



NORWEGIAN MINISTRY OF  
JUSTICE AND PUBLIC SECURITY

Action plan

# Action plan against Radicalisation and Violent Extremism





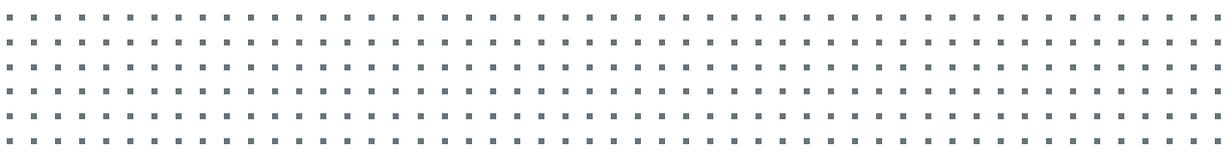


NORWEGIAN MINISTRY OF  
JUSTICE AND PUBLIC SECURITY

Action plan

# Action plan against Radicalisation and Violent Extremism





# Contents

- Foreword \_\_\_\_\_ 5
- 1. Introduction \_\_\_\_\_ 7
- 2. Relevant challenges \_\_\_\_\_ 9
- 3. Preventative strategies \_\_\_\_\_ 13
- 4. Prioritised areas and measures \_\_\_\_\_ 17
  - Knowledge and expertise \_\_\_\_\_ 17
  - Cooperation and coordination \_\_\_\_\_ 20
  - Prevent the growth of extremist groups and help promote reintegration\_\_ 21
  - Prevent radicalisation and recruitment through the Internet \_\_\_\_\_ 23
  - International cooperation \_\_\_\_\_ 25
- 5. Actions in the event of concern \_\_\_\_\_ 27



## Foreword

With this plan, the Norwegian government wants to improve the efforts to combat radicalisation and violent extremism. Terrorism is the most extreme consequence of radicalisation and violent extremism. Thus, preventative efforts are a key element for ensuring fundamental values such as democracy, human rights and security. Being able to live our lives without fear of being exposed to hate and violence is a fundamental value of a secure society.

The government wants to prevent recruitment to violent extremism. Through this action plan, we want to improve the preventative efforts against radicalisation and violent extremism. There is a need for more information, more cooperation and better coordination of the efforts in this area. The efforts must be improved in different professional areas and sectors of society. The goal is to reach persons who are at risk as early as possible and encounter them with measures that work.

This action plan is a framework for a targeted, strategic effort in this field. Many sectors shall contribute in the follow-up of these measures. In order to clarify the responsibility, only one ministry shall be responsible for each individual measure. In cases where the responsibility for follow-up affects several ministries, one ministry will be given the main responsibility for coordination.

Many parties have provided input in various phases of the work on the action plan. We would like to thank all of you who have contributed, both through the sharing of knowledge and experience with us and through proposals for measures. This has helped us make the plan specific and action-oriented.



Prime Minister  
Erna Solberg



Minister of Justice and Public Security  
Anders Anundsen



Minister of Labour and Social Affairs  
Robert Eriksson



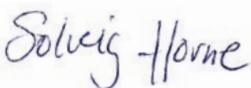
Minister of Foreign Affairs  
Borge Brende



Minister of Culture  
Thorhild Widvey



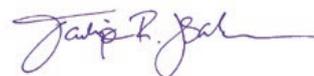
Minister of Local Government and Modernisation  
Jan Tore Sanner



Minister of Children, Equality and Social Inclusion  
Solveig Horne



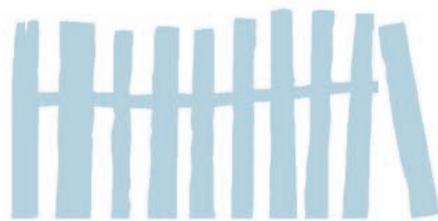
Minister of Defence, Equality and Social Inclusion  
Ine Eriksen Søreide



Minister of Education and Research  
Torbjørn Røe Isaksen



Minister of Health and Care Services  
Bent Høie



## 1



## Introduction

The acts of terrorism on 22 July 2011 were the most dramatic violent acts that Norway has been exposed to since the Second World War. Terrorism is the most extreme consequence of radicalisation and violent extremism. It is important to ensure public security. It is equally important to get involved early in preventative efforts and to be able to reach persons who are at risk.

The government wants to make a broad effort to prevent radicalisation and violent extremism. There may be various reasons why persons seek extremist groups. It is necessary for a number of actors to get involved early in order to increase the possibilities of succeeding in the preventative efforts. The challenges must be met with knowledge about the phenomenon, about risk and motivating factors, about what we do when concern arises and about which measures can be enacted.

With this action plan, the government wants to improve the efforts to prevent radicalisation and violent extremism. One of the goals is that the measures in the plan shall provide specific tools for those who work with these challenges in practice.

The measures in this plan come in addition to the more general efforts to promote participation, social inclusion and equality. Prevention in a broad perspective involves ensuring good formative conditions for children and youth, fighting poverty and working to ensure that everyone, regardless of their background, shall have a sense of belonging and be protected against discrimination. General preventative efforts in many different fields can also help prevent people from choosing violence as a means of achieving their ideological or religious goals.

Early preventative efforts are a responsibility that rests with many sectors of society. Therefore, in connection with the work on the action plan, a working group composed of representatives from the Office of the Prime Minister and nine ministries was appointed. The working group has been led by the Ministry of Justice and Public Security. A number of meetings were held with various parties in order to gather in-

puts and proposals for measures, e.g. with research institutions, local government and various voluntary organisations. The working group has also gathered experiences from other countries.

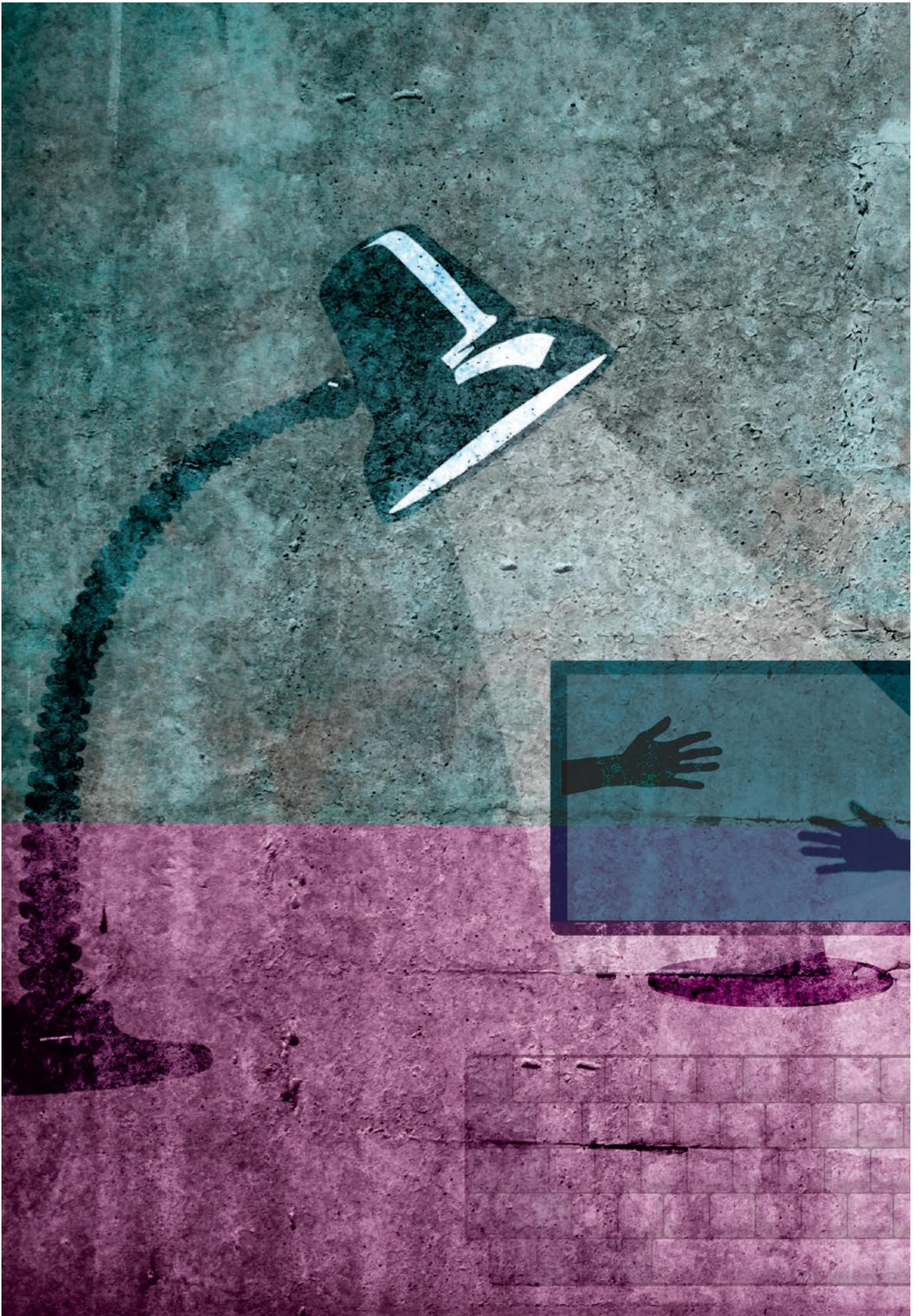
The action plan shall be dynamic and will therefore be updated when needed. This is necessary in order to be able to follow the developments and changes in the perceived threat. The last updated version will be digitally available on the website [www.radikalisering.no](http://www.radikalisering.no). The measures in this plan will be implemented or launched in 2014 and will be covered within existing budgets.

**Radicalisation** is understood here to be a process whereby a person increasingly accepts the use of violence to achieve political, ideological or religious goals. A process of radicalisation that results in violent extremism is characterised by:

- a cognitive development toward a steadily more unilateral perception of reality, where there is no room for alternative perspectives.
- thereafter, a further development where the perception of reality is experienced so acutely and seriously that violent actions appear necessary and just.

**Violent extremism** is understood here to be activities of persons and groups that are willing to use violence in order to achieve their political, ideological or religious goals.

**Hate crime** is understood here to mean criminal acts that are fully or partially motivated by negative attitudes to a person or group's actual or perceived ethnicity, religion, political affiliation, sexual orientation, gender expression or disability. Violent extremism is the most extreme form of hate crime.



## 2



# Relevant challenges

The threat represented by violent extremism in Norway today is more complex than it was before. In the 1990s, the perceived threat in Norway was relatively transparent, consisting of small groups of extremists. Persons in these groups were visible in arenas that it was relatively easy for police and other preventative parties to keep track of. These groups had clearly defined leading figures. Persons who became radicalised in these groups were usually ethnic Norwegian youth. The Norwegian extremist groups in the 1990s were rarely affected by international armed conflicts and events. Few persons sought out real operative training by going abroad to areas of conflict. Preventative measures against violent extremism, especially neo-Nazi ideology, were positively accepted by the society in general and by the families of the persons in question.

Today, the extremist groups in Norway are more ethnically complex. Though many of the psychological and social factors that drive people into a process of radicalisation are the same as before, the arenas for radicalisation have become more numerous and more complex. There are more underlying factors that can help start or intensify a process of radicalisation. Some risk factors are found at the level of society in general, whereas others are at the group or individual level.

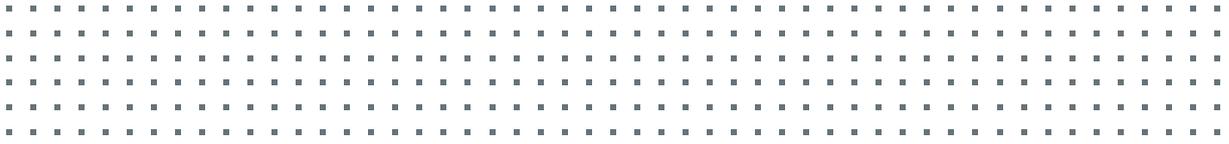
At present, there are three particular challenges that make it demanding to prevent and counteract radicalisation and violent extremism. One is the emergence of the Internet and social media as a virtual arena for radicalisation. The second is international circumstances, which have gained considerable influence on the threat situation. The third is the risk of increased polarisation between different groups in the society.

Persons who promote extremist points of view on the Internet easily find support and ideological legitimacy for their opinions. In addition, through the Internet,

hate rhetoric and messages that glorify violence are disseminated much more widely. Information spreads very fast. It is a challenge to distinguish potential threat perpetrators from the multitude of anonymous profiles on the Internet that convey controversial messages and challenge the limits of freedom of speech. Persons can go through a process of radicalisation as a result of their Internet activity without this being detected by others. Extremist messages can also easily reach persons who are physically or virtually in the fringe zone of extremist groups and who are vulnerable to be influenced in a negative direction. Powerful visual and audio-visual instruments are often used. For some people, this kind of influence together with communicating with other like-minded people on the Internet can be the gateway to radicalisation. Activity and influence through the Internet can also intensify a process of radicalisation that has already begun.

International circumstances and conflicts outside of Norway have had considerable influence on the threat situation here at home. Norway's foreign policy and security policy profile has resulted in changes in our potential enemies. In addition, threats have increasingly been aimed at Norway and the Norwegian authorities.

Provocative images from conflicts, humanitarian crises and attacks on civilians can have a strong influence on some individuals and lead to a desire to make a personal and immediate contribution. Among these persons, there may also be individuals who want or are urged to get involved more directly in militant actions, including terrorism-related actions. Individuals who have travelled to conflict zones abroad where they may have taken part in military actions without being part of the regular armed forces (foreign fighters) may have developed more violent intentions and a lower threshold for supporting or utilising violence as an instrument. Experiences they have acquired can make them more

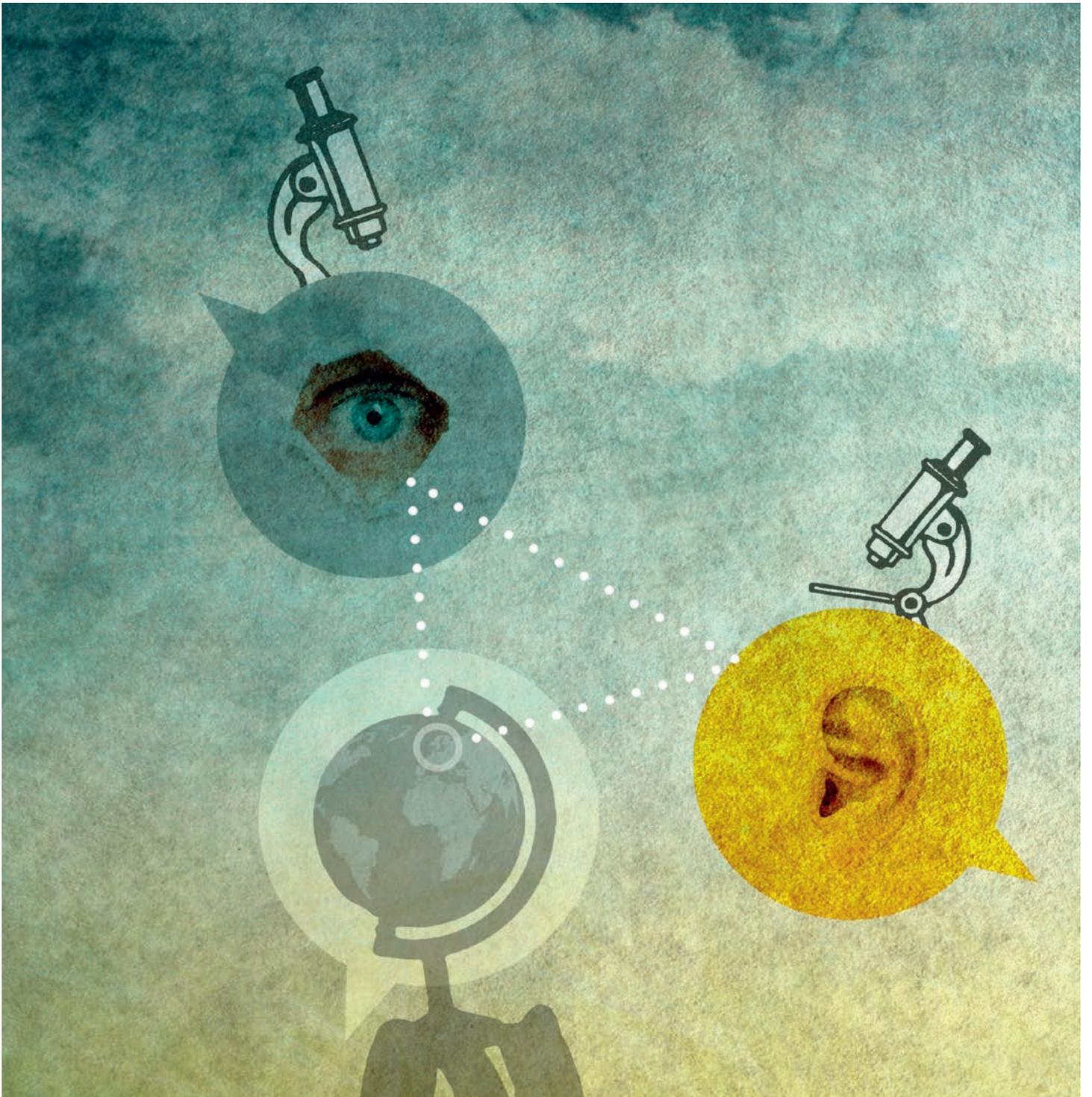


capable of taking part themselves in the planning and execution of terrorist attacks. Combined with a view where Norway is regarded as one of their enemies, these individuals may represent a threat to Norway and Norwegian interests.

In the coming years, the polarisation among Norwegian extremist threat perpetrators will probably increase. Polarisation can result in recruitment to and radicalisation of various groups, some of which may be new. There are two dominant opposing violent extremist groups in Norway today: Al-Qaeda-inspired extremists and right-wing extremists who are hostile to Islam. These two groups will probably influence the radicalisation and perceived threat in the coming years, and they have a mutual effect on each other. The key proponents of Al-Qaeda-inspired extremism are young persons who have grown up in Norway. These persons promote hate and violent rhetoric aimed at the western world and especially at Norway and Norwegian interests and symbols. In a short period of time, this group has become visible and action-oriented, and it is actively recruiting young people. Some of the activities of this group are well-organised, and several persons are involved in terrorism-related activities. Several young persons in Norway are easily enthralled by this group and may be in the initial phase of a process of radicalisation. It is crucial that we prevent further radicalisation and new recruitment among precisely these persons.

At the opposite extreme are Norwegian right-wing extremists who defend a view of the world that is hostile to Islam or immigration. In Norway, this group consists of loose networks of more or less extreme individuals. Groups, organisations or leaders who can have a unifying effect on these individuals are currently absent. However, this may change. A violent act by Islamic extremists in Norway may provoke a mobilisation and coordination of Norwegian right-wing extremists. In addition, this kind of event may also promote increased sympathy and support for right-wing extremist ideology.





## 3



# Preventative strategies

In December 2010, “Collective security – a shared responsibility. Action plan to prevent radicalisation and violent extremism” was issued. This plan was the first of its kind in this field in Norway. Through the work of following up the action plan, knowledge and experience were developed, which are now being further developed in this plan. At the same time, the perceived threat has changed and become more aggravated since 2010. Therefore, there is a need for a greater effort and a more dynamic approach to this work.

**www.radikalisering.no** is a website with information about the authorities’ efforts to prevent radicalisation and violent extremism. Here you will find links to a number of useful documents, relevant research and status reports on the government’s efforts in this field.

The Norwegian preventative efforts enjoy broad support. It is important to base the efforts to combat radicalisation and violent extremism on the same basic principles as the general prevention of crime. In the autumn of 2013, *Handlingsplan for forebygging av kriminalitet (2013-2016)* (Action plan for the prevention of crime (2013-2016)) was published by the Ministry of Justice and Public Security. This action plan emphasises knowledge, cooperation among different sectors of society and early efforts prompted by the ability to identify problems and follow them up with adequate measures.

Prevention requires interdisciplinary efforts and thinking. In this work, it is important to further develop the good experiences that have been achieved with local cooperative models for the prevention of crime.

## Collaboration on crime prevention

**The Police Council** is a formalised cooperation between local police and municipal authorities, where the goal is to help promote cooperation on crime prevention and security in local communities. The Police Council scheme was introduced in the autumn of 2006, and Police Councils have been established since then in most of the nation’s municipalities. In 2014, an evaluation of the police’s and the municipalities’ experiences with Police Council will be completed.

**SLT** is a model for coordination of local crime prevention measures in the municipalities. Nearly half of the nation’s municipalities have SLT cooperation. The cooperation is mainly aimed at persons under 18 years of age, whereas in some places, it is expanded to cover persons up to age 23.

## The Nordic countries

The perceived threat in the Nordic countries is dynamic and complex. Although the challenges may appear somewhat different, there are radicalised individuals and groups in all of these countries that are willing to use violence to achieve their political goals. At the same time, these countries acknowledge that they are facing new and bigger challenges, e.g. an increase in the number of so-called foreign fighters.

In January 2014, political leaders from Denmark, Swe-

den, Finland and Norway met and agreed to establish a formal Nordic network for the prevention of violent extremism. The objective of this network is to improve the sharing of information among these countries concerning research and developing methodology, among other things, and also to improve the exchange of experience regarding the practical preventative efforts. A more detailed collaborative agreement will be drafted in 2014.

Also Sweden, Denmark and Finland have drafted their own action plans in this area. In Sweden, the government issued *Handlingsplan för att värna demokratin mot våldsbejakande extremism* (Action plan to safeguard democracy against violence-promoting extremism) in December 2011. In December 2013, the Official Swedish Report, *När vi bryr oss – förslag om samverkan och utbildning för att effektivare förebygga våldsbejakande extremism* (When we care - proposals regarding cooperation and education to increase the effectiveness of efforts to prevent violence-promoting extremism), was issued (SOU 2013:81). In Denmark, the government issued *En fælles og tryk fremtid. Handlingsplan om forebyggelse af ekstremistiske holdninger og radikaliserende blant unge* (A collective and secure future. Action plan

for the prevention of extremist attitudes and the radicalisation of youth) in 2009. They intend to issue a new action plan in the latter half of 2014. In June 2012, the Finnish government issued the plan, *Towards a Cohesive Society – Action Plan to Prevent Violent Extremism*.

## EU

The EU's efforts to prevent radicalisation and violent extremism are based on the Stockholm programme, a five-year programme for the EU's efforts in the field of justice and domestic affairs (2010-2014). As a part of this effort, a strategy for internal security was approved in the EU in 2010. This strategy suggests a comprehensive approach to the security challenges in Europe and is followed up with a more specific action plan.

In January 2014, the EU Commissioner for Home Affairs presented new recommendations for further efforts, both at the EU level and in the member states. These recommendations will form the basis for a new revision of the EU's strategy for combating radicalisation and violent extremism.

**Radicalisation Awareness Network (RAN)** was established by the European Commission in 2011 in order to share experiences with practical efforts to combat radicalisation. This network covers various professions in the first-line service, which deal, for example, with radicalisation in prisons, radicalisation via the Internet, preventative police work, the role of the health sector in the prevention of radicalisation, etc. Norway has taken part in RAN since its inception. In January 2014, RAN published a report on good projects and measures in various member states.

For more information:

[http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/radicalisation\\_awareness\\_network/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/radicalisation_awareness_network/index_en.htm)



## Overview of measures

No.	Measure	Responsible ministry
<b>KNOWLEDGE AND EXPERTISE</b>		
1	Research strategy	Ministry of Children, Equality and Social Inclusion
2	Research on local preventative efforts	Ministry of Justice and Public Security
3	Research on processes of radicalisation and motivating factors related to foreign fighters	Ministry of Justice and Public Security
4	Develop competence in the health sector's work on violent extremism	Ministry of Health and Care Services
5	Dialogue conferences for youth	Ministry of Children, Equality and Social Inclusion
6	Draft guidance materials	Ministry of Justice and Public Security
7	Improve knowledge through education in the justice sector	Ministry of Justice and Public Security
8	Regional efforts to improve competence in the health sector	Ministry of Health and Care Services
9	Develop teaching resources for use in lower secondary school and upper secondary education and training	Ministry of Education and Research
10	National conference on prevention of radicalisation and violent extremism	Ministry of Justice and Public Security
<b>COOPERATION AND COORDINATION</b>		
11	Improve the national coordination	Ministry of Justice and Public Security
12	Improve the Norwegian Police Security Service's (PST) central advisory role on the preventative efforts	Ministry of Justice and Public Security
13	Establish responsibility for the prevention of radicalisation and violent extremism in the police districts	Ministry of Justice and Public Security
<b>PREVENT THE GROWTH OF EXTREMIST GROUPS AND HELP PROMOTE REINTEGRATION</b>		
14	Support for voluntary organisations working to prevent radicalisation and violent extremism	Ministry of Children, Equality and Social Inclusion
15	Improve interfaith dialogue	Ministry of Culture
16	Interfaith team in the Norwegian Correctional Services	Ministry of Justice and Public Security
17	Prepare guidance materials for individually adapted mentoring and exit schemes	Ministry of Justice and Public Security
18	Mentoring scheme in the Norwegian Correctional Services	Ministry of Justice and Public Security
19	Guidance to parents and guardians	Ministry of Children, Equality and Social Inclusion
20	Penal regulation of private citizens' participation in armed conflict	Ministry of Justice and Public Security
21	Expulsion of foreigners who have committed war crimes etc.	Ministry of Justice and Public Security
22	Notification when persons who have taken part in military actions abroad (foreign fighters) return home	Ministry of Justice and Public Security
23	Follow-up of persons who have taken part in military actions abroad (foreign fighters)	Ministry of Health and Care Services
<b>PREVENT RADICALISATION AND RECRUITMENT THROUGH THE INTERNET</b>		
24	Enhance the police's presence on the Internet	Ministry of Justice and Public Security
25	Prevent discrimination, harassment and hate expressions on the Internet	Ministry of Children, Equality and Social Inclusion
26	Prevention of hate rhetoric	Ministry of Education and Research
27	Increase the knowledge about how to counteract undesirable experiences on the Internet	Ministry of Education and Research
28	Improve the efforts to prevent hate expressions and radicalisation on the Internet	Ministry of Cultural Affairs
<b>INTERNATIONAL COOPERATION</b>		
29	Improve Nordic cooperation	Ministry of Justice and Public Security
30	European and global cooperation	Ministry of Foreign Affairs

## 4

# Prioritised areas and measures

## Knowledge and expertise

Increased knowledge and information are important conditions for a targeted effort and the development of effective preventative measures. There are sound, established research institutes in the field, e.g. the Consortium for Research on Terrorism and International Crime at the Norwegian Institute of International Affairs (NUPI), Norwegian Police University College (PHS), and TERRA project (Terrorism and Asymmetric Warfare: Emerging Security Challenges after the Cold War) at the Norwegian Defence Research Establishment (FFI). Prevention of radicalisation and violent extremism is also included in the programme plan of the Research Council of Norway for SAMRISK II, where globalisation and prevention of terrorism are topics. However, there is a need to continue the building of competence and the systematisation and dissemination of research in this field. This includes general knowledge about radicalisation and violent extremism in Norway and internationally, e.g. about processes of radicalisation and motivating factors, effective preventative efforts and the importance of the Internet and social media in the process of radicalisation. Furthermore, there is a need to ensure that the expertise reaches out to relevant actors, especially employees in the first line services.

## MEASURE 1

### Research strategy

In order to improve and coordinate the research efforts on radicalisation and violent extremism new strategies will be developed. There must also be strategic efforts to assess how the Norwegian research can be linked to international research, and also to assess whether Norway can initiate or take part in joint European or Nordic research projects. There is also a need for a better systematisation of existing research in the field and a need to create closer ties between various Norwegian and international environments.

**Responsibility:**

**Ministry of Children, Equality and Social Inclusion coordinates**

## MEASURE 2

### Research on local preventative efforts

A research project is launched to survey the work on preventing radicalisation and violent extremism in the municipalities. The project is conducted in collaboration with the municipal sector's organisation, the Norwegian Association of Local and Regional Authorities (KS). The goal is to contribute to the sharing of information about effective preventative measures to combat radicalisation and violent extremism at the local level.

**Responsibility:**

**Ministry of Justice and Public Security coordinates**

**MEASURE 3****Research on processes of radicalisation and motivating factors related to foreign fighters**

A research project is launched concerning processes of radicalisation and motivating factors related to Islamic extremism and foreign fighters. The background for the project is the need for more information about Norwegian foreign fighters who have travelled to Syria and concerns about their capacity and intention to resort to violence after their return.

**Responsibility:**  
**Ministry of Justice and Public Security coordinates**

**MEASURE 4****Develop competence in the health sector's work with violent extremism**

The initiative is taken to develop competence in the health sector's work with violent extremism. This work shall be conducted by the Norwegian Centre for Studies on Violence and Traumatic Stress (NKVTS) in collaboration with the Regional Centres for Child and Youth Mental Health and Child Welfare (RKBU) and the Regional Centre for Child and Adolescent Mental Health (RBUP). One point of departure is that radicalisation and violent extremism can be seen in connection with domestic violence, behavioural difficulties and mental health problems.

**Responsibility:**  
**Ministry of Health and Care Services**

**MEASURE 5****Dialogue conferences for youth**

Dialogue conferences for youth shall be held, where the goal is to create an arena for discussion of matters related to radicalisation and violent extremism. The target group is youth from various milieu and organisations. The aim is to arrange matters so that youth themselves discuss challenges related to radicalisation and violent extremism. Co-determination, democracy, freedom of speech and affiliation will be important topics.

**Responsibility:**  
**Ministry of Children, Equality and Social Inclusion**

**MEASURE 6****Draft guidance materials**

Knowledge and awareness about radicalisation and violent extremism shall be improved among various actors in preventative work. This applies to knowledge about identifying and dealing with early signs of radicalisation and violent extremism, conveying concern to other bodies, and developing tools and methods for meeting the challenges. The target group is mainly persons who come in contact with vulnerable individuals, including the police, child welfare service, schools, the national health service, recreation centres, the labour and welfare administration, the immigration service and the Norwegian Correctional Service. Guidance materials aimed at the various target groups shall be prepared with the aim of improving the capability of detecting and acting in the event of any concerns that may arise. This material shall be published digitally in order to facilitate regular updating.

**Responsibility:**  
**Ministry of Justice and Public Security coordinates**

**MEASURE 7****Improve knowledge through education in the justice sector**

Radicalisation and violent extremism shall be raised as a topic in the areas of study in the justice sector. The degrees at the Norwegian Police University College and The Correctional Service of Norway Staff Academy (KRUS) shall give the students relevant, up-to-date information about radicalisation and violent extremism.

**Responsibility: Ministry of Justice and Public Security**

**MEASURE 8****Regional efforts to improve competence in the health sector**

The Regional Centres for Violence, Traumatic Stress and Suicide Prevention (RVTS) are given the task of assisting the health service and dealing with the problem of radicalisation and violent extremism in their region. The task of the centres is to inform and provide guidance to relevant services, operate networks and provide up-to-date, relevant information on topics on which the centres are working. At present, the centres work on issues of violence and traumatic stress, e.g. related to UN and/or NATO veterans, asylum seekers and refugees, sexual abuse, genital mutilation, forced marriage and violence in intimate relationships. After 22 July 2011, these centres have played a major role in instructing the services on the follow-up of traumatised persons.

**Responsibility: Ministry of Health and Care Services**

**MEASURE 9****Develop teaching resources for use in lower secondary school and upper secondary education and training**

The Norwegian Directorate for Education and Training is given the task of developing digital teaching resources on radicalisation and violent extremism for use in the instruction in lower secondary school and in upper secondary education and training.

**Responsibility: Ministry of Education and Research**

**MEASURE 10****National conference on prevention of radicalisation and violent extremism**

In order to improve the knowledge in the field, ensure the exchange of experiences and develop national and local networks, an annual national conference on the prevention of radicalisation and violent extremism shall be held. This conference may include contributions from research, from various sectors involved in the preventative efforts, from voluntary organisations and from civil society.

**Responsibility:**  
**Ministry of Justice and Public Security coordinates**



### Cooperation and coordination

A broad cooperation among different sectors is necessary in order to succeed with the preventative efforts. Many good preventative efforts are being made in Norway, and there are many examples of good cooperation. In the general crime prevention efforts, it is worth emphasising the cooperation that has developed between the police and municipalities through Police Boards and the SLT model (Coordination of local crime prevention measures). However, there is a need for further development of cross-sectoral cooperation and a greater degree of coordination of the work in this field. There is a need for guidelines concerning roles in the preventative efforts and a clearer delegation of responsibility in order to disseminate information out to the professions in the first-line services.

### MEASURE 11 Improve the national coordination

The Ministry of Justice and Public Security has the main responsibility for the national coordination efforts, whereas follow-up of the individual measures is delegated to specific ministries. An interministerial group shall be established under the leadership of the Ministry of Justice and Public Security. This group shall facilitate a continuous coordination of the efforts to combat radicalisation and violent extremism, including follow-up of the measures in the plan and discussion and implementation of new measures. A permanent reference group composed of representatives from various professions, voluntary organisations and research institutions shall also be established. This reference group shall offer its experience on measures that have already been launched and provide input to new measures when necessary. The interministerial group will gather, systematise and disseminate national and international information. The website [www.radikalisering.no](http://www.radikalisering.no) is going to be further developed as a knowledge platform.

**Responsibility:**  
**Ministry of Justice and Public Security coordinates**

### MEASURE 12 Improve the Norwegian Police Security Service's (PST) central advisory role on the preventative efforts

The Norwegian Police Security Service (PST) shall inform and advise the police districts and other parties in the preventative efforts to combat radicalisation and violent extremism. PST will offer a knowledge of relevant phenomena and analyse and assist in the development of local preventative strategies.

**Responsibility: Ministry of Justice and Public Security**

### MEASURE 13 Establish responsibility for the prevention of radicalisation and violent extremism in the police districts

Preventative police contacts is going to be established at relevant police districts to be points of contact in the event of concern about radicalisation and violent extremism, provide advice, and convey enquiries to the proper body. The preventative police contacts shall have a knowledge of effective measures and available resources, perform consciousness-raising work and be contact persons with PST and with the local collaborating parties. The preventative police contacts shall have an advisory function with the Police Councils, the coordination of local crime prevention measures (SLT) and other local coordinating structures. PST will have a close dialogue and follow-up of the local preventative police contacts and give those contacts education and training in knowledge of relevant phenomena.

**Responsibility: Ministry of Justice and Public Security**

## Prevent the growth of extremist groups and help promote reintegration

It is important to prevent persons from being recruited into extremist groups. General cross-sectoral preventative efforts and early attempt are important in this respect. At the same time, there is a need for efforts to deal with persons who are already in extremist groups along with assistance in reintegrating them, i.e. follow-up of persons who want to withdraw from extremist groups.

### MEASURE 14

#### Support for voluntary organisations working to prevent radicalisation and violent extremism

Voluntary organisations play a key role in the efforts to combat radicalisation and violent extremism. They help in various ways; e.g. by arranging dialogue meetings and seminars for youth, by giving support to youth at risk or by providing advice and guidance to parents who are concerned. There are many grant schemes where voluntary organisations can apply for support for their work in various fields and in the areas of various ministries. The government will arrange matters so that voluntary organisations can apply for support for work and activities that have the objective of preventing radicalisation and violent extremism through established grant schemes. Relevant grant schemes will be advertised at the website [www.radikalisering.no](http://www.radikalisering.no).

**Responsibility: Ministry of Children, Equality and Social Inclusion coordinates**

### MEASURE 15

#### Improve interfaith dialogue

The development of a diverse, multi-religious society increases the need for dialogue. An interfaith dialogue promotes understanding and respect about both differences and common values in the society and is also an important contribution to preventing radicalisation. The support of dialogue and preventative efforts to combat radicalisation shall be strengthened.

**Responsibility: Ministry of Culture**

### MEASURE 16

#### Interfaith team in the Norwegian Correctional Services

The Norwegian Correctional Service will establish an interfaith team. This team will be based in Oslo prison, but shall also assist other units. Experience from other countries indicates that a close cooperation between personnel with a background in various faiths can prevent radicalisation in prisons.

**Responsibility: Ministry of Justice and Public Security**

### MEASURE 17

#### Prepare guidance materials for individually adapted mentoring and exit schemes

There shall be provided guidance material to municipalities for the establishment of mentor schemes aimed at persons at risk of radicalisation and violent extremism. There will also be provided guidance material for the establishment of exit schemes for persons who want to withdraw from violent extremist groups. These tools are to be offered to the municipalities and can be utilised in the implementation of schemes of this sort.

**Responsibility: Ministry of Justice and Public Security coordinates**

**MEASURE 18****Mentoring scheme in the Norwegian Correctional Services**

A mentoring scheme in the Norwegian Correctional Services shall be developed and tried out. The scheme shall primarily focus on identified inmates who are understood to be vulnerable to be recruited to violent extremism, especially young inmates.

**Responsibility: Ministry of Justice and Public Security**

**MEASURE 19****Guidance to parents and guardians**

The Norwegian Directorate for Children, Youth and Family Affairs shall develop and try out a scheme for the guidance of parents who are concerned for their children in connection with radicalisation and violent extremism. "Programme for parental guidance" arranges matters so that parents can meet and discuss challenges, discuss various issues and exchange experience with certified guides.

**Responsibility:**  
**Ministry of Children, Equality and Social Inclusion**

**MEASURE 20****Penal regulation of private citizens' participation in armed conflict**

The Ministry of Justice and Public Security will send on a public hearing recommendations concerning penal regulation of private persons' participation in armed conflict.

**Responsibility: Ministry of Justice and Public Security**

**MEASURE 21****Expulsion of foreigners who have committed war crimes etc.**

Foreigners who have been radicalised and who are guilty of war crimes abroad, a crime against humanity or a serious apolitical crime, among others, shall not be given the possibility of getting established in Norway and creating new milieu and platforms for radicalisation.

The Norwegian Immigration Act has provisions that foreigners who apply for protection (asylum) shall be excluded from refugee status in Norway if there are serious grounds to assume that the person in question has committed any of the above-mentioned crimes. The Ministry of Justice and Public Security will propose the introduction of a new grounds for expulsion, which entails that foreigners who have performed such acts may also be expelled and refused a residence permit on grounds for residence other than asylum (visa, family immigration, labour immigration, stay for educational purposes, etc.). This will apply regardless of whether they already are excluded from refugee status on the basis of such acts. It will also apply to foreigners who have a temporary or permanent residence permit in Norway and who have committed war crimes abroad, for example. It must be assumed that the risk of losing the residence permit and being expelled from Norway may have a preventative effect early in the process of radicalisation.

**Responsibility: Ministry of Justice and Public Security**

**MEASURE 22****Notification when persons who have taken part in military actions abroad (foreign fighters) return home**

The Norwegian Police Security Service (PST) shall establish routines for notifying the home municipality when persons return home after having travelled to conflict zones abroad where they may have taken part in military actions without being a part of regular armed forces (foreign fighters). Thus, the municipalities can assess whether it is relevant to offer special follow-up.

**Responsibility: Ministry of Justice and Public Security**

**MEASURE 23****Follow-up of persons who have taken part in military actions abroad (foreign fighters)**

Regional Centres for Violence, Traumatic Stress and Suicide Prevention (RVTS) shall assist the health service's efforts to combat violent extremism, cf. measure 8. A development project will be launched at the centres, which deals with the ways in which persons who have taken part in military actions abroad outside of regular armed forces (foreign fighters) and their families shall be followed up. In particular, this concerns an assessment of the risk of violence and trauma exposure. In the development project, the following factors shall be among those that are to be included:

- An instruction package, "*Når krisen rammer*" (*When the crisis comes*), has been prepared for a municipal psychosocial crisis team. This shall be expanded with a module about violent extremism.
- Existing tools for the risk assessment of violence shall be reviewed to ensure that they also cover violent extremism.

- Treatment focused on trauma for children and youth will be improved in the specialised health service. Trauma expertise in the programme for adults shall be reviewed in collaboration with the regional health authorities.

**Responsibility:**

**Ministry of Health and Care Services**

**Prevent radicalisation and recruitment through the Internet**

The Internet can function as an arena for promoting extremist ideologies and hate expressions, as well as radicalisation and recruitment. There is a need for a strengthened effort to combat radicalisation and recruitment through the Internet, as well as a more active use of the Internet in the actual preventative efforts.

**MEASURE 24****Enhance the police's presence on the Internet**

A group shall be established to improve the police's preventative efforts against radicalisation and violent extremism on the Internet. This group shall openly be present on websites that can promote radicalisation and violent extremism, e.g. by actively taking part in discussions. The group shall also assist with competence building for other police services in the prevention of radicalisation and violent extremism on the Internet. Furthermore, already established services for providing helpful tips on the Internet under the direction of the National Criminal Investigation Service (Kripos) shall be further developed with the aim of becoming a better tool to prevent radicalisation and extremism on the Internet.

**Responsibility:**

**Ministry of Justice and Public Security**

**MEASURE 25****Prevent discrimination, harassment and hate expressions on the Internet**

Arrangements shall be made for social fora and efforts to provide information that shall support youth and groups in the society that are exposed to more harassment and discrimination on the Internet. This measure shall strengthen civil society's efforts in this area.

**Responsibility:**

**Ministry of Children, Equality and Social Inclusion**

**MEASURE 26****Prevention of hate rhetoric**

Under the direction of the European Wergeland Centre (EWC), a project shall be launched that has the objective of preventing hate rhetoric as well as discriminating and undemocratic attitudes on the Internet. It will be closely linked with the national campaign "*Stopp hatprat på nett*" (*Stop hate speech on the Internet*), which in turn is a part of the Council of Europe's "No Hate Speech" campaign. The project will translate and adapt the instruction package that the Council of Europe has created for schools and use it as the basis for a training course for teachers and others in the school system. The project shall also systematise existing methodology, tools and educational materials from Norwegian parties and make all of the material available on one or more web-sites.

**Responsibility: Ministry of Education and Research**

**MEASURE 27****Increase the knowledge about how to counteract undesirable experiences on the Internet**

The Norwegian Directorate for Education and Training shall develop a module that deals in particular with reporting capabilities and privacy settings on the Internet. The goal of the measure is to give children and youth increased knowledge about what they shall do if they experience undesirable events on the Internet.

**Responsibility: Ministry of Education and Research**

**MEASURE 28****Improve the efforts to prevent hate expressions and radicalisation on the Internet**

The Norwegian Media Authority's Safer Internet Centre will improve the efforts against hate expressions and radicalisation on the Internet through their other work on consciousness-raising of children and youth about source criticism. One or more *UNG & DIGITAL* (YOUNG & DIGITAL) conferences about radicalisation and hate expressions on the Internet will be held. For several years, the Norwegian Media Authority, the National Criminal Investigation Service (Kripos) and Save the Children Norway have collaborated on holding these conferences.

One of the goals of the *UNG & DIGITAL* conference will be to invite youth and student organisations, public and private sector institutions, non-profit organisations and commercial entities to a dialogue and collaboration on information and measures.

**Responsibility: Ministry of Culture**

## International cooperation

The basic idea about a broad preventative effort based locally coincides to a great extent with action plans in the field in the other Nordic countries and is also emphasised through the EU's action plan and the work of the Radicalisation Awareness Network (RAN). There is much to be learned through the exchange of information about measures in other countries and adaptation of such measures to our national context. In the ongoing work, the international exchange of experience shall play a key role. Furthermore, globalisation entails that circumstances in another part of the world may have consequences in Norway. Therefore, it is also important to help prevent radicalisation and violent extremism beyond Norway's borders.

## MEASURE 29

### Improve Nordic cooperation

In January 2014, a formal Nordic network was established with the objective of ensuring an effective exchange of information and experience-based learning among the Nordic countries with regard to the prevention of violent extremism. This includes the exchange of information about trends, preventative methods and targeted measures. A cooperative agreement is under development, and Norway will contribute actively to the network.

**Responsibility:**

**Ministry of Justice and Public Security coordinates**

## MEASURE 30

### European and global cooperation

Norway shall participate actively in relevant international fora in order to gain access to information about the situation at the international level and to form professional networks. The Ministry of Foreign Affairs will provide funding of programmes that are meant to prevent radicalisation and violent extremism in selected countries through the UN or other international cooperation. The bilateral cooperation with countries that face similar challenges, have relevant experience and have up-to-date knowledge shall be enhanced.

**Responsibility:**

**Ministry of Foreign Affairs coordinates**



## 5

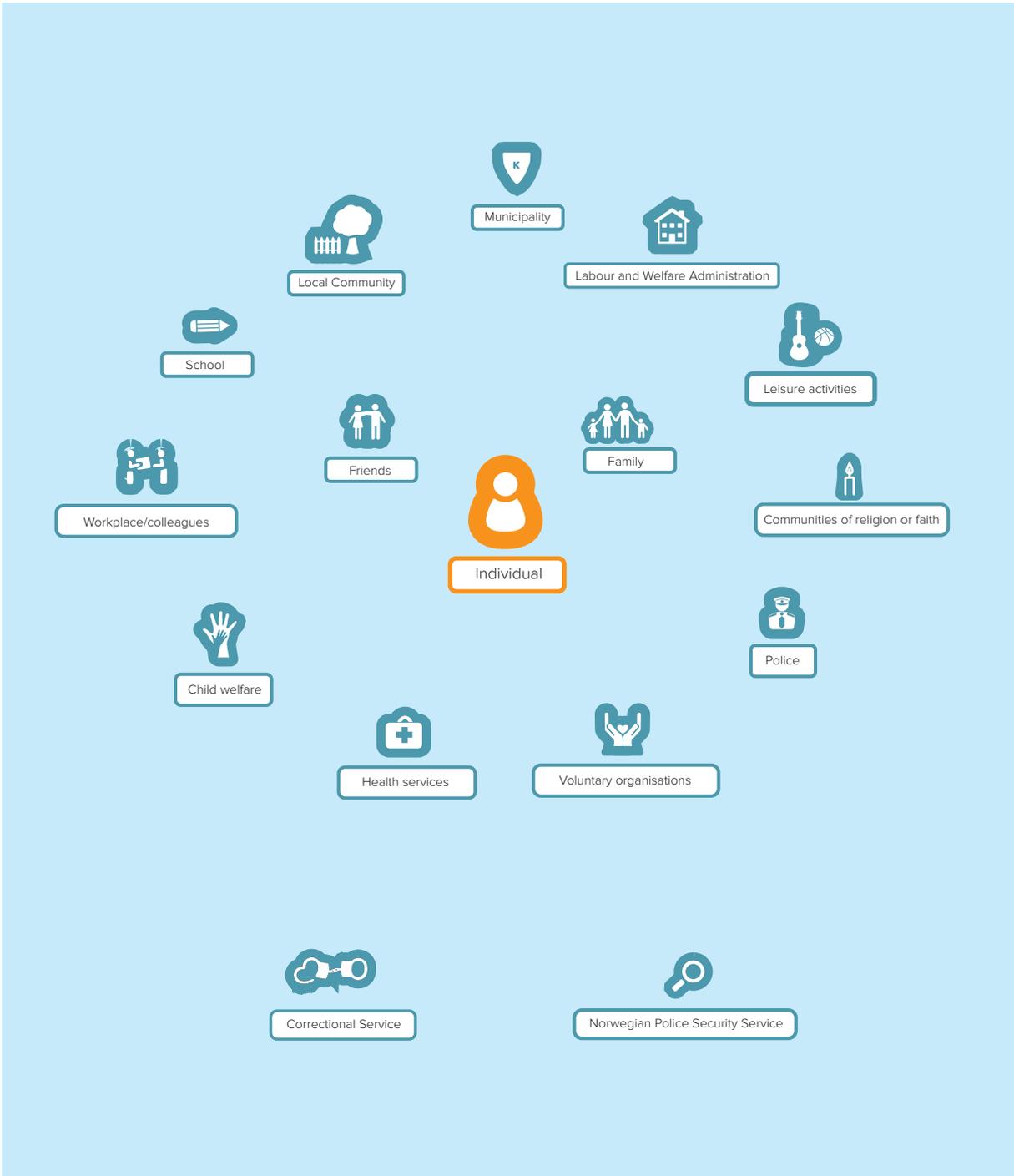
# Actions in the event of concern

Some alternatives are presented below for what you can do if you are concerned about a person who is involved in the process of radicalisation. The material that is presented here is gathered from a guide prepared for the first line services by *SaLTo kontaktforum for forebygging av voldelig ekstremisme* (SaLTo contact forum for the prevention of violent extremism) ([www.salto.oslo.no](http://www.salto.oslo.no)). This is reprinted with permission here in a somewhat adapted form.

Step	Action	Responsible
1	<b>Enter into a dialogue with the person</b> Employees who are concerned for and/or sought out by young people "survey" possible signs of concern. Discuss any concerns that may arise with others.	Employees
2	<b>Discuss the concerns</b> If the person is going to school, discuss the concerns with the administration and perhaps with the pedagogical and professional resources at the school. It is agreed who will have the primary responsibility for further follow-up of the concern.	The administration The school The institution
3	<b>Report the concern</b> The school and/or institution can discuss the matter anonymously with the child welfare service and/or the local police. Any notice of concern is sent to the child welfare service and/or the police.	The school The institution Child welfare service Police
4	<b>Police conversation intervention</b> If several agencies are concerned about radicalisation and violent extremism, the police may follow up with a conversation intervention with the youths and their parents. Very serious concern is reported to PST by the local police.	Police Child welfare service Guardians
5	<b>Inter-agency cooperation</b> Who can follow up and/or coordinate the work concerning the youth? Create a plan for working comprehensively with the youth.	Parties in different sectors and/or SLT
6	<b>Follow-up</b> Follow-up of the measures in the plan. Relationship-building and mentoring efforts to get help in finding alternative milieu, jobs, schools, dwelling, sports, new routines, networks and social participation. Include guardians in the work.	Parties in different sectors Mentor/ representative Guardians
7	<b>Report the concern to the Norwegian Police Security Service (PST)</b> In the event of continued serious concern, the case is reported to PST by the local police if this has not been done at an earlier stage.	Police PST



## PARTIES INVOLVED IN THE PREVENTATIVE EFFORTS



## Possible signs of concern

In a process of radicalisation there will often be several motivating factors. In addition, there will often be combinations of various signs of concern. Some tips on possible signs of concern are listed below. This list is not exhaustive.

### Signs of concern

#### Statements/messages

- Intolerance for others' points of view
- Hostility to perceived enemies – us and them
- Conspiracy theories
- Hate rhetoric
- Sympathy for absolute solutions, such as abolition of democracy
- Legitimising violence
- Threats of violence in order to achieve political goals

#### Interests/appearance/use of symbols

- Providing and searching for extremist material on the Internet
- Changes appearance, style of clothing, etc.
- Uses symbols linked to extremist ideals and organisations
- Quits school or stops taking part in recreational activities, etc.

#### Activities

- Concerned with extremism on the Internet and in social media
- Takes part in demonstrations or in violent clashes with other groups
- Uses threats and violence as a result of extremism
- Hate crime
- Travel activities that may result in increased radicalisation and contact with extremists

#### Friends and social networks

- Changes network and social circle
- Associates with persons and groups that are known for violent extremism
- Associates with groups where threats, violence or other criminal activities are practiced.
- Member of extremist groups, networks and organisations

**Relevant points of contact**

<b>The Ombudsman for Children in Norway</b>	<a href="http://www.barneombudet.no">www.barneombudet.no</a>
<b>Ung.no</b>	<a href="http://www.ung.no">www.ung.no</a>
<b>Regional Centres for Violence, Traumatic Stress and Suicide Prevention (RVTS)</b>	<a href="http://www.rvts.no">www.rvts.no</a>
<b>Regional Centres for Child and Youth Mental Health and Child Welfare (RKBU)</b>	<a href="http://www.rbup.no">www.rbup.no</a>
<b>The Equality and Anti-Discrimination Ombud</b>	<a href="http://www.ldo.no">www.ldo.no</a>
<b>Police</b>	Tel. 02800 <a href="http://www.politi.no">www.politi.no</a>
<b>The Norwegian Police Security Service (PST)</b>	Tel. +47 23 30 50 00 <a href="http://www.pst.no">www.pst.no</a>



Published by:  
Norwegian Ministry of Justice and Public Security

Public institutions may order additional copies from:  
Norwegian Government Security and Service Organisation  
E-mail: [publikasjonsbestilling@dss.dep.no](mailto:publikasjonsbestilling@dss.dep.no)  
Internet: [www.publikasjoner.dep.no](http://www.publikasjoner.dep.no)  
Telephone: + 47 22 24 20 00

Publication number: G-0433 E  
Design/illustration: Gjerholm Design AS, Anne Leela  
Print: Andvord Grafisk 07/2014 – Impression 1000

