

OCTOBER 2016

# PREVENTING AND COUNTERING EXTREMISM AND RADICALISATION

NATIONAL ACTION PLAN

REGERINGEN



# Preface

Denmark is one of the safest countries in the world – a democratic welfare society that provides individual freedom and opportunities to its citizens, and where we take good care of each other. But destructive forces from extremist groups – within our country as well as abroad – pose a threat to the security and social cohesion of the Danish society.

That is why it is more important than ever before that we protect the fundamental values and individual rights which form the basis of our society. Values such as liberty, democracy, safety and the right to self-determination for the individual person. We need to fight those forces that promote violence, hatred and oppression with determination.

We must insist on the right to lead a free life, but we must also acknowledge that freedom and safety cannot be taken for granted. It is something we must continually fight for and protect. Much is being done already, but in certain areas it is necessary to make an extra effort, in order to prevent and counter radicalisation which poses one of the greatest threats to our liberty and safety.

Over the last couple of years the authorities' fight against terrorism has been strengthened considerably through counter-terrorism legislation. Most recently, the 2016-2019 political agreement for the Danish police and Public Prosecution Service represents a considerable strengthening of the effort against terrorism.

But it takes more than good police work to prevent extremism and radicalisation. It also requires a comprehensive prevention effort on the part of national and local authorities as well as civil society.

First of all, we need to ensure – through good day-care facilities, schools and educational institutions – that our children and young people develop their democratic and social skills as well as their critical thinking, so that they can contribute to a continuous positive development of our society. Education and employment promote citizenship and provide the best protection against young people being lured by extremist messages.

For those who still show signs of radicalisation, we need to have effective response measures in place – measures which are based on a close collaboration between all authorities. Relevant professionals must be able to identify signs of radicalisation and risk behaviour as early as possible, so that the necessary measures can be taken swiftly to curb any negative developments and unwanted behaviour. We must take a hard line against criminal acts carried out by persons from extremist groups, but we must also intervene with targeted exit programmes and rehabilitation efforts in cases where there is a will to change.

Internal and external security is closely interrelated, and the prevention of extremism is also essential to Denmark's foreign policy, its security and development policies and to the international forums in which Denmark participates.

All contributors to society can help to ensure a positive development – from authorities to parents, families and civil society. We all have a responsibility to show that there is an alternative to extremist groups' destructive actions and outlook on life.

The Danish Government – October 2016



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# 1.

## Introduction

A high level of preparedness against terrorism is necessary to maintain the security, stability and safety in Denmark and the fight against extremism and the prevention of radicalisation are highly prioritised in the Danish effort against terrorism.

But the aim of preventing extremism and radicalisation is not merely to ward off terrorism – it also has wider implications for society. We need to stem the negative influence of extremist groups in local communities and on social media, in order to protect our general welfare and safety. The independence, critical thinking and democratic skills of our children and young people must be nourished, as it helps to increase their resilience to radicalisation. It also constitutes an intrinsic goal in a dynamic, democratic society to secure the development and active citizenship of our children and young people.

Consequently, the interventions and initiatives described in this action plan must be seen in connection with various other efforts, including the fight against terrorism, but also crime prevention and social efforts such as the Danish integration effort.

In a democratic society, citizens have the freedom to voice their own opinions and choose their own way of life within the framework of existing laws. The activities of extremist groups may be perfectly legal. Associations, clubs or religious communities might seek – through democratic means – to influence other groups and individuals in the surrounding society. But when extremist persons or groups make use of or legitimise the use of threats, pressure, harassment, vandalism, violence or acts of terrorism to promote a certain political objective, it presents a clear threat to our common safety, form of society and way of life.

Extremist groups which actively oppose our fundamental values of freedom and

democracy also contribute to undermining the cohesion in our society. The emergence of parallel societies with norms and rules that are incompatible with our common values is highly damaging. It leads to division, polarisation and insecurity when extremist groups voice their hatred towards democracy or specific groups within our population.

A particularly serious challenge is the effect of extremist groups to radicalisation in our society. It is a cause of rising insecurity and conflicts when extremist groups or persons seek to recruit new followers or affect other people's sense of identity and behaviour, especially in environments where there are many children and young people, e.g. in schools, residential areas and on social media. It is damaging to society as well as to the individual person, when radicalisation makes a young person turn his or her back on society to join an extremist environment. As a society we have an obligation to prevent that children and young people's well-being, development and prospects for the future are jeopardised as a result of becoming radicalised or coming into contact with extremist groups.

The Danish effort to prevent extremism and radicalisation has been developed over a number of years. At its core is a close collaboration between different authorities and a joint understanding that the prevention effort can take place on many levels and involve different types of initiatives. The first national Danish action plan for preventing extremism and radicalisation was issued in 2009, and followed by a new action plan in 2014.

However, the concrete challenges involved in tackling extremism and radicalisation change over time. Consequently, we need to continuously develop and adapt the preventive effort.

In our municipalities, schools, prisons and asylum centres there is a growing number of cases involving concern about radicalisation. In addition, these cases often appear to be of a more serious and complex nature than what we have seen before.

This requires a strengthened preventive effort and that all the relevant actors involved possess the necessary knowledge and appropriate tools for dealing with the challenges of extremism and radicalisation.

At the same time, the collaboration between and across authorities must be strengthened. Not least in connection with the transfer of cases from one authority to another, it is vital to ensure the necessary level of coordination, follow-up and intervention with regard to persons who are at risk of radicalisation. This applies e.g. when municipalities take over the case management of persons re-entering society from prisons or secure institutions, and when people move out of asylum centres to be integrated in local communities.

The need for an enhanced level of collaboration between authorities also applies to the coordination of national and international efforts, as the internal and the external security is becoming increasingly intertwined in connection with globalisation and the growing technological development.

We need to take a hard line against foreign fighters who pose a potential threat to our safety, and we must protect our children and young people against radicalisation stemming from the influence of returning foreign fighters and people who are convicted of terrorism. Additionally, there is a need for an increased focus on the risk of radicalisation within criminal groups and in prisons, in order

to facilitate a prompt intervention in relation to persons who show signs of radicalisation.

Furthermore we need a multi-pronged effort to counter the massive online presence and radicalising influence of extremist groups and persons on the internet and social media. Among other things, we need to engage civil society and help them promote positive environments through an active presence in the digital media as well as in their local communities, and thereby weaken the appeal and attraction of extremism. We need to make a systematic effort in relation to our day-care facilities, primary schools and upper secondary school, so as to strengthen the resilience of all children and young people against extremist propaganda and manipulation. Due to the transboundary nature of the internet, tackling these challenges requires an international level of collaboration.

International collaboration is also needed in other areas. There is a general need to strengthen the Danish contribution to fighting extremism and preventing radicalisation in third countries which experience particular challenges in relation to stability and safety. International initiatives must be coordinated with the national prevention effort, as the international developments and tendencies among extremist movements may have an impact on vulnerable environments in Denmark.

It is important that we maintain the existing initiatives to prevent extremism and radicalisation. In addition to this, the Government intends to boost the Danish prevention effort considerably through a range of new initiatives that will strengthen the strategic focus and intensify the work in several key areas.

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## “Extremism” and “radicalisation”

In connection with the Danish effort to prevent extremism and radicalisation, the terms “extremism” and “radicalisation” are used to denote the following:

**Extremism** refers to persons or groups that commit or seek to legitimise violence or other illegal acts, with reference to societal conditions that they disagree with.

The term covers e.g. left-wing extremism, right-wing extremism and militant Islamism.

**Radicalisation** refers to a short- or long-term process where persons subscribe to extremist views or legitimise their actions on the basis of extremist ideologies.

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## **NEW INITIATIVES IN THE ACTION PLAN**

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### **1. A MORE COORDINATED AND KNOWLEDGE-BASED PREVENTION EFFORT**

- National knowledge and advisory centre for the prevention of extremism and radicalisation
  - Common tool for assessing and referring cases about radicalisation
  - Mapping of efforts and collaborations in the municipalities and Info-houses
  - Strengthening of the regional Info-houses
- 

### **2. ENHANCED EFFORT IN POLICE DISTRICTS AND MUNICIPALITIES**

- Guidance to the police districts on case handling and risk assessment
  - Exit training programme for selected employees in the police districts
  - Guide to the municipalities on available measures in concrete cases
  - Guidelines to the municipalities on collaborating with associations
  - Municipal action plans to prevent extremism and radicalisation
  - Increased focus on specific at-risk groups
  - National corps of mentors and parent coaches
- 

### **3. COUNTERING EXTREMIST PROPAGANDA AND PREVENTING ONLINE RADICALISATION**

- Mapping of extremists' use of social media
  - More rigorous prosecution of the dissemination of extremist materials
  - Special unit for the removal of new online materials and a new blocking filter
  - National Alliance against Online Radicalisation
  - Digital voices of reason
  - Mobilisation of young voices in the prevention of online radicalisation
  - Educational and information materials on critical thinking
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### **4. HARD LINE AGAINST FOREIGN FIGHTERS**

- No social benefits to foreign fighters
  - Protecting children and young people against returning foreign fighters and others convicted of terrorism
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## **5. TARGETED INTERVENTION IN CRIMINAL GROUPS**

- Consistent intervention against extremist utterances
- Targeted and consistent intervention against “regular” crimes committed in radicalised groups
- Improved methods for preventing crossover recruitment

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## **6. STRICTER MEASURES AGAINST RADICALISATION IN PRISONS**

- New radicalisation unit and improved IT platform in the Danish Prison and Probation Service
- New exit tools and education of staff
- Intensified screening and monitoring of religious representatives in prisons
- Study of models for sectioning in prisons
- Participation in exit programmes as a requirement for release on parole

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## **7. SYSTEMATIC EFFORT IN DAY-CARE FACILITIES, PRIMARY SCHOOLS AND UPPER SECONDARY SCHOOL**

- Increased focus on early prevention in day-care facilities, primary schools and upper secondary school
- New methods and enhancement of professionals’ skills
- Model schools project for the prevention of hate crimes

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## **8. INVOLVEMENT OF LOCAL COMMUNITIES**

- Strengthened effort in ghetto areas and vulnerable residential areas
- Improved methods for prevention in residential areas
- Extension of PET’s outreach effort

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## **9. ENHANCED INTERNATIONAL EFFORT**

- Better coordination of national and international efforts
- Strengthening of Denmark’s contribution to the global coalition combating ISIL
- Developing on promising initiatives in the Middle East
- Enhanced international exchange of information on foreign fighters
- Expansion of current projects in the Horn of Africa
- Focus on the relevance of Danish development policy for the prevention effort
- Establishment and extension of projects in vulnerable countries

## 2.

# Handling of the terror threat

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### THE SECURITY THREAT OF VIOLENT EXTREMISM AND RADICALISATION

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Denmark is facing a serious terrorist threat from radicalised and violence-prone individuals and environments. This became tragically evident with the attacks in Copenhagen on 14 and 15 February 2015 where two civilians were killed and several police officers wounded. The Copenhagen attacks were a reminder of the type of threat coming from radicalised young persons who are willing to resort to violence. This threat is still present, and according to the Danish Security and Intelligence Service (PET), simple attacks committed by small groups or by individuals constitute the most probable kind of terror attacks in Denmark.

Centre for Terror Analysis (CTA) under PET assesses that the propaganda of the Islamic State and other militant Islamist groups contributes to the radicalisation of individuals and groups in Denmark. CTA assesses that the propaganda may have a radicalising effect on socially marginalised and other vulnerable young people in particular. Further, virtual communities on social media and group communities like those existing in criminal groups, prisons and Islamist groups may be conducive to the radicalisation process.

According to CTA militant Islamist messages increasingly resonate among socially marginalised young people who are prone to use violence and are searching for an identity as well as status. Such messages are currently being conveyed by easily accessible, explicit propaganda on social media that addresses young people in particular. CTA assesses that the proclamation of a caliphate in Syria/Iraq by the so-called Islamic State (IS) has accelerated militant Islamist radicalisation. The appeal of the caliphate is underpinned by propaganda on social media where IS directly and with great visual care addresses its audience.

Radicalised persons in Denmark continue to travel to the conflict zone in Syria and Iraq. CTA assesses that a minimum of 135 persons have left Denmark for Syria/Iraq since the summer of 2012. The number may be higher. CTA finds that stays in the conflict zone with militant Islamists are likely to radicalise and brutalise persons, making them more violence-prone. CTA assesses that up to 10% of the travellers are female. The relative percentage of females has risen since the summer of 2014 as compared to prior years. CTA assesses that just below half of the travellers are currently in Denmark. Nearly 25% remain in the conflict zone and an equivalent part is assumed to have been killed.

The security threat of radicalisation and extremism stems not only from militant Islamism. CTA also finds that there are political extremist groups in Denmark that are prepared to use violence to promote their political agenda. The violence may be directed at political opponents, minority groups, including refugees and migrants, and organisations and companies considered to have a symbolic value. However, the terror threat from individuals or groups that move within or sympathise with such groups is limited.

CTA's assessment of the terror threat to Denmark can be found at [www.pet.dk](http://www.pet.dk).

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In light of the current threat status against Denmark, the effort to counter extremism and radicalisation has a high priority in the Danish effort against terrorism.

Since 2001 the overall effort of authorities against terrorism has been significantly strengthened. Thus, a number of initiatives have been launched to enhance both the early preventive effort against terrorism and the concrete operational intervention effort against radicalised persons and environments. This has been facilitated by counter-terrorism legislation in 2002, 2006 and 2015, as well as by the multi-annual agreement for the Danish police and Public Prosecution Service in 2016-2019 which strengthened the effort to combat terrorism considerably.

The task of handling the terror threat from radicalised persons and groups in Denmark is first of all undertaken by PET, which – as the national security and intelligence authority – is in charge of identifying, preventing, investigating and countering threats against freedom, democracy and security in the Danish society. However, the effort also involves other authorities, including the Danish Defence Intelligence Service (FE), the National Danish Police, the Public Prosecution Service and the Danish Prison and Probation Service.

The objective of PET's counter-terrorism effort is first and foremost to prevent the planning and carrying out of terrorist acts in Denmark. In this connection, one of PET's central tasks is to continually

monitor environments that may breed terrorism, including radicalised groups. In addition to this, PET is tasked with monitoring and trying to prevent groups, e.g. in far right- or left-wing political environments, from using extremist and undemocratic methods.

As a consequence of the developments in the Danish threat assessment, an early prevention of radicalisation and violent extremism is given a high priority in PET's work. Thus, the anti-radicalisation effort constitutes a specific strategic focus area for PET and is a central supplement to the operational activities.

PET's early prevention effort is an integrated part of Denmark's general prevention model, cf. chapter 3.

### 3.

## The Danish prevention model

The Danish effort to prevent extremism and radicalisation is based on interagency collaborations across a wide range of sectors, involving both local and national authorities employing different types of interventions to address various target groups. This corresponds to how the Danish crime prevention effort is organised, and to a large extent the prevention of extremism builds on the same structures known from that area.

This comprehensive interagency approach also reflects the fact that the threat of extremism and radicalisation does not merely represent a security issue (risk of terrorism, etc.), but also has wider welfare-related implications (in terms of the social cohesion and welfare of our society as well as the development and active citizenship of individual citizens). Thus, there are several rationales behind the Danish effort to prevent extremism and radicalisation.

### INTERAGENCY COLLABORATIONS AND KEY ACTORS

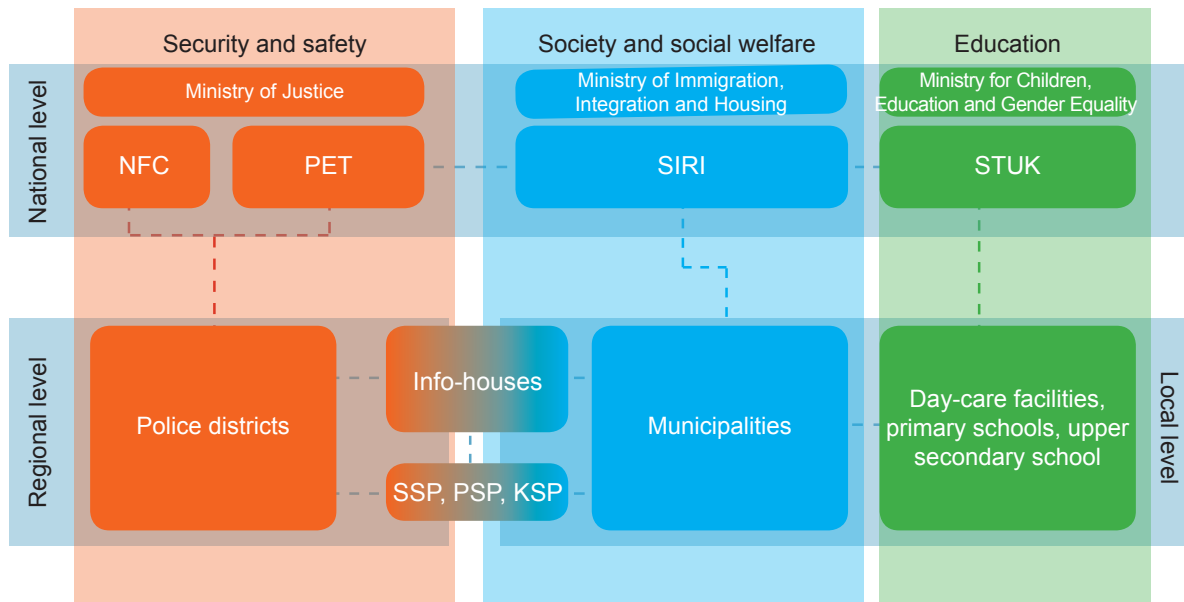
Since the middle of the 2000s, the prevention of extremism and radicalisation has been developed into a separate focus area within the framework of existing crime-preventive collaborations between authorities.

The task of preventing extremism and radicalisation among children and young people is primarily undertaken in collaboration between the Danish municipalities and the police districts, under the auspices of the crime-preventive SSP partnership between schools, the social services and the police. The work is anchored in the so-called Info-houses, which have been established across the 12 police districts in Denmark and which gather expert knowledge about extremism and radicalisation. The Info-houses, general challenges as well as experiences from radicalisation cases are discussed by professionals, who also determine how concrete cases should





## Interagency collaborations to prevent extremism and radicalisation



be handled in collaboration between the police and the individual municipality. The collaboration is based on Section 115 of the Danish Administration of Justice Act concerning the sharing of information to prevent crime.

Other crime-preventive collaborations, i.e. the PSP partnership between the psychiatric services, the social authorities and the police and the KSP partnership between the Danish Prison and Probation Service, the social authorities and the police, also contribute to the prevention effort, focusing especially on citizens who are in contact with institutions under the psychiatric services or the Prison and Probation Service. Thus, SSP, PSP and KSP employees working in close contact with citizens are aware of the signs of concern related to radicalisation in the same way as they are of other types of risk behaviour that may lead to crime. In some municipalities other relevant actors, e.g. from the active employment effort, gang exit programmes and the health authorities, are also involved in the collaborations centred around the Info-houses.

In the municipalities and police districts, selected employees have received special training in and knowledge about extremism and radicalisation, so as to enable them to intervene if a citizen shows signs of radicalisation or needs help to break out of an extremist environment. These specially trained employees are also able to function as resource persons and providers of know-how for others who are involved in the preventive work, including staff who have daily contact with citizens, e.g. at schools, in youth clubs, in the healthcare sector and in vulnerable residential areas.

At the national level, there is focus on supporting the local prevention initiatives, by disseminating knowledge, offering counselling and skills enhancement activities, developing concrete methods and interventions as well as through legislation. The purpose is to ensure that local authorities and interagency collaborations have sufficient knowledge about extremism and radicalisation as well as access to efficient tools for their preventive work.

*A wide range of authorities are involved in the effort to prevent extremism and radicalisation. The Danish Agency for International Recruitment and Integration (SIRI), the Danish Security and Intelligence Agency (PET), the Danish Police's National Crime Prevention Centre (NFC) and the National Agency for Education and Quality (STUK) all support the preventive work in the Danish municipalities and police districts as well as in day-care facilities, primary schools and upper secondary school, as shown in the figure above. The areas of responsibility of each authority are described in the following pages.*

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## KEY AUTHORITIES IN THE EFFORT TO PREVENT EXTREMISM AND RADICALISATION

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### LOCAL AND REGIONAL AUTHORITIES

#### 98 municipalities

The Danish municipalities work with the prevention of extremism in their interaction with citizens at the local level. The municipalities may for instance launch measures aimed at vulnerable youths under the Social Services Act or other laws. The municipalities are also responsible for the general prevention effort that is carried out on an ongoing basis, e.g. within the day-care facilities and in schools. Such work is e.g. carried out within the framework of the Danish legislation for primary and lower secondary education as well as private independent schools, according to which schools must educate and prepare their pupils for a society with freedom and democracy.

#### 12 police districts

The prevention effort of the Danish National Police consists of taking measures to prevent crime as well as incipient criminal behaviour, especially among children and young people. Once it becomes obvious that a person has committed a crime or is at risk of committing a crime, it is the responsibility of the police to intervene and implement appropriate measures. In crime prevention, signs of radicalisation constitute a parameter for risk behaviour alongside other behavioural parameters such as truancy, shoplifting, externalising behaviour, etc.

#### 5 regions – with focus on the psychiatric care sector

The Danish regions are in charge of hospital services and the sector of medical practitioners. Like all other institutions having direct contact with citizens, health care institutions must be able to recognise signs of concern related to extremism and radicalisation, and know about the modes of action and notification chains that apply in such cases. In

areas such as psychiatric care and trauma treatment it may be particularly important to be vigilant of signs of concern.

#### Crime-preventive collaborations between authorities

Some of the key activities in the prevention work are undertaken by professionals in the municipalities and the police, as part of the general crime prevention effort carried out by the following special collaborations:

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- SSP – a partnership between schools, the social services and the police
  - PSP – a partnership between the psychiatric services, the social services and the police
  - KSP – a partnership between the Danish Prison and Probation Service, the social services and the police
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This means that SSP, PSP and KSP workers are as aware of the signs of concern related to radicalisation among young people as they are of other types of risk behaviour that may lead to crime. To a large extent, these employees also draw on methods from the fields of social work and health care to prevent radicalisation. Selected employees from the municipalities and the police, especially within the SSP partnership, have received special training so as to enhance their knowledge about extremism and radicalisation.

#### Regional Info-houses

The Info-houses are anchored in the police districts, being run in partnership between the municipalities and the police. The Info-houses are partly intended as knowledge sharing forums where challenges and methods in relation

to the prevention of radicalisation can be discussed, and partly function as a framework for the collaboration between the police and the municipalities in reviewing and managing concrete cases.

### NATIONAL AUTHORITIES

#### The Danish Agency for International Recruitment and Integration – SIRI

The Danish Agency for International Recruitment and Integration, under the Ministry of Immigration, Integration and Housing, supports and advises the municipalities in relation to planning and organising efforts to prevent extremism and radicalisation, but also advises on the development of local action plans and strategic collaborations between municipalities and Info-houses. The Agency offers long-term guidance to and collaboration with municipalities that experience particular problems with extremism. In addition, the Agency advises the municipalities on strategic collaborations with civil society and helps support competence and capacity-building activities for associations. SIRI is also in charge of the continuous development of new measures and methods for prevention efforts targeted at citizens who are at risk of radicalisation or are affiliated with extremist groups. In collaboration with PET, SIRI is responsible for the skills enhancement of professionals when it comes to knowledge about radicalisation and extremism and how to handle concrete challenges.

#### National Agency for Education and Quality – STUK

The National Agency for Quality and Supervision, under the Ministry for Children, Education and Gender Equality, supports and advises municipalities as well as day-care facilities, primary schools, youth and adult education programmes on how – in relation to teaching and other pedagogical activities – they may work with concepts such as democracy,

citizenship and sense of community, as well as strengthen the critical thinking of all children and young people.

### **The Danish Security and Intelligence Agency - PET**

Due to the development in the assessment of the terror threat to Denmark, an early prevention of radicalisation and violent extremism is given a high priority in PET's work. Thus, the anti-radicalization effort constitutes a specific strategic focus area for the agency and provides a central supplement to the operational activities.

Since 2007, PET's Centre for Prevention has been in charge of launching and carrying out initiatives and projects which, in collaboration with relevant actors, aim to prevent violent extremism and radicalisation as early as possible. The efforts are motivated by the agency's intelligence gathering and current threat assessments, using PET's knowledge and experiences from terror cases, investigations etc. PET's early prevention efforts follow three main pillars: outreach and dialogue with civil society, capacity and knowledge building among professionals and exit programmes targeted at persons who are already involved in extremist groups.

What characterises PET's prevention effort is that it is based on intelligence gathering and focuses on the security threats from radicalisation. Thus, it draws on experiences from Danish terror cases and incorporates the agency's special knowledge, cf. chapter 2 above.

### **The National Crime Prevention Centre - NFC**

The National Crime Prevention Centre under the Danish National Police charts the course for, supports and coordinates the efforts of the Danish police, including efforts in relation to the SSP, PSP and KSP partnerships. Among other things,

the centre is tasked with promoting partnerships with external actors and developing new methods and approaches for the preventive work of the police. NFC gathers e.g. research-based knowledge as well as knowledge about best practices, and is also responsible for community policing tasks, including efforts in vulnerable residential areas and tasks in relation to local police units within the police districts. The National Exit Contact Point (Det Nationale Exitkontaktpunkt) is also anchored in NFC. The contact point is an interagency collaboration between the Danish Prison and Probation Service, Local Government Denmark (Kommunernes Landsforening) and the Danish National Police, which focuses on exit programmes for persons who wish to leave the criminal environments of biker and immigrant gangs.

### **The Danish Prison and Probation Service - KF**

The Danish Prison and Probation Service is involved in the effort to prevent radicalisation in Danish prisons and other institutions under KF, e.g. through mentoring schemes, training relevant staff in recognising signs of extremism and radicalisation, the handling of incident reports and the implementation of social and/or security measures. There is special focus on the collaboration between authorities, including the exchange of information, in connection with imprisonment and release.

### **The National Organisation for Knowledge and Specialist Consultancy in relation to social affairs and special education - VISO**

In concrete cases where there is concern about citizens showing signs of radicalisation - as individuals or in groups - VISO, under the Ministry of Social Affairs and the Interior, offers counselling as well as an assessment of the persons' situation and need of support.



## A COMPREHENSIVE APPROACH TO THE PREVENTION EFFORT

Radicalisation is considered a risk behaviour along with other types of risk behaviour that may lead to criminality. Thus, some of the same methods and tools that are used for other types of risk behaviour in crime prevention and social work are also applied in the prevention effort. In addition to this, methods and initiatives which specifically address the challenges of extremism and radicalisation have been developed.

The prevention of extremism and radicalisation is based on a comprehensive and varied approach, using different types of intervention depending on the target group. This is illustrated by the prevention pyramid, which is also used for crime prevention efforts.

### Direct interventions – persons in extremist groups

The top level of the prevention pyramid comprises individuals who are part of an extremist group and have committed or

are deemed likely to commit criminal acts. Interventions for this target group are intended to prevent (further) extremist criminal acts and to support such individuals in breaking out of an extremist environment.

Direct interventions aimed at individuals in extremist groups must be seen in conjunction with the relevant criminal procedures, where criminal acts are assessed by the courts of law.

Direct interventions are mainly carried out by PET, the police, the Danish Prison and Probation Service and via the municipalities' social measures and mentoring schemes.

### Anticipatory interventions – persons at risk of radicalisation

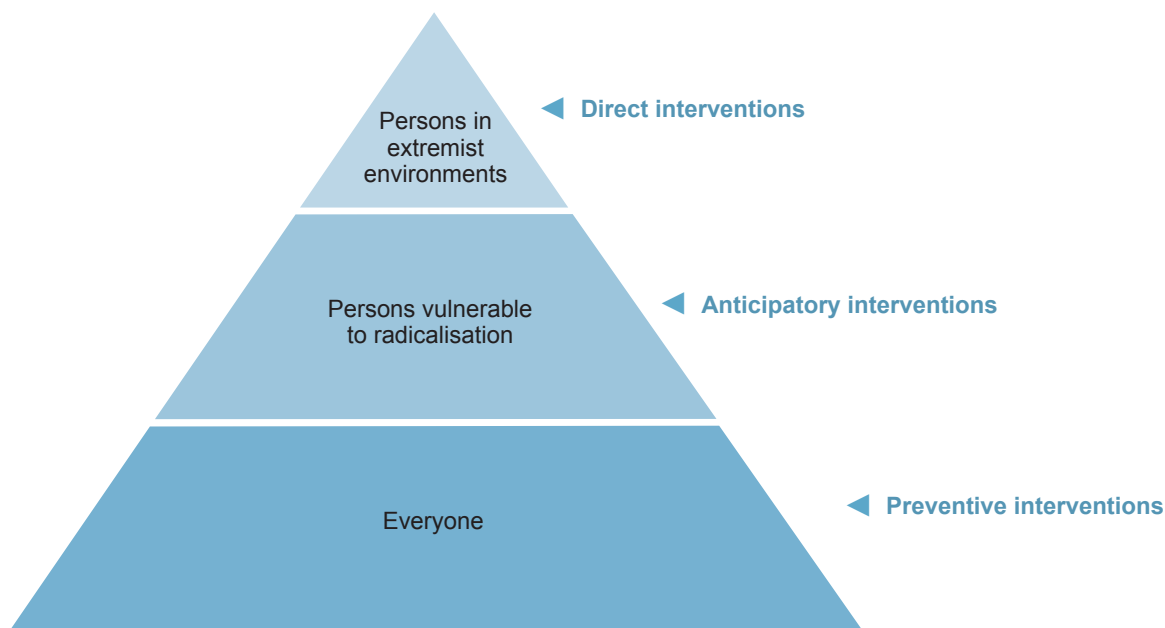
The second level of the pyramid covers individuals and groups of persons displaying risk behaviour or signs of radicalisation. Efforts at this level are designed to stem risk behaviour before it escalates into something more serious, and to further a more positive development.

Anticipatory interventions that specifically address challenges of extremism and radicalisation must be seen in conjunction with other, more general social and crime-preventive efforts – such as social housing initiatives in vulnerable areas – which address risk behaviour more indirectly.

Anticipatory interventions are e.g. carried out through the municipalities' social efforts and mentoring schemes and within the framework of the relational work that is carried out by professionals in institutions, schools, in the SSP, PSP and KSP partnerships and street-based initiatives in vulnerable residential areas.

### Preventive interventions – all children and young people

The bottom level of the pyramid basically comprises all citizens but is more specifically aimed at children and young people. Initiatives at this level are intended to further the welfare, development and active citizenship of our children and young people, as well as prevent the development of risk behaviour.





Often, the general preventive interventions do not address the challenges of extremism and radicalisation explicitly, but they do contribute to providing children and young people with democratic skills, honing their critical thinking and social competences, and thereby preventing the development of risk behaviour that can lead to radicalisation.

Preventive interventions are carried out e.g. in day-care facilities, schools and in upper secondary school, but also in the family sphere and among other civil society participants, such as associations and clubs.

Thus, the comprehensive approach to preventing extremism and radicalisation entails that a wide range of actors contribute to the prevention effort, and the effort involves different types of intervention depending on the target group. In practice there may be overlaps between the three levels of intervention, and some interventions include people from different target groups.

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## Previous action plans for the prevention of extremism and radicalisation

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The Danish prevention effort has been developed and expanded on a continual basis, as new challenges have emerged. Within the last decade, the whole effort has been considerably formalised and professionalised. The first national action plan to prevent extremism and radicalisation was published in 2009. This plan introduced a model for the interagency collaborative approach, based on the existing SSP scheme. It formed part of a multi-pronged effort which also focused on developing the democratic skills and citizenship of young people and on special interventions in vulnerable residential areas as well as prisons.

A new action plan published in 2014 continued to build on the foundation of this interagency collaborative model for

the preventive work. But in addition to this, the 2014 action plan focused on a set of new challenges that had emerged since 2009: the growing number of people leaving Denmark to participate in armed conflicts abroad, online radicalisation and extremist groups' use of social media and the internet for recruitment purposes, the close ties between criminal and extremist groups and the growing need to involve civil society in the preventive effort. In 2015 there was broad political support for allocating funds from the rate adjustment pool to finance a number of the initiatives listed in the 2014 action plan. The current Danish effort to prevent extremism and radicalisation builds to a large extent on these initiatives, which in turn drew on the experiences from the first action plan while introducing new intervention areas.



## 4. Existing measures to prevent extremism and radicalisation

The existing effort to prevent extremism and radicalisation is comprised of a wide range of initiatives which target concrete challenges within various intervention areas. This includes interventions targeted at foreign fighters and persons in extremist groups, as well as initiatives in relation to people who are at risk of becoming radicalised, e.g. within crim-

inal groups, the asylum system and in vulnerable residential areas. In addition to this, efforts are being carried out within the educational system and in relation to online radicalisation and civic involvement, efforts which are designed to prevent risk behaviour – especially among children and young people – and thereby increase people’s resilience to

the threat of radicalisation. Various national authorities moreover support the prevention effort by advising local authorities and offering skills enhancement training to relevant professionals.

Significant existing areas of intervention and recent initiatives include:

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### COUNSELLING FOR MUNICIPALITIES AND CRIME-PREVENTION PARTNERSHIPS

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#### **Strategic counselling of local authorities in relation to prevention and exit programmes**

The Danish Agency for International Recruitment and Integration (SIRI) has strengthened its counselling services for municipalities, offering strategic advice on how to prepare prevention strategies and contingency plans as well as how to establish interagency collaborations in connection with the prevention of extremism and radicalisation. The Info-houses across the country have continually been expanded and strengthened in a collaboration between SIRI and PET, which also offers advice to the SSP, PSP and KSP crime prevention partnerships. There is a special focus on how to tackle young people’s recruitment for and participation in armed conflicts abroad and how to strengthen exit initiatives in relation to extremism, including how to coordinate these with gang exit programmes to the extent it is relevant.

#### **National emergency response team**

A national emergency response team consisting of employees from SIRI and PET has been established. The team is ready to respond at short notice, if a municipality or police district requests counselling in relation to emergency situations, e.g. if persons are planning to travel to conflict zones, in case of escalated situations following (terrorist) arrests, arson attacks, demonstrations, etc. The response team may launch targeted emergency interventions in municipalities that experience acute challenges.

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### SKILLS ENHANCEMENT OF PROFESSIONALS

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#### **Skills enhancement of professionals working in the SSP, PSP and KSP crime prevention partnerships**

SIRI and PET offer supplementary training and counselling to professionals in the SSP, PSP and KSP partnerships, so as to enhance their knowledge about prevention of radicalisation and extremism and thereby enable them to function as resource and knowledge persons for other participants in the prevention effort as well as for employees working in close contact with members of the public, e.g. in schools, clubs, the health sector, street workers, etc.

#### **Skills enhancement of others working in close contact with members of the public**

In collaboration with PET, SIRI offers supplementary training to a wide range of professionals working in close contact with members of the public, e.g. in the social services, schools and upper secondary school, municipal youth guidance centres, job centres, asylum centres, secure institutions, the psychiatric services, local community workers, etc., so that they may be able to detect and respond to signs of radicalisation.

#### **Educational material and handbooks**

SIRI has developed a package of educational material intended for a broad group of professionals working in close contact with members of the public, in order to enhance the general knowledge about radicalisation processes, extremism, worrying signs and modes of action. In addition, a handbook series entitled “Extremism and Prevention” has been developed, which explores these subjects in more depth, intended for municipalities and other participants in the prevention effort.

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## EXTREMIST GROUPS AND PERSONS AT RISK OF RADICALISATION

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### **National hotline**

A national telephone hotline has been established, where parents, relatives and others may seek advice and guidance, if they are concerned that their child or someone in their circle of acquaintances is at risk of becoming radicalised, affiliated with an extremist group or contemplates travelling to a conflict zone abroad.

### **National corps of mentors and parent coaches**

A national corps of professional mentors and parent coaches has been established, for the purpose of working with individuals and relatives of individuals who are at risk of becoming radicalised or are affiliated with an extremist circle. A methods manual and a system for measuring progress have been developed in connection with this initiative, and courses and network activities are being held for the participating mentors and parent coaches. Inter-municipal agreements make it possible for municipalities that do not have their own mentors and parent coaches to borrow such resource persons, should the need arise.

### **Amendment to the Social Services Act**

An amendment to the Danish Social Services Act has made it easier for municipalities to intervene in connection with citizens aged over 18 who are at risk of becoming radicalised, or who wish to leave an extremist group.

### **NGO centre**

An NGO-run centre has been established, open to members of the public who are at risk of becoming radicalised. The centre offers personal counselling and support to prevent unwanted behaviour and helps people initiate a positive personal development, assisting e.g. in finding a job, accommodation, embarking on an education, etc.

### **Strengthening of PET's exit initiatives**

PET's exit initiatives are targeted at individuals who are radicalised and involved in violent militant Islamist groups, and also include persons from extremist political groups. The work is linked to the crime prevention efforts carried out by the police and to the municipalities' social work and rehabilitation efforts.

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## FOREIGN FIGHTERS

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### **The Special Task Force on Foreign Fighters**

A special task force focusing on the threat of foreign fighters has been established, with participation of the National Police, the Director of Public Prosecutions, Copenhagen Police, the Regional Prosecutor for Copenhagen and PET. The task force's objective is to ensure the best possible conditions for initiatives in relation to people who, because of their active participation in the armed conflict in Syria and Iraq, constitute a threat to Denmark.

### **Stricter legal measures to protect against foreign fighters**

Among other things, a new provision on treason has been added to the Danish Criminal Code, making it a criminal offence for Danish citizens or aliens residing in Denmark to join an armed enemy force that fights against the Danish state, or to recruit others into such armed enemy forces. In addition to this, a new amendment gives the authorities further measures against terrorist groups participating in conflicts abroad, partly by increasing the maximum penalty levels, and partly by enabling the authorities to prohibit people from travelling to and staying in certain conflict zones without prior permission. In continuation of this, the Government has issued a set of rules that ban travelling to certain areas of Syria and Iraq without first obtaining a permission from the Danish police.

### **Revocation of passports, etc.**

A recent amendment to the Passport Act means that the police may decline issuing passports or revoke existing passports, and in this connection impose a travel ban on Danish citizens who wish to leave the country in order to join an armed conflict abroad. Similarly, aliens residing in Denmark who wish to join armed conflicts abroad may have their residence permits revoked. In addition to this, there has been a minor amendment to the Danish Administration of Justice Act in relation to surveillance measures in cases involving restraining and exclusion orders.

### **Increased opportunity to obtain information about Danish extremists abroad**

An amendment to the law has strengthened the Danish Defence Intelligence Service's effort in relation to the terrorist threat from Danish extremists abroad, especially Danish foreign fighters, by enabling the service – at an early stage of an investigation – to obtain information about extremists staying abroad.

### **Access to relevant data about plane passengers**

PET has been given legal authority to access – via the Danish Customs and Tax Administration – relevant data gathered by the airlines about their passengers, so as to make it easier for PET to monitor if individuals who may be associated with terrorist activities, including foreign fighters, are in transit to and from Denmark.

### **Information leaflet for parents**

An information leaflet has been produced in six languages for parents of individuals who are staying in or have returned from a conflict zone as foreign fighters, or who may be at risk of travelling to a conflict zone. The purpose of the leaflet is to increase the parents' knowledge of the risks that are associated with such visits to combat zones, and to inform them of where to get help from the authorities.

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## **PRISONS AND CRIMINAL GROUPS**

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### **Special units for radicalised prisoners**

The provisions of the Danish Sentence Enforcement Act concerning radicalised and extremist prisoners have been amended, in order to better prevent such prisoners from influencing others to carry out extremist acts (e.g. by opening up for the possibility of placing them in special units where they cannot exert a radicalising influence on others).

### **Better exchange of information**

The Administration of Justice Act has been amended, so as to strengthen the exchange of data between the authorities in the KSP scheme (Danish Prison and Probation Service, social authorities and the police) in relation to individuals who are showing signs of radicalization. In addition, more systematic procedures have been put into place for the handing over of data from the Prison and Probation Service to PET.

### **Stressing religious representatives' duty of notification**

The Prison and Probation Service has stressed on religious representatives their duty of notification, to clarify that the religious representatives – regardless of their duty of confidentiality – have an obligation to prevent potential acts of terrorism and other serious crimes, if necessary by notifying the police.

### **Research project on the crossover between criminal and extremist groups**

A new research project will investigate the growing interaction between criminal gangs and extremist groups, in order to be able to improve the prevention effort in relation to crossover dynamics. The aim of the project is to contribute to the development of better and more targeted methods for the preventive work.

### **Coordination of gang exit interventions in a national exit contact point**

A national exit contact point, anchored in the National Police (NFC), has been established. The contact point has a coordinating function in relation to notifying PET about candidates who are or who wish to be enrolled in an exit programme, with a view to identifying persons who may be suspected of crossover behaviour.

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## **ASYLUM SYSTEM**

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### **Better identification and handling of radicalisation among asylum seekers**

Training and skills enhancement activities have been carried out for employees in the Danish Immigration Service and accommodation centres, so as to enable them to identify, report and tackle signs of radicalisation among asylum seekers to the widest extent possible. The training is carried out by PET and is especially intended for employees who conduct asylum interviews at the Immigration Service, as well as staff working in the accommodation system.

### **Measures in relation to unaccompanied minors who show signs of radicalisation**

SIRI provides skills enhancement training for employees in the asylum system working with minors who may constitute a special risk group in relation to radicalisation.

### **Stationing of PET liaison officer at Sandholm Accommodation Centre**

In order to ensure that relevant security and intelligence related information can be obtained in connection with the processing of asylum cases, a PET officer has been stationed at the Danish Immigration Service's asylum division. The officer will e.g. participate in asylum interviews when relevant, and will also contribute to the continuous training of staff in the Immigration Service.

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## SCHOOLS AND EDUCATION

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### **Increased focus on pupils' sense of citizenship and critical faculties through simplified common objectives for the Danish Folkeskole**

With the simplified common objectives for the Danish Folkeskole (covering primary and lower secondary education) which took effect in the academic year 2015-2016, there is greater focus on strengthening the pupils' critical faculties and democratic skills, by:

- Making human rights a fixed part of the national curriculum for Social Studies and the compulsory subject on health, sexuality and family education.
- Strengthening the focus in the national curriculum for Danish and History on the pupils' ability to use sources critically, including digital sources, and, in Danish, providing the children with critical competencies in relation to communication.

### **Theme week on community feeling, democracy and citizenship in the education system**

In the Autumn of 2017, the Ministry for Children, Education and Gender Equality will train a spotlight on democracy in practice, through a nationwide educational theme week and campaign which focuses on community feeling, democracy and citizenship.

### **Materials for learning portal on preventing radicalisation and extremism**

The National Agency for Education and Quality develops and disseminates materials which provide teachers, pedagogical staff and managers with concrete tools for incorporating practices into their pedagogical activities that may help to prevent marginalisation and radicalisation. In addition to this, the agency is in the process of developing materials that advise teachers, pedagogical staff and managers on how they can obtain further help and guidance in concrete cases of concern about radicalisation.

### **Updating of contingency and security plan**

The existing guidelines for schools and educational institutions on "Security and crisis preparedness" is being updated. The material will be disseminated via the national learning portal [www.emu.dk](http://www.emu.dk).

### **Guidance on how to prevent extremism and radicalisation in schools**

The National Agency for Education and Quality has hired a number of learning consultants with expertise in advising schools and school administrations on the prevention of extremism and radicalisation. The consultants organise various events across the country on how to work with democracy, citizenship and the prevention of radicalisation in a school context, targeted at schools and municipalities.

### **Advisory hotline**

The learning consultants run an advisory hotline, where schools and school administrations can obtain counselling and guidance on how to work with early prevention of radicalisation through the implementation of general preventive measures in the schools. Such general preventive measures involve e.g. strengthening the focus on democracy, citizenship and sense of community, and developing the pupils' critical thinking. The learning consultants also advise on how teachers, pedagogical staff and managers can obtain further help and guidance in concrete cases of concern about radicalisation.

### **Counselling for educational institutions**

SIRI assists educational institutions in preparing initiatives and action plans for dealing with cases which involve radicalisation, attempts to recruit children and young people at or near educational institutions, or similar challenges in relation to extremism.

### **Survey of existing literature**

The Ministry for Children, Education and Gender Equality has completed a "Review of literature on the prevention of radicalisation in schools", which examines which initiatives, strategies, programmes and interventions have been effective in relation to preventing and countering radicalisation and extremism.



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## YOUNG PEOPLE AND CIVIL SOCIETY ORGANISATIONS AND ACTORS

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### **Strengthening of PET's outreach effort**

PET's outreach activities have been enhanced, e.g. by involving a wider range of stakeholders in the dialogue effort, including interest organisations, associations, religious representatives and social housing networks.

### **Peer-to-peer dialogue**

SIRI is setting up a nationwide youth dialogue corps consisting of young people aged between 18 and 35. The purpose of the corps is to fuel a continuing debate among young people on topics significant to their development, independence and sense of belonging to communities in society. This includes topics such as identity, family relations, opportunities for self-expression, social control, honour-related conflicts, social participation, freedom and responsibility, rights and obligations, pro- and anti-social groups, discrimination and non-discrimination, images of friends and enemies, intolerance, extremism, etc.

### **Skills enhancement and capacity-building programmes for local associations**

SIRI offers skills enhancement and capacity-building programmes to local associations and resource persons, to help them counter and challenge images of "the enemy" as well as make a positive contribution to local communities, and to enable them to engage vulnerable groups as part of the effort to prevent the negative influence of extremist groups. Local associations and organisations undergo an intensive training and counselling programme, where they receive guidance on activities that will help to attract and retain children and young people in the communal activities of associations.

### **Support for the municipalities' strategic collaboration with civil society participants**

SIRI supports the municipalities in their endeavours to involve and mobilise local resources and representatives of civil society. Through a counselling programme and a methodological handbook, the local authorities are offered various concrete methods and models for such collaborations. The purpose is to create constructive environments and help prevent the recruitment of young people into destructive or extremist groups.

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## VULNERABLE RESIDENTIAL AREAS

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### **Social housing efforts**

In most of the vulnerable residential areas, the responsible housing organisations – with support of the Danish Social Housing Sector – have drawn up comprehensive development plans to ensure a positive development. The plans include social activities and measures to improve the safety and break the cycle of negative social inheritance. One of the aims of such initiatives is to offer children and young people in these areas attractive alternatives to roaming the streets and being sucked into criminal activities, which among other things increase the risk of radicalisation. There are both general preventive activities and more targeted interventions where the housing organisations, in partnership with municipalities and the police, approach young people who exhibit criminal behaviour.

### **Counselling on social housing initiatives**

The Centre for Social Housing Development (CFBU) qualifies the social housing efforts by assessing the initiatives and measuring their impact, gathering information from national as well as international surveys of interventions in local areas, and by disseminating results and advising relevant actors on effective methods. CFBU is an autonomous institution under the Ministry of Immigration, Integration and Housing.

### **The police districts' effort in particularly vulnerable residential areas**

Based on threat assessments the police districts have for a number of years identified those residential areas which are most heavily affected by crime and disorder (the particularly vulnerable residential areas). For a long period, special interventions – which are typically organised as intersectoral efforts – have been implemented in these areas.

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## THE INTERNET AND SOCIAL MEDIA

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### **Monitoring of extremist groups' use of the internet**

The effort against online radicalisation has been strengthened. PET continues to monitor extremist groups' use of the internet and uses the knowledge gained to ensure that those who work within the existing crime-prevention network have the skills required to meet the challenge.

### **Educational material on how to be critical of sources, propaganda techniques and digital welfare**

An online education package about using the internet and social media is under preparation. The education package is intended for primary schools, upper secondary school and after-school clubs, and the objective is to sharpen children and young people's critical faculties, understanding of the digital media and their ability to see through and resist propaganda and extremist messages that they may come across on the internet and social media.

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## **RESEARCH, EVALUATION AND ANALYSIS**

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### **Research network**

A research network between authorities and researchers has been established, for the purpose of helping to qualify the existing prevention effort and the guidance being offered by national actors.

### **Research in terrorism and radicalisation at the Danish Institute for International Studies**

Since 2007, the Danish Institute for International Studies has received funding to carry out research into terrorism and radicalisation, for the purpose of strengthening Danish research in this area, and to be able to qualify the ongoing intervention efforts against radicalisation and terrorism based on the latest knowledge in the field. An advisory group has been formed in connection with the administration of the grant, including representatives from the Prime Minister's Office, the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of Defence as well as the Ministry of Immigration, Integration and Housing.

### **Evaluations of the prevention effort**

A number of the initiatives being launched as part of the effort to prevent extremism and radicalisation are being assessed by an external evaluator, in order to gain knowledge about the results of these initiatives and obtain recommendations on how the effort may be further qualified.

### **Evaluation of the effort carried out in the Danish prisons**

Towards the end of 2015, the Ministry of Justice carried out an evaluation of the effort to counter radicalisation and extremism in Danish prisons etc. The evaluation led to the recommendation of several concrete measures to strengthen the effort with regard to the collaboration between authorities, interventions targeted individual prisoners, the role of religious representatives and how to counter subcultures.



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## INTERNATIONAL EFFORTS

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Denmark has been and will remain a significant contributor to the international effort against radicalisation and extremism. The contributions consist of both targeted interventions to prevent radicalisation and combat extremism as well as more indirect initiatives, mainly in the form of development policy initiatives in countries and regions where extremism and radicalisation may flourish.

- Denmark participates actively in the Global Coalition to Counter ISIL, contributing not only to the military effort, but also to the coalition's comprehensive civilian effort. Denmark co-leads a sub-group of the coalition tasked with halting financial flows to ISIL. In addition to this, the coalition works actively to prevent ISIL's world-wide online propaganda, something which also contributes to radicalisation in the West, including in Denmark. In 2011 Denmark participated with 28 other countries in founding the Global Counter Terrorism Forum, GCTF, where Denmark is still actively involved in several working groups.
- Moreover, Denmark carries out a number of anti-radicalising efforts in the Middle East and North Africa. In Jordan, Lebanon and Tunisia, for instance, the pilot project Strong Cities Network – which focuses on an early prevention of violent extremism through networks at a municipal level – is carried out in collaboration with Danish municipalities and the Ministry of Immigration, Integration and Housing. In Jordan and Lebanon, Denmark seeks to promote the role of preventive measures in national anti-radicalising strategies. Denmark supports a comprehensive stabilisation effort in Syria and Iraq, which e.g. helps to promote viable alternatives to ISIL and weaken radical groups' power of attraction.
- Under the stabilisation programme for the Horn of Africa, PET is in the process of implementing a project that addresses violent extremism in Kenya, in collaboration with the Kenyan National Counter Terrorism Centre (NCTC). For a number of years, Denmark has also supported the rehabilitation of al-Shabab defectors, e.g. by offering them vocational training. Finally, Denmark assists in strengthening the Ethiopian authorities' capacity to prevent and counter money laundering and financing of terrorism, just as Denmark – under the stabilisation programme for the Sahel region – supports the governments of Niger, Burkina Faso and Mali in fighting organised crime and violent extremism.
- In Indonesia, support is given to anti-radicalising and counter-terrorist initiatives and efforts to promote religious tolerance via the development programme for good governance. The aim of the programme is to further democratic values, human rights and tolerance, e.g. through partnerships with organisations and educational institutions and by training police officers in combating terrorism, among other things.



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## AGREEMENT ON STRICTER MEASURES IN RELATION TO RELIGIOUS REPRESENTATIVES

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On 31 May 2016, the Government entered into an agreement with the Social Democrats, the Danish People's Party and the Conservative People's Party, on a series of initiatives targeting religious representatives who seek to undermine Danish laws and values and promote parallel conceptions of law and justice. The agreement involves measures in the following three main areas: 1) possible revocation of religious representatives' accreditation as preachers, 2) ban on foreign hate preachers seeking to enter the country, and 3) sanctions. The agreement includes several partial agreements between the Government and various parties:

### **Sanctions list of hate preachers**

A bill is proposed to draw up a national list of named foreign itinerant preachers who may be banned from entering the country, on grounds that they are considered a threat to the public order in Denmark. The list will be public and will function as a sanctions list, i.e. it entails a pre-emptive decision to deny persons a visa or entry at the Danish border.

### **Criminalisation of voicing approval of certain criminal acts in connection with religious education**

A bill is proposed to criminalise the explicit approval of certain criminal offences in connection with religious education, regardless of whether such remarks were made in private or in public. The criminalisation will only apply to remarks made in connection with religious education where there is an element of preaching.

### **Mapping of mosques**

In 2006 a survey was made of the approximately 115 mosques existing in Denmark at the time. The survey is based on empirical material gathered between May 2004 and January 2006, and provides detailed information on the people attending the mosques and how the mosques are organised. A new survey of mosques in Denmark will be carried out, similar to the one from 2006, to give a scientifically based, up-to-date overview of how the mosques are organised in 2016, as well as detailed information on who attend them.

### **Fitness and propriety requirements**

Existing legislation will be clarified by enacting a set of fitness and propriety requirements for priests, Imams, preachers, and other holders of office within religious communities outside the Church of Denmark who are granted license to perform marriages. It must be made clear that such persons are required to conduct themselves in a manner that does not render them unworthy or unfit to exercise public functions.

### **Compulsory course in Danish family law, principles of freedom and democracy**

A compulsory course in Danish family law, principles of freedom and democracy is to be introduced for priests, Imams, preachers and other holders of office within religious communities outside the Church of Denmark who wish to have license to perform marriages, as well as for foreign preachers who apply for an extension of their Danish residence permit under Section 9f of the Danish Aliens Act, irrespective of whether they also apply for a license to perform marriages or not. At the end of the course, participants must sign a declaration that they will observe Danish laws, including laws relating to freedom of speech and religion, gender equality and freedom of sexual orientation, non-discrimination and women's rights.

### **Foreign donations**

The Government has launched an investigation of the possibilities to prevent certain types of foreign donations. A cross-ministerial initiative is currently under way to see if more can be done to create greater transparency in relation to the foreign financial support given to religious communities in Denmark, and whether it is possible to implement a scheme for approving foreign donations.

### **Amendment concerning private independent schools, etc.**

A bill will be proposed to amend the Private Independent Schools Act, in order to clarify that private independent schools are required to develop and strengthen the democratic skills of their pupils. In addition to this, supervision of the private independent schools will be strengthened, to ensure that the schools fulfil the requirement of preparing their pupils for a life in a society marked by freedom and democracy. More unannounced inspection visits will be carried out at the schools, just as the National Agency for Education and Quality will hire more staff for the supervision of the private independent schools. The bill is scheduled to be presented before the Danish Parliament during the first week of the parliamentary session.

### **Tightening of the General Education Act**

With the agreement on general education, the requirements for associations carrying out general educational activities and which apply for subsidies will be tightened, so that associations whose objectives or activities counteract and undermine democracy as well as fundamental freedom and human rights, will not be eligible – under the amended law – to receive subsidies or to be offered premises. Also, the municipalities' supervisory responsibilities will be emphasised and strengthened, just as there will be a requirement of increased transparency, in the sense that the municipalities must publish the associations' records of how the subsidies have been spent, along with listings of the associations that are awarded and refused subsidies, respectively.

# 5.

## New initiatives

The existing effort to prevent extremism and radicalisation must be continued. Also, the combination of a comprehensive approach and a high level of inter-agency collaboration which has formed the basis for the effort so far must be maintained. But given the challenges Denmark is facing today, the existing prevention effort is in need of a considerable strengthening.

We need to intervene more rigorously in relation to foreign fighters, criminal environments and prisoners, in order to combat radicalisation and counter some of the security challenges that stem from extremist groups. A multi-pronged intervention effort is needed in connection with online radicalisation, so that we may both limit the availability of extremist online contents and strive to increase people's resistance to the propaganda. In our day-care facilities, primary schools

and upper secondary school, we must work systematically on strengthening children and young people's democratic skills and sense of citizenship.

Finally, we need to create a more cohesive and robust prevention effort by strengthening the strategic focus nationally and establishing new initiatives that will contribute to consolidating and developing interagency collaborations, both nationally and locally. Within the police districts, the local collaboration between authorities in the Info-houses must be intensified, and the handling of cases in police districts as well as municipalities must be strengthened by offering better guidance and disseminating effective methods.

Thus, the new initiatives will boost the existing prevention effort in a number of concrete areas:

- 1. A more coordinated and knowledge-based prevention effort**
- 2. Enhanced effort in the police districts and municipalities**
- 3. Countering extremist propaganda and preventing online radicalisation**
- 4. Hard line against foreign fighters**
- 5. Targeted intervention in criminal groups**
- 6. Stricter measures against radicalisation in prisons**
- 7. Systematic effort in day-care facilities, primary schools and upper secondary school**
- 8. Involvement of local communities**
- 9. Enhanced international effort**

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## A MORE COORDINATED AND KNOWLEDGE-BASED PREVENTION EFFORT

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The rising number of radicalisation cases and the increasing complexity and seriousness of these cases call for a more coordinated and knowledge-based prevention effort. There is a need to strengthen the authorities' strategic focus and improve the collaboration, coordination and knowledge sharing across sectors, to ensure cohesion in the effort – both nationally and locally.

Coordination at the national level is to be strengthened, and the advice and guidance offered to municipalities, the crime-preventive interagency collaborations at the Info-houses and the SSP, PSP and KSP partnerships will be developed considerably, so as to strengthen the local efforts to prevent extremism and radicalisation.

- **National knowledge and advisory centre for the prevention of extremism and radicalisation**

A national knowledge and advisory centre for the prevention of extremism and radicalisation will be established. The centre will be in charge of providing knowledge-based counselling and skills enhancement services to local actors involved in the general preventive work, including municipalities, Info-houses, educational institutions, health care personnel, housing organisations, etc. Its work will be based on a systematic gathering of knowledge, experience sharing and the development of prevention methods.

The national knowledge and advisory centre will be responsible for continuing, developing and strengthening the initiatives currently managed by the Danish Agency for International Recruitment and Integration (SIRI). To ensure a close collaboration between the centre and municipalities, it is suggested that municipalities will be able to have employees stationed at the centre.

At the same time, the centre will facilitate a higher degree of coordination between prevention efforts in various sectors, such as the educational sector, the health sector and the social housing sector, and build a bridge to activities carried out under the auspices of PET's Centre for Prevention. Consequently, in conjunction with the centre a cross-sectoral coordination group will be set up, with participation of PET, representatives from key national authorities in the area as well as the municipalities, Danish regions and the research community.

- **Common tool for assessing and referring cases about radicalisation**

The national knowledge and advisory centre for the prevention of extremism and radicalisation will be tasked with developing a new screening tool, to establish a common systematic approach to assessing and referring cases at the Info-houses and among those authorities involved in the prevention work, including municipalities, the police and the interagency collaborations in the SSP, PSP and KSP partnerships. This tool should also be usable for measuring progress, and thereby strengthen local participants' documentation of results as well as improve the overall knowledge of the effects of various initiatives.

- **Mapping of efforts and collaborations in the municipalities and Info-houses**

The national knowledge and advisory centre will carry out a mapping of the prevention effort, to gather knowledge about how radicalisation cases are being handled in municipalities and Info-houses. The centre will use this knowledge to issue recommendations on how the municipalities and Info-houses' efforts to prevent radicalisation may be further supported and strengthened in the future. In conjunction with this, the Ministry of Justice will carry out an evaluation of the role played by the national police in the prevention of radicalisation as well as in PET's exit initiatives.

- **Strengthening of the regional Info-houses**

To support the interagency collaborations and the handling of cases at the regional Info-houses, the national knowledge and advisory centre will, together with PET and the National Crime Prevention Centre under the Danish National Police, develop a model that describes the organisation, administrative procedures and division of responsibilities at the Info-houses, as well as the relevant connections with the crime-preventive SSP, PSP and KSP partnerships. Special focus will be on how cases involving persons who are transferred from prisons, secure institutions or asylum centres to being overseen by the municipalities, are discussed, assessed and handled at the Info-houses.

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## ENHANCED EFFORT IN THE POLICE DISTRICTS AND MUNICIPALITIES

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The rising number of serious prevention cases and cases of concern which involve a high level of complexity emphasises the need for strengthening and supporting the prevention effort locally. The police districts, municipalities and Info-houses continue to receive reports of worrying signs from very different sources. No two cases are alike, but the approach and procedure for handling these cases is often the same. At the same time, new challenges and new focus areas arise, such as cases of concern in relation to the current refugee situation or mentally vulnerable persons.

There is a demand among police districts and municipalities for more knowledge on how to ensure a qualified and professional handling of a wide range of cases, from less severe welfare cases to more serious security cases. Several municipalities have also voiced a need for clearer guidelines on how to organise the prevention effort, including guidelines on the available measures and a clarification of the legal framework, including in relation to the exchange of data between authorities.

Local contingency plans must be in place for when the need arises. It is vital that the police possess the necessary knowledge and procedures for carrying out risk assessments of a wide range of radicalisation cases. And the municipalities must be able to mobilise the various sections of their administrations to ensure an efficient follow-up on cases which must be handled by the municipalities.

The new national knowledge and advisory centre for the prevention of extremism and radicalisation and PET must collaborate with relevant authorities in launching a number of initiatives to strengthen the prevention effort in police districts and municipalities, both at a strategic level and in relation to the handling of individual cases.

- **Guidance to the police districts on case handling and risk assessment**

A concept will be developed for handling individual cases, which can be implemented across the country but adapted locally. The concept covers procedures for handling individual cases and will also function as a risk assessment and management tool that may facilitate a consistent, fast and efficient case handling. The new concept is intended for use in connection with the common tool for assessing and referring cases about radicalisation, which is being developed for local interagency collaborations, e.g. in connection with the Info-houses.

- **Exit training programme for selected employees in the police districts**

A training programme for employees working in the police districts (Info-houses) is to be set up. The purpose of the programme is to enable the employees to handle complex cases in the field of tension between “common” cases of concern and cases involving national security issues which must be coordinated and tackled in collaboration with PET. The programme is based on a concept for carrying out preventive talks in a manner that shows recognition and establishes trust, and it includes practical exercises and focuses on the importance of coordinating the dialogue-based intervention with the ongoing case handling.

- **Guide for the municipalities on available measures in concrete cases**

To support the municipalities’ handling of cases, the relevant ministries will collaborate on issuing a general guide that explains the possible measures available to the municipalities in concrete cases of radicalisation, including mentoring schemes, social interventions, including forcible removal of minors, and initiatives in relation to education, health, occupation and housing. The guide is also intended to support the handling of cases by providing information on rules for registering personal data, staff’s duty of notification and confidentiality as well as rules for exchanging information.

- **Guidelines to the municipalities on collaborating with associations**

A set of guidelines will be prepared for municipalities and other public sector organisations on how to avoid collaborating with associations and organisations that promote extremist messages and contribute to radicalisation.

- **Municipal action plans to prevent extremism and radicalisation**

For many municipalities it will be relevant to formulate local action plans for preventing extremism and radicalisation. Therefore counselling is offered to the municipalities on how to draw up action plans that may strengthen the level of collaboration across authorities and sectors in the individual municipality and support a comprehensive, integrated approach in the prevention effort. The counselling will also include guidelines on how the municipal action plans and strategies may build on existing policies in the municipality, e.g. in relation to social policies, crime prevention, educational policies, etc.

- **Increased focus on specific risk groups**

The skills enhancing and advisory services offered to the municipalities will be further developed, with the inclusion of more knowledge and information about interventions in relation to at-risk groups which extremist groups seek to influence and recruit from, such as unaccompanied minor refugees and mentally vulnerable persons who may be particularly exposed to radicalisation, as well as young women.

- **National corps of mentors and parent coaches**

The national corps of mentors and parent coaches will be maintained and further strengthened. More mentors will be trained, including a larger share of women than previously, so as to facilitate an effective municipal intervention effort in relation to persons who are at risk of radicalisation or who are affiliated to extremist groups.

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## COUNTERING EXTREMIST PROPAGANDA AND PREVENTING ONLINE RADICALISATION

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Extremist environments systematically exploit the internet and social media as a platform for spreading propaganda, recruiting new followers and coordinating activities, and it enables them to disseminate symbols, images, films, music and news containing anti-democratic and violent messages at a very fast rate. A multi-pronged effort is needed to counter extremist propaganda and prevent radicalisation via the internet and social media. The dissemination of extremist online contents must be curbed, while the appeal and attraction of extremist messages must be weakened and young people's resilience to extremist propaganda strengthened.

- **Mapping of extremists' use of social media**

A new digital mapping project organised by PET and the national police will ensure a more systematic mapping of extremists' activities on open social media networks. This will give the authorities a more comprehensive, exact and updated picture of the role that social media plays particularly in relation to radicalisation and hate crimes in Denmark. The knowledge gathered in this project will e.g. be used for adapting and strengthening the prevention efforts carried out by ministries, agencies, municipalities, the police, civil society participants and others.

- **More rigorous prosecution of the dissemination of extremist materials**

A stricter ban on the dissemination of terrorist propaganda, etc. will improve the prospect for prosecuting cases where extremist materials are disseminated, e.g. on social media. This will be carried out by amending the provisions concerning terrorism in the Danish Criminal Code.

- **Special unit for take downs and a new blocking filter**

Special resources will be allocated to identifying violent extremist online materials for the purpose of taking it down as quickly as possible, thereby limiting children and young people's exposure to such materials. This work will be headed by a new unit anchored in PET, with the collaboration of the internet industry, among others. In addition, an internet blocking filter will be implemented in order to limit access to foreign web pages that contain terrorist propaganda, etc.

- **National Alliance against Online Radicalisation**

PET will establish a National Alliance against Online Radicalisation, which will gather representatives from authorities and organisations as well as voices from civil society to develop initiatives to prevent online radicalisation. As part of the alliance, a support and training programme will be established, where participants from civil society can get professional help to develop e.g. effective online films, campaigns or similar materials against extremism and radicalisation.

- **Digital voices of reason**

In conjunction with the National Alliance against Online Radicalisation, a civil society driven corps of 'digital voices of reason' will be established, whose task will be to engage critically in relevant online forums, enter into dialogue and challenge extremist views.

- **Mobilisation of young voices in the prevention of online radicalisation**

The national knowledge and advisory centre will launch a strategic partnership with educational institutions, and the mobilisation of young voices in the effort to prevent online radicalisation is to be expanded. Young people will be trained in using digital media to promote positive alternatives to extremist messages, and are to be involved in the work of developing new targeted activities that prevent online radicalisation – especially among young people.

- **Educational and information materials on critical thinking**

In partnership e.g. with the Media Council for Children and Young People, educational and information materials will be developed for associations, clubs, youth organisations and educational institutions, for the purpose of supporting children and young people's critical thinking and understanding of digital media, so that they may be able to see through attempts at manipulation and become more resilient to extremist propaganda.

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## **HARD LINE AGAINST FOREIGN FIGHTERS**

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The threat from foreign fighters returning to Denmark is real. Persons staying in foreign conflict zones can e.g. become radicalised and brutalised as well as more violence prone, and individuals who return from such conflict zones may be motivated to carry out terrorist attacks in Denmark. In addition to this, returning foreign fighters may influence and radicalise others with their extremist views.

The hard line against foreign fighters must be maintained and supplemented by additional initiatives to support the existing efforts. We must also train a spotlight on how we can make it less attractive for people in this country to become foreign fighters, and how we can protect children and young people who are vulnerable to extremism from the radicalising influence of returning foreign fighters.

- **No social benefits to foreign fighters**

Foreign fighters must be prevented from financing their stays in conflict zones with social benefits. Therefore, the Government will look into the possibility of extending the existing arrangement of suspended payment and claims of repayment, so that these type of sanctions not only apply to social security, unemployment and integrations benefits, but also include other social benefits, such as education grants, employment and support allowances and sickness benefits.

- **Protecting children and young people against returning foreign fighters and others convicted of terrorism**

It is vital that we protect our children and young people, who cannot be expected to have the same power of resistance as adults and who are therefore more vulnerable to the extremist influence from returning foreign fighters and others convicted of terrorism. The child protection certificate scheme must be extended, so that it also applies to people who have served a prison sentence following a conviction of terrorism under the Danish Criminal Code. The child protection certificate scheme requires that authorities, institutions, companies, associations, etc. that hire people for work tasks involving direct contact with children aged under 15 must first obtain a children's certificate for such candidates.

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## **TARGETED INTERVENTION IN CRIMINAL GROUPS**

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Experience shows that environments where radicalisation thrives and people are recruited for terrorism are not only marked by criminal activity relating to extremism, but also by other forms of criminal behaviour, such as organised gang crime, tax evasion, social fraud and other types of enrichment crime.

A harder line must be taken against criminality in radicalised groups. Intensifying the level of police investigation and legal prosecution will contribute to making it less attractive to join and become part of these groups. In addition, it will counter and help to prevent the planning of terrorist acts and travels to conflict zones, etc.

- **Consistent intervention against extremist utterances**

The National Police and the Director of Public Prosecutions will issue new guidelines for the police and the Public Prosecution Service to ensure that the law-enforcing authorities respond consistently in cases concerning punishable extremist utterances. For instance, if a schoolteacher expresses support of a terrorist crime and there is reason to believe that the teacher may abuse his or her position, revoking such a person's professional license must be considered.

- **Targeted and consistent intervention against "regular" crimes committed in radicalised groups**

A more targeted and consistent intervention against "regular" crimes committed in radicalised groups must be ensured. Due to the authorities' focus on uncovering security threats, there may in some instances be a risk that certain "regular" crimes are not prosecuted. Strengthening the effort in this area requires a close collaboration between PET, which monitors the extremist environments, and the police force, which carries out the investigation of other types of crime.



- **Improved methods for preventing crossover recruitment**

Under the auspices of the new counselling and knowledge centre for the prevention of extremism and radicalisation, a partnership with PET and the National Crime Prevention Centre under the National Police will develop new methods for preventing the recruitment of people from criminal groups into extremist groups, e.g. by increasing the focus on exit schemes for individuals associated with criminal gang groups. The ongoing research project on crossover radicalisation will form the basis for the development of new methods.

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## **STRICTER MEASURES AGAINST RADICALISATION IN PRISONS**

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It is vital to ensure that prisoners with extremist views do not exert a radicalising influence on other prisoners. Therefore, it is important to intervene swiftly and effectively against prisoners, as soon as they show signs of radicalisation.

Several initiatives have already been launched to strengthen the effort against radicalisation among prisoners. However, further action is needed in order to tackle these issues.

- **New radicalisation unit and improved IT platform in the Danish Prison and Probation Service**

To strengthen the Danish Prison and Probation Service's collaboration with external authorities (PET, the prosecution service, the police, municipalities, etc.) – while ensuring an improved coordination of the anti-radicalisation efforts within the Prison and Probation Service's own institutions – a new radicalisation unit and a central contact point will be established in the Department of Prisons and Probation.

The Danish Prison and Probation Service's IT systems will be upgraded, so as to be better equipped to process data concerning signs of radicalisation, e.g. data on prisoners' behaviour, data in relation to mentoring schemes, security-related interventions or other special measures taken.

- **New exit tools and education of staff**

To facilitate earlier interventions and make exit programmes more coherent, new motivation programmes and action plans are introduced for prisoners who show signs of radicalisation and extremism. It will be made a requirement for parole that radicalised prisoners, who are convicted of terrorist activities, etc., participate actively and constructively in an exit programme. To strengthen prison staff's skills in detecting signs of radicalisation and extremism, staff will receive additional training in relation to languages, cultural norms, etc.

- **Intensified screening and monitoring of religious representatives in prisons**

Intensified procedures for screening and monitoring religious representatives working in prisons will be implemented. It will be a requirement that religious sermons held within the Prison and Probation Service's institutions as a general rule must be conducted in Danish.

- **Study of models for sectioning in prisons**

The Ministry of Justice, the Prison and Probation Service and PET will conduct a study of the advantages and disadvantages of different models for sectioning radicalised prisoners. Among other things, the study will include experiences from other countries.

- **Participation in exit programmes a requirement for release on parole**

It will become a requirement for radicalised prisoners who are convicted of terrorist activities that they participate in exit programmes in order to be released on parole. The purpose of this is to strengthen the motivation among radicalised prisoners to enrol in exit programmes that may impact them to change their behaviour and motivate them to disengage from a radicalised environment.

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## SYSTEMATIC EFFORT IN DAY-CARE FACILITIES, PRIMARY SCHOOLS AND UPPER SECONDARY SCHOOL

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Day-care facilities, primary schools and upper secondary school play a key role, when it comes to building children and young people's resilience against extremist views and movements. That is why a systematic effort will be launched in day-care facilities, primary schools and upper secondary school to strengthen the work of furthering the democratic skills, citizenship and critical thinking among children and young people.

- **Increased focus on early prevention in day-care facilities, primary schools and upper secondary school**  
Programmes will be launched in a number of day-care facilities, primary schools and upper secondary school to enhance the efforts of teachers and pedagogues in strengthening children and young people's resilience to extremist views and movements, e.g. through an increased focus on their democratic competencies and experiences.
- **New methods and enhancement of professionals' skills**  
Pedagogical methods and tools for involving parents and for furthering the abilities of children and young people in relation to social interaction and critical reflection will be developed. A large number of professionals working in day-care facilities, primary schools and upper secondary school will be trained in working systematically with these methods.
- **Model schools project for the prevention of hate crimes**  
To give the schools further tools for preventing polarising and bullying behaviour among their pupils as well as for dealing with division, prejudices and stereotypes, a new development project will be carried out at selected schools. The project will mainly focus on the pedagogical practice, dialogue competence, etc. among school managements and teachers.

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## INVOLVEMENT OF LOCAL COMMUNITIES

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Associations, clubs, resource persons and social housing employees with an active presence in the local communities can contribute to increasing the resilience against extremism and radicalisation – even if that in itself is not the purpose of their activities. Local associations and resource persons can help to ensure that there are positive and inclusive alternatives to the sense of identity and togetherness offered by the extremist groups. At the same time, people within the local communities are often in a position where they can establish relations to persons who distrust the authorities and who therefore cannot be reached by the authorities' intervention efforts. We need to a larger extent to involve civil society and local resource persons in the effort to prevent extremism and radicalisation. At the same time, we need to do more to counter the development of parallel societies which can become a seedbed for radicalisation in vulnerable residential areas.

- **Strengthening of effort in ghetto areas and vulnerable residential areas**  
It is unacceptable that there are people in Denmark who are isolated from the surrounding society and who live according to their own norms and rules. Therefore, the Government will announce a plan to strengthen the effort in the ghetto areas.
- **Improved methods for prevention in residential areas**  
The National Centre for the prevention of extremism and radicalisation will – in partnership with the National Crime Prevention Centre under the National Police, municipalities and housing organisations – develop new initiatives which target the challenges of extremism and radicalisation in vulnerable residential areas, in addition to the initiatives which have already been implemented as part of the social housing sector's comprehensive development plans for those areas. The new initiatives will be developed with the incorporation of the existing efforts of the police in vulnerable areas, and will – inspired by similar initiatives in other countries – focus especially on preventing younger siblings from being recruited by people within extremist groups.
- **Expansion of PET's outreach effort**  
PET's outreach effort – which forms part of the early, intelligence-based prevention effort – will be expanded, so that the existing network of civil association and resource persons will be used more efficiently, when it comes to turning ideas into concrete, sustainable activities and projects. The effort will be coordinated and aligned with the interventions carried out by the police districts, including their intervention efforts in particularly vulnerable residential areas.



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## ENHANCED INTERNATIONAL EFFORT

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In a world where extremism and radicalisation are becoming more and more of a transnational problem, it is not only necessary to strengthen Denmark's international efforts in this area, but also to integrate local, national and international initiatives to a greater extent than today. The following initiatives can be launched immediately.

- **Better coordination of national and international efforts**

Danish authorities can become even better at ensuring that national and international efforts are coordinated or supplement each other, when there is potential for positive synergies – including in an EU framework. This challenge will be addressed in connection with the Government's forthcoming foreign and security policy strategy.

- **Strengthening of Denmark's contribution to the Global Coalition to Counter ISIL**

The partnership of the coalition has proved to be an effective forum for the international effort to combat extremism. In the future, Denmark expects to strengthen the civilian activities in the coalition, contributing with initiatives in areas where Denmark has an interest and can make a difference. This includes for instance helping to counter the financing of terrorism and boosting the resistance of local communities – especially among young people – against violent extremism and recruitment attempts. The relevance of the coalition will not diminish when ISIL's geographical Caliphate has been defeated, because the 'virtual Caliphate' will continue to exist.

- **Enhanced international exchange of information on foreign fighters**

The Government wishes to strengthen the international exchange of information on known or suspected foreign fighters, including through Europol systems and other EU databases, thereby improving the level of protection in Europe. In this connection, a PET employee will be stationed at Europol to facilitate a more effective and smooth exchange of information.

- **Developing on promising initiatives in the Middle East**

The anti-radicalising efforts carried out in Jordan, Lebanon and Tunisia in collaboration with SIRI can be expanded to other countries in the region. Given the unfortunate status of the Middle East region as the main combat zone for global jihadists – including jihadists with links to Denmark – the region will continue to be a focal point for Danish initiatives in this area, e.g. through the Strong Cities Network.

- **Expansion of current projects in the Horn of Africa**

Denmark is currently gathering its first experiences from projects that aim to prevent radicalisation and violent extremism in the Horn of Africa. PET's partnership with the Kenyan authorities is one example of a project that yields good results, as there is strong interest locally in learning from the Danish experiences with prevention work.

- **Focus on the relevance of Danish development policy for the prevention effort**

The prevention of violent extremism and radicalisation will be incorporated into the Government's forthcoming humanitarian and development policy strategy. Depending on the local context, promoting good governance, respect of human rights and the creation of new jobs can be effective and long-term means for countering a negative development. The same can be said for interventions targeted at specific groups – especially young people – who are particularly vulnerable to radicalisation, as well as focusing on local authorities' capacity to deal with such groups.

- **Establishment and extension of projects in vulnerable countries**

In Somalia, Kenya, Mali, Burkina Faso and Niger, the Danish Government intends to continue to examine the possibilities for focusing on areas where Denmark can draw on its special expertise to inspire national and local partners to develop and implement new methods and solutions. Also in countries such as Indonesia and Bangladesh there is an interest in drawing on the Danish experiences with anti-radicalisation.



# PREVENTING AND COUNTERING EXTREMISM AND RADICALISATION

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