increase in accessibility to cultural goods and higher freedom of movement of people as well as transfers of services and capital. Mixing of cultures, besides the advantage of increasing accessibility to it (mainly due to the wider and wider access to the Internet), at the same time leads to loss of national traditions and identity, and unifying it based on the Western model. As can be observed in some cultural circles, it is met with strong opposition, an example of which is the activity of Al-Qaeda. One of the primary goals of this organization is to bring about the collapse of Western civilization, and above all the United States.

The political dimension of globalization is primarily associated with the creation of international organizations as the main field for realization of international relations, with the awareness of depriving the member states of total sovereignty⁵. This involves the necessity to compromise within an organization in order to develop mutual positions that are presented in the international arena. Therefore, it often forces members of the organizations to accept decisions for the common good, not fully in line with their own convictions. An example of this is the case of the migration crisis in Europe that has originated in 2015. So far (as of March 2017), it has not been possible to work out a common position because some members of the European Union (EU - mainly Western European states – with Germany's leading role) have pushed for accepting refugees, while countries of the so-called New Union (in the past belonging to the socalled Eastern Bloc), above all the Visegrad Group states, have expressed a completely different opinion on this matter. The fundamental political consequence of globalization is thus the increase in the level of security of states (mainly military and economic) through the closest possible integration. A form of international cooperation are also bilateral and multilateral agreements as well as alliances built between states. International organizations play an important role in combating international terrorism too. Effective fight against this phenomenon is feasible only in the case of uniform actions at the global and regional level in both the political and military sphere. In the first area, it allows for the development of legal tools, an example of which can be the United Nations Global Counter-Terrorism Strategy (2006) [3] and the EU Council Framework Decision on combating terrorism (2002) [4]. In the military area, terrorism is fought against by international coalitions, the best example of which are the US initiatives of the Global War on Terror (GWOT)⁶ and the coalition of air forces against the selfproclaimed Islamic State.

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⁴ An example of legal activity aimed at restriction on raising funds by terrorist organizations in Poland is the Act of November 16, 2000 on counteracting money laundering and financing of terrorism – Ustawa z 16 listopada 2000 r. o przeciwdzialaniu praniu pieniedzy oraz finansowaniu terroryzmu (Dz. U. z 2016 r. Nr 116, poz. 299, 615, 1948).

⁵ States, as members of international organizations, give up their national sovereignty in decision-making by joining them.

⁶ This coalition was formed by the decision by George W. Bush, the President of the United States at the time, as a response to the Al-Qaeda attack on the World Trade Center of September 11, 2001.

An example of cooperation on the European continent can be the Schengen Agreement. The basic assumption of the initiative created in 1986 was the liberalization of regulations aimed at facilitating the movement of people and the flow of capital and services between its parties due to the abolition of border controls. This was to increase economic benefits, but at the same time it has brought negative impacts in the form of higher threat of cross-border organized crime, including human trafficking and smuggling of weapons and drugs among others. One of the effects of lifting border barriers is also the phenomenon of migration – including the illegal one.

One of the positive sides of globalization is with no doubt the increase in opportunities to move in order to seek more favorable living conditions. This phenomenon is associated with both positive and negative aspects. Movement is inseparable from the phenomenon of migration.

2. Characteristics of the migration phenomenon

Migration is defined as legal or illegal movement of people to improve living conditions [1, p. 70-1]. Despite the significant intensification of this phenomenon in the second decade of the 21st century, it has practically been known since the beginnings of human civilization, as it has been in man's nature to search for the best possible living conditions since primitive times, regardless of the historical era. The classification of the migration phenomenon is a very wide issue due to multiplicity of its division criteria, as shown in Table 1.

Other determinants of the change of permanent residence also remain unchanged. These include the following factors:

- economic,
- political,
- social,
- natural [6, p. 5].

Over the years, the dominant cause of migration has changed. The most common one is economic motivation of bilateral nature. The field of migration includes emigration (departure to another region) and immigration (arrival from another part of the world). According to the same principle, migrants (migrating people) are divided into emigrants (people leaving their previous place of residence) and immigrants (people who have come to a given region). Within this division economic migrations consist of economic emigration (due to poverty, unemployment or low wages) and economic immigration (from the point of view of countries which potential workers come to as a result of more favorable conditions than in their previous place of residence). The cause of political migrations are armed conflicts, the effects of which people living in affected areas run away from. Social migrations determined by discrimination against religious and ethnic minorities are connected to the above-mentioned dimension of migration. Migrations caused by material factors, however, are related to the forces of nature. An example of this is the movement of people in the sub-Saharan region of Africa in search of areas with access to water sources.

Table 1. Classification of migration according to the accepted criterion

Division criterion	Types of migration			
	– permanent (associated with a permanent change of residence),			
Duration (durability of migration)	- temporary (in case of several years of economic emigration),			
	 seasonal (economic emigration for seasonal work, e.g. during the holiday season), 			
	– circular (between a place of residence and a workplace, e.g. on working days)			
Decisive factor	– voluntary (of one's own free will),			
	– forced (out of necessity, e.g. exile from a country),			
Range	– internal (within one country),			
of migration	- international (beyond national boundaries)			
	– from a village to a city,			
Direction	– from a city to a village,			
of migration	– from one city to another,			
	– from one village to another			
Cause	– economic (out of desire to get a better paid job),			
	– political (due to persecution by state authorities),			
	 pioneer (settling in previously uninhabited areas), 			
	– religious (e.g. in the form of a pilgrimage),			
	- as a result of expulsion (displacement of, for example, illegal immigrants),			
	– social (change of a living environment, e.g. from a city center to a periphery),			
	– family (e.g. as a result of marriage),			
	– touristic (for cognitive and recreational purposes),			
	decided by fate (e.g. due to natural disasters)			

Source: [6, p. 19-20].

Migrations, being a derivate of globalization, apart from unquestionable benefits for the international community (the possibility for relatively free movement in order to increase the standard of living), at the same time constitute a security threat when they are illegal. Another danger associated with migrations is lack of sufficient control of people crossing borders because their number is too large. The most outstanding example of such a threat in recent years and simultaneously a challenge for the regional international community is undoubtedly the migration crisis in the area of the European Union, which peaked in the period from July to September 2015.

The source of uncontrolled mass arrival of people on the territory of the EU can be found in the political instability of the early 2000s in Muslim countries located in the Middle East and North Africa. At the turn of 2010 and 2011 the so-called Arab Spring took place there. Its first stage was in Tunisia where, as a result of mass social protests and acts of violence against citizens on the part of the state apparatus, a regime change occurred. It set a kind of precedent because societies in other countries saw that citizens could make internal political revolutions and noticed an opportunity to carry out similar activities. Other, more tragic internal tensions occurred in Egypt (where the longtime president Hosni Mubarak was overthrown and sentenced to life imprisonment) and in Libya (where the dictator Muammar Gaddafi who had exercised

power for 42 years was killed as a result of the revolution). However, these changes have merely resulted in apparent improvement, as the power has been taken over by extremely radical Islamic political groups, closely connected with the self-proclaimed Islamic State (ISIS), which currently poses the greatest threat of international terrorism. Another country whose citizens attempted internal revolution and overthrowing existing authorities was Syria. Unlike the North African countries, in Syria the attempt to change the political situation has turned into an open war, because apart from the opposition, the removal of President Bashar al-Assad from power is also a goal of ISIS. As a result, three warring parties to the conflict (and in addition also the activities of international entities from outside Syria – including the United States and the Russian Federation) have led to almost total destruction of the state and the associated massive population flight to Europe.

Based on the above examples, it can be said that the main sources of migration to Europe are the Middle Eastern countries (with the dominant role of Syria) and North African countries (Egypt, Libya and Tunisia). The main European stops for immigrants from Africa are islands in the Mediterranean, including Greek Lesbos and Italian Lampedusa, while for those arriving from the Middle East it is Hungary, whose eastern border (with Serbia) at the same time constitutes the external border of the European Union. However, the chaos caused by the lack of preparedness of European countries to accept such a considerable number of immigrants has led to a situation where citizens of countries like Afghanistan, Eritrea or Iraq come with them to the territory of the EU for purely economic reasons.

3. The European Union's actions in the face of the migration crisis

The peak of the influx of people fleeing the war in Syria took place in the summer of 2015. Due to the most attractive social conditions in Europe, Germany is the most common destination for immigrants. The two main migration routes in the territory of the EU as well as the sources of migration are shown in Figure 1.

The reason for losing control over the arrival of people to the territory of the EU is a snowball effect. The EU states approached the issue of admitting immigrants too liberally and beyond their own capabilities, accepting practically all interested persons. This, in turn, resulted in increased motivation for the possibility of entering the EU countries of more people who wanted to take a similar step. In the face of the mass influx of people from other continents on the territory of the EU, the term "immigrant" and "refugee" is often interchangeably used in the public space, which is incorrect. Therefore, it is necessary to define the basic legal difference between these terms. On the basis of the Convention Relating to the Status of Refugees of 1951, a refugee is a person who was forced to free his or her previous place of residence because of a threat to life caused by an ongoing armed conflict [8]. Such persons can submit applications for refugee status in their country of citizenship or a country they have come to [8, Art. 12]. Immigrants, however, are people who have decided to change their place of residence for economic reasons. Often, aforementioned persons under the pretext of a threat to their life try to use ongoing wars and armed conflicts for economic emi-

gration to European countries, especially those with a rich social base (primarily Germany), the best example of which currently are economic immigrants from Africa and the Middle East.

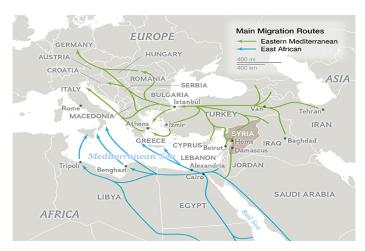


Fig. 1. The main routes to Europe of refugees from Africa and the Middle East *Source:* [7].

The European Union recognized the so-called Dublin III Regulation as the legal basis for admitting refugees to its territory. This document is currently the binding EU legal act in the scope of analysis (the former ones were the 1990 Dublin Convention and the Dublin II Regulation of 2003), which regulates the abilities of the EU for granting asylum. Under this Regulation, an asylum application must be examined by a country to which a person escapes from effects of war or armed conflict [9]. However, this mechanism was created to be applied to individuals, not 1.8 million people as in 2015 alone⁷. As a result of riots at the Hungarian-Serbian border (one of the EU's external borders) and the announcement of radical actions by Hungarian Prime Minister Viktor Orban (building of a wall and use of the army to secure the border) in September 2015, the European Commission created a concept for the allocation of 120,000 incomers located in Greece, Italy and Hungary to remaining EU members, proportionally to their economic capabilities. Under this proposal, Poland would all together accept as many as 9,287 refugees [10]. This concept has aroused a lot of controversy because the positions of individual EU members on this matter are clearly divided between the opinion of Western countries ("Old Union") who support accepting refugees and their relocation, and Central European countries skeptical about this idea (countries of the "New Union" centered around the Visegrad Group⁸ with the dominant position of Poland). This solution would also involve the imposition of high financial penalties on countries

⁷ Statistics according to the Frontex report – European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union. Current reports on the direction and numbers of people entering the EU territory available on the agency's website: European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, [online]. Available at: http://frontex.europa.eu/trends-and-routes/migratory-routes-map/ [Accessed: 10 March 2017].

⁸ The Visegrad Group established in 1991 includes: Poland, the Czech Republic, Slovakia and Hungary.

that do not agree to receive a specific number of refugees. Skeptics of the relocation concept believe that it is a form of imposing political decisions by stronger states and that it is against human rights to force anyone to move in opposition to his or her will⁹.

The bilateral agreement between the European Union and Turkey (who aims to join the EU) also proves insufficiently effective in terms of relocation of some of the refugees located in Greece to its territory. Also in this case (mainly the fault of Turkey) the assumed goal has not yet been achieved, which was to place the estimated number of people there.

In the context of the terrorist threat, skeptics of mass admission of people (especially from the Middle East) on the EU territory argue that it poses a threat connected with an arrival of people suspected of terrorist activity to Europe, primarily as part of the self-proclaimed Islamic State. The attacks in Paris (in 2015), Brussels (2016) and Manchester (2017) could be a confirmation of this theory. In the first one, two of the perpetrators were from Iraq [11], while one of the terrorists in Brussels came to Belgium from Syria [12]. In the case of the Manchester attack, the perpetrator was born in the United Kingdom [13]. The authors of the attacks in Berlin (in 2016), London and Barcelona (both in 2017) were also Muslim extremists. Although born outside of Europe, they came to the Old Continent before the outbreak of the migration crisis in 2015. Statistics on selected terrorist attacks in Europe in 2015-2017 are presented in Table 2.

Table 2. Statistics on selected terrorist attacks in Europe in 2015-2017 taking into account the origin of their perpetrators

Place of attack	Year	Number of identified perpetrators	Number of perpetrators born in Europe	Number of perpetrators from outside of Europe
Paris	2015	11	9	2 (unconfirmed)
Brussels	2016	6	5	1
Nice	2016	1	0	1 (came to Europe before the migration crisis)
Berlin [14]	2016	1	0	1 (came to Europe before the migration crisis)
Manchester	2017	1	1	_
London [15]	2017	4	0	4 (all came to Europe before the migration crisis)
Barcelona [16]	2017	8	0	8 (all came to Europe before the migration crisis)

Source: Elaborated based on [11, 13-17].

Although the main perpetrators of the attacks were radical Muslims associated with the self-proclaimed Islamic State, they were born in France and Belgium, and therefore they were citizens of these countries [17]. With the citizenship of European states,

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⁹ An example of this is the escape of Syrian refugees from Poland who is not the destination of their journey to Germany.

they could easily move to Syria where they were trained by ISIS. The perpetrators of the remaining attacks were not born in Europe, but they came there before the outbreak of the migration crisis. The main interest of ISIS in Europe in terms of their recruitment to terrorist activity are the relatively young European citizens with Arab roots who are often representatives of the second or third generation of immigrants. As already mentioned, the primary tool of terrorists in the 21st century to provoke fear by showing their actions, spreading propaganda and conducting recruitment is the Internet. These actions are so effective that many people with a relatively high standard of living decide under the influence of propaganda to "return to the roots" and go to the Middle East in order to fight as part of ISIS or carry out activities destroying Western civilization directly on the European continent. Thus, based on the analysis of terrorist attacks in Europe in recent years, primarily in Belgium and France in 2015-2017, it can be confirmed that at present the perpetrators of most acts of terrorism in Europe are descendants of Arab immigrants, born in the third generation in Europe (or residing in the Old Continent before the outbreak of the migration crisis), indoctrinated and trained by ISIS, not people who are now (after 2015) coming to Europe with the migration wave. The services responsible for counteracting terrorist threats should therefore focus on persons inside the Old Continent and citizens of European countries who are suspected of carrying fundamentalist views (especially religious ones, with the leading role of Islam). Suspicion should be particularly aroused by people putting propaganda content on the Internet and often travelling to countries to with a high degree of terrorist threat (e.g. Syria), because they can be doing so in order to contact ISIS. At the same time, strict monitoring of people entering Europe should not be abolished, as potential terrorists may also be among them. This can be facilitated by the fact that many people get into the EU thanks to fake passports or even lack of one.

In order to increase the ability to control the identity of people coming to Europe, the regional community is undertaking various initiatives. An example of such action is the Schengen Information System (SIS) operating under the Schengen Agreement¹⁰. It is an IT system in the form of the largest database in Europe, which contains information about people and objects. It is an effective tool for prevention of events of terrorist character because it allows the database to be supplemented up-to-date with wanted persons and those from outside the Schengen Area who have been denied entry to its territory as well as for monitoring the movement of such people and international cooperation in this area. This permits to detain suspects before they commit a criminal act, in this case a terrorist attack. In order to identify threats even more effectively, an improved version of the system called SIS II was introduced in 2013¹¹.

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¹⁰ The Schengen Agreement was concluded in 1985 between the Benelux countries, France and the Federal Republic of Germany by virtue of which border controls between the parties to the Agreement have been abolished. Currently, this initiative consists of 22 members (Poland since 2007).

¹¹ The legal basis for the functioning of the SIS is the Regulation (EC) No 1987/2006 of the European Parliament and the Council of December 20, 2006 on the establishment, operation and use of the second generation Schengen Information System (SIS II), as well as the Council Decision 2007/533/JHA of June 12, 2007 on the establishment, operation and use of the second generation Schengen Information System (SIS II). In the Polish legal system, the SIS operation is regulated by the Act of August 24, 2007 on the participation of the Republic of Poland in the Schengen Information System and the Visa Information

Conclusion

The phenomenon of migration, being the result of ever-progressing globalization, has an inherent influence on the level of terrorist threat. As shown by the cases of terrorist attacks in Europe in the years 2015-2017, the main threat of terrorist activity is not posed by people currently coming to Europe, but descendants of Arab immigrants born on the Old Continent or people who came to Europe before 2015. Such persons are the subject of interest of the self-proclaimed Islamic State, which through spreading propaganda that refers to the "return to the roots" involving an eradication of Western civilization, recruits them into its ranks and thus creates a network structure on the European continent, making it easier to carry out potential attacks. At the same time, it is also necessary to constantly monitor the identity of people arriving in Europe along with objects they carry for security reasons. However, this is impossible without close international cooperation. An example of effective action in this field is the creation of the Schengen Information System – a database, and currently works on introducing its second, improved generation are in progress. Another example of effective international cooperation is the operation of the Frontex Agency that brings together border police representatives of the European Union member states and whose task is to protect the EU's external borders, which is necessary especially in the face of the ongoing migration crisis. The crisis itself has now been stabilized, not thanks to a compromise worked out by the EU but due to the introduction by individual countries of a more radical policy, which has the effect of strengthening the protection of the EU's external borders and the periodic restoration of border controls in the Schengen Area. It can therefore be acknowledged that this problem has still not been fully resolved. Thus, the EU countries should be required to further seek a compromise and attempt to develop a unified position which will be presented at the global level, also in the context of the joint fight against terrorism.

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Conflict of interests

The author declared no conflict of interests.

Author contributions

The author contributed to the interpretation of results and writing of the paper. The author read and approved the final manuscript.

Ethical statement

The research complies with all national and international ethical requirements.

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Biographical note

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Wpływ zjawiska migracji na poziom zagrożenia o charakterze terrorystycznym w dobie globalizacji

STRESZCZENIE

Celem artykułu było przedstawienie wpływu zjawiska migracji na poziom zagrożenia o charakterze terrorystycznym. Metoda badawcza wykorzystana w opracowaniu to przede wszystkim analiza: literatury, zagranicznych materiałów medialnych i danych wtórnych dotyczących wybranych zamachów terrorystycznych, które miały miejsce w Europie w latach 2015-2017. Szczegółowo zanalizowano także samo zjawisko migracji oraz jego związek z postępującą globalizacją. Wskazano również przykłady wypracowania skutecznych rozwiązań w zakresie międzynarodowej współpracy w walce z terroryzmem na poziomie europejskim.

SŁOWA KLUCZOWE terroryzm, globalizacja, bezpieczeństwo, migracje, Unia Europejska

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