



NORWEGIAN MINISTRY
OF JUSTICE AND THE POLICE

Action plan

Collective security – a shared responsibility

Action plan to prevent radicalization and violent extremism





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FOREWORD

Norway is one of the safest countries in the world and creating a safe and secure society is a fundamental aim of every government. Those who choose to use violence and terror cause anxiety and fear and must be fought against and prosecuted. We have a responsibility to take a precautionary approach. Providing protection is also about prevention, both here in Norway and internationally.

Even though the threat level in Norway is considered to be low, the Government has informed the Storting that *there are aspects in the situation inside and outside Norway today that collectively represent a transition to a terror threat picture more like the one we see in countries where terror attacks have been or have been attempted to be carried out.* We have no guarantee that no serious situations will arise, and the terror threat can change rapidly.

Giving pupils a tour of the Storting's Eidsvold Gallery clearly demonstrates the fundamental values on which Norwegian democracy has been based: popular sovereignty, division of powers and human rights. I usually stress that we must understand and defend the value of having a critical and free press and a broad political and voluntary sector. We must defend these foundation stones of democracy: the rule of law and freedom of expression and speech. The strength of the transparent Norwegian community lies in just this – that everyone shall be allowed to be heard. We must also tolerate views and opinions we do not like to hear and oppose these using democratic methods and intellectual weapons.

One thing is crystal clear: no one must be able to force their views on the majority through use of violence. Those who cross this divide shall be prosecuted and opposed. This requires that we can have two thoughts in our head at the same time. A strong police force and highly com-

petent security services shall protect the population and combat and limit threats of serious crime, as well as use of violence and terror. This lies outside the framework of this plan. This action plan describes the other approach – a concerted effort to prevent first so that violent, extreme views are not translated into actions.

We must do more to prevent undesirable behaviour before it is too late and we must do so in a broad perspective. We must resolve conflicts, rather than aggravate and create new ones and we must choose dialogue rather than creating a divide between individuals and groups. It is through increased democratic participation that we can drive back those who wish to use violence to achieve their political goals. The strength of open democracy is that the majority is always in the majority, that extreme views are in the minority and that even fewer will translate extreme views into actions.

In criminal law, there is an important distinction between views and actions. Violent, extreme actions and terror usually target victims randomly. In combating actions, criminal law has the advantage that criminal liability is individual. Criminal law targets the terrorists themselves and not the groups to which they belong. We must ensure that Norwegian counter-terror measures continue to be targeted, restrictive and responsible. Violent, extreme views have the opposite intention – their targets are deliberately chosen on the basis of race, religion, gender or sexual orientation. We will combat such views with words. Racist and discriminating views must be met on a broad front. This is our joint social responsibility.

It is important to have a critical and knowledge-based debate on one of the most important challenges of our time. Politicians, the media and experts have a joint responsibil-

ity to avoid simplifications, fear and generalizations associated with the threat that someone will use violence and terror to achieve their goals.

If we choose to use simplified enemy images when establishing a threat picture and our policies, we will end up with a simplified threat picture and simplified policies. This will not be effective enough in an increasingly complex world and will be a weak policy for the prevention of violent extremism and terror. We must have a comprehensive policy based on sound analyses, thorough nuances and that is generally knowledge-based.

I hereby present Norway's first action plan for the prevention of radicalization and violent extremism. This plan has been based on four priority areas: knowledge and information, strengthening the authorities' co-operation, strengthened dialogue and greater involvement and support to vulnerable and at-risk persons.

This plan is a tool for responsible authorities in all areas. I would like to give special thanks to everyone from the knowledge centres, organizations, the ministerial community and the justice sector that have contributed with good advice and input to the work on this action plan.

Our collective security is a joint responsibility.



Knut Storberget
Minister of Justice and the Police

1 Introduction

In the last few years we have been spared from serious terrorist attacks in Norway. However, this does not mean that radicalization and violent extremism, and in an extreme consequence terrorism, cannot also affect us. The Government is therefore presenting an action plan to prevent radicalization and violent extremism in accordance with the Government's general intention of prevention rather than repair. Through this action plan, the Government will ensure a more comprehensive basis for co-ordination of society's measures to counteract radicalization and violent extremism while simultaneously safeguarding democracy, the rule of law and an inclusive society.

In this context, the word "extreme" refers to attitudes to use of violence. An extreme person is therefore a person who accepts use of violence to achieve political goals. Therefore, "extremism" only reflects choice of means and not political goals. "Radicalization" means herein the process whereby a person to an increasing extent accepts the use of violence to achieve political goals. Therefore, radicalization could represent a process that under given circumstances could develop into extremism.

In a democratic society, violent extremism concerns trends, which in an extreme consequence can threaten democracy, public safety or certain social groups with violent acts or incitement to commit such acts.

The primary task of the authorities is to prevent and avert terror attacks on Norwegian territory targeting Norwegian or foreign interests. It is also important to prevent terror attacks in other countries from being planned or supported by persons living in Norway, or that Norway is used as a hiding place or base for terrorists. The general terror threat in Norway is currently considered to be low.

At the same time, we must be prepared that the terror situation in Norway can change quickly. Experiences both from Norway and other countries show that you need to be one step ahead in order to prevent persons from accepting use of violence to achieve their political goals.

A police force that is representative of the population, problem-oriented and has good control and complaints systems helps prevent and mitigate the level of conflict from violent extremist groups. However, prevention of violent extremism cannot be met by using policiary measures alone. This is a inter-sectoral challenge, where causes and opportunities for prevention may lie under the areas of responsibility of several government departments.

Like the authorities in several other countries, the Norwegian Government believes there is a need for an inter-sectoral action plan against radicalization and violent extremism. With this plan we would like to ensure a comprehensive approach to prevention of violent extremism and improve knowledge in this field.

This action plan has been based on the following priority areas:

- More knowledge and information
- Strengthening the authorities' co-operation
- Strengthened dialogue and greater involvement
- Support to vulnerable and at-risk persons

More knowledge is a fundamental condition for improved, more effective and focused prevention. Such knowledge must be made available to ensure that the relevant authorities have a comprehensive understanding of the problems and that development of measures and raising awareness among target groups has been based on updated knowledge.

**Annual Threat Assessment 2010,
The Norwegian Police Security Service (PST)**

"In 2009, the terrorism threat level in Norway was generally low. However, in certain groups there are activities that may be instrumental in changing the threat situation during 2010. This mainly concerns groups inspired by extreme Islamist ideologies. Extreme Islamists have not succeeded in carrying out terrorist attacks in Europe in 2009. However, during the past year, several concrete terror plans have been thwarted in Western countries and a number of arrests have also been made in connection with terrorist activities. (...)

However, the threat from extreme Islamists in Norway may increase if their foreign contacts change their strategy to also include targets in Europe. (...)

Right-wing extremist groups in Norway appear disorganized and have been weakened due to poor recruitment and a low level of activity. (...)

The threat from Norwegian left-wing extremist groups is primarily connected to demonstrations and protests against diplomatic missions in Norway."

Awareness regarding how to communicate about violent extremism is important. Information and communication from the authorities may help subdue or escalate conflicts. Therefore, the Ministry of Justice and the Police will update and develop its media and communication strategy in order to take this into account, among other things, based on experiences from the UK.

The complex list of causes behind radicalization and violent extremism affects a number of areas of social life, responsibility for which is currently divided between the various authoritative bodies at government and local authority level. One single enterprise alone does not possess all the tools required for efficient prevention. Therefore, greater co-ordination of the various preventive measures is required.

But the prevention of violent extremism cannot be implemented by the authoritative bodies alone. This action plan has been based on a fundamental idea to counteract radicalization and violent extremism using transparent, democratic and generally accepted methods. Good, constructive dialogue with cultural, voluntary and religious organizations, various minority groups and the local community in general will be a key element.

Several Ministries with underlying departments have developed measures for vulnerable groups, which cannot automatically be seen in context with prevention of radicalization and violent extremism. These general measures

are still to be regarded as important methods in this prevention strategy, because they can be instrumental in removing the root of the problem. Deep down, prevention of radicalization and violent extremism is nothing but general crime prevention. Whether a person ends up with a substance abuse problem, as a criminal or as a violent extremist, usually happens by chance and depends on "who gets to you first". The common denominator is vulnerability, and therefore good preventive measures will usually be general measures.

In Soria Moria I (2005-2009), the Government stated that it would strengthen preparedness against terrorist attacks and sabotage. Areas of responsibility with regard to justice, defence and security policy shall be clarified. The counter-terrorism strategy shall be based on the principles of justice and the tools are derived from this. In Soria Moria II (2009-2013), the Government points out that it wants to have a comprehensive criminal policy to improve prevention, solve more crime and respond and rehabilitate more effectively. *"We will follow our prevention strategy: Fellowship – security – equality, develop the police councils and establish measurement criteria for the preventive work."*

In the summer of 2009, the Government presented a joint prevention strategy¹. This strategy shows how good prevention in a number of areas of social life is an investment for the future.

Prevention is about creating a safe society with good living conditions for the whole population. The basis of the strategy is that we use significant resources on "repairing" something that has already gone wrong, instead of preventing the problems and saving both human and financial resources. This not only concerns crime, but can also concern how we use a health budget to treat diseases that could have been prevented or how NAV (Norwegian Labour and Welfare Administration) uses resources on finding work for people who have dropped out of school when these young people should have been given help to continue. A new Crime Prevention Action Plan has also been presented and contains 35 measures for improved security.² The action plan to prevent radicalization and violent extremism builds on these two documents and the three complement each other.

This action plan focuses on prevention. Therefore, the investigative tasks of the police fall outside the framework of the plan.

1 Ministry of Justice and the Police (2009): *The Government's Prevention Strategy. Fellowship – security – equality*

2 Ministry of Justice and the Police (2009): *Forces for good – Crime Prevention Action Plan. 35 measures to improve security.*

2

Radicalization and violent extremism

2.1 Experiences with violent extremism in Norway and Europe

During the post-war period, several countries in Europe have experienced incidents involving left and right-wing extremist groups, separatist movements and extreme animal rights activists who have resorted to violent methods to achieve their political goals. Examples of these are the “Red Army Fraction” in West Germany and the “Red Brigades” in Italy as left-wing extremist terror organizations, “the Irish Republican Army” (IRA) in Northern Ireland, which wanted an united Irish Republic independent of the UK and “Basque Homeland and Freedom” (ETA), which is an illegal Basque separatist movement in Spain. In many European countries neo-Nazi, racist and other right-wing extremist groups have been responsible for a number of murders, assassinations and attacks especially targeting minority groups and opponents. These examples show that the targets of these groups’ activities have varied. The examples also show that radicalization can occur in any type of ideology or political orientation.

In the last few years, there has been a lot of focus on extreme Islamism in Europe. Extreme Islamists have, among other things, carried out or have attempted to carry out terror attacks in Germany, Italy, the UK, Denmark, France, the Netherlands and Spain and recently, there have also been investigations into suspected planning of terror attacks in Norway.

A concern for European authorities today is the growing trend toward “home-grown” Islamist radicalization. Generally, the candidates for radicalization are young people born and raised in Europe who become radicalized by extreme Islamist ideology and plan to commit terrorist attacks in their European homeland. The murder of Dutch

film producer Theo van Gogh in 2004 and the attack on London’s transport system in 2005 are examples of terror attacks carried out by “home-grown”.

Unlike many other countries, up to now violent extremism has been a marginal challenge in Norway, even though there are also examples here of right-wing extremists (neo-Nazis) using violence as a weapon. Roughly speaking, persons and groups linked to national extremism represent two main directions. On the one hand, there are right-wing extremists, i.e. violent persons and groups that foster views inspired by various types of racism, nationalism and / or Nazism. And on the other hand, there are left-wing extremists who use violent methods to advance views inspired by anarchistic, anti-racist and/or anti-capitalistic ideology.

Even though autonomous groups, extreme and violent animal protectionists and violent demonstrators are part of the problem, it is especially extreme Islamist persons who have grown up in Norway that represent a new challenge that must be dealt with.

The threat from extreme Islamist terrorism is still higher in certain other European countries than in Norway. However, the negative focus of extreme Islamists on European countries also affects the threat against Norwegian interests.

It must be stressed that the majority of Muslims are not Islamists and that most Islamists do not support violence as a political weapon. In other words, extreme Islamists are a very marginal group in most European countries.

A few people in Norway support extreme Islamist organizations abroad. People in these groups are primarily engaged in collecting and transferring money to extreme Islamist

Islamism

A political ideology and movement inspired by Islam, where the common denominator is a desire to establish an Islamist state based on Shariah. The means of reaching this goal range from non-violent methods (mainstream Islamists) to use of violent methods (extreme Islamists). This action plan only focuses on persons and groups that follow a violent extreme Islamist ideology.

Source: The Norwegian Police Security Service

organizations abroad. Propaganda, material support and identity falsification are also the usual support activities.

We are aware that there is radicalization in certain extreme Islamist groups in Norway. A few charismatic leaders legitimize and glorify the use of violence as a political weapon and call on others to support extreme Islamist organizations abroad. By virtue of their role as mentors, they can play a key role in the radicalization of others.

2.2 Knowledge about radicalization in an European context

In order to approach the phenomenon of radicalization and gain an understanding of the best way to prevent this, it is important to find out why and how people become radicalized and what characterizes a person who is radicalized. Even though the causes are complex, European studies have identified a few common traits in the radicalization examples in Europe.³

International experience shows that there is a preponderance of men among those who became radicalized. Most are between 15 and 30 years of age, and the majority of them are in their early 20s. However, the Internet has become an attractive forum also for women with respect to violent extremist information and exchange of opinions.

There is no easy answer to why some people choose to use or support use of violence as a means of achieving political goals. Political and religious motives are important and a combination of these will usually be in evidence.

The political motives for violent extremism vary and may involve a nationalistic or separatist focus, or an international fight against the external enemies of Islam.

The Norwegian Defence Research Establishment (FFI) is recognized nationally and internationally as a centre of expertise on the subjects of terrorism and radical Islamism. FFI's research on terrorism began in 1999 and aims at delivering a wide range of unclassified, background and in-depth studies to FFI's user groups, communicating these studies in a professional way as books, articles, reports, lectures, etc. and assisting in the work on threat assessments, scenario development and emergency preparedness measures. The overall aim of the project is to give greater insight into rebel and terrorist groups with relevance to Norway and Norwegian interests.

FFI's research on terrorism has been organized into three-year projects. Among other things, the current project "Global Jihadi Movement (TERRA V)" is examining terrorist groups' use of the Internet and mass media, ideology and authority in al-Qaida, and jihadist groups as a rebel movement. The researchers are mainly focusing on the following geographical areas: Europe, the Middle East, Iraq, Algeria, Pakistan and Afghanistan. A key research area is radicalization and recruitment, including what kind of people join violent jihadist groups and what motivates them, how young people are recruited and given training to operate on behalf of a militant movement and not least, what importance do ideological authorities have in these types of terrorist groups?

In Europe, there have been signs that the military presence of the US and their Western allies in Afghanistan and Iraq is an important reason for the desire to hit-back at European targets. The situation in the Middle East and especially the conflict between the Israelis and the Palestinians is also a contributing factor. However, general political motives alone cannot explain why a few individuals become radicalized, while the majority do not, despite similarities in background and political involvement.

In Europe, the focus is on finding links between weaknesses in integration policy and minority groups' experiences of being on the outside of society. There has been a trend toward certain young people, who feel they do not belong to European society or to their minority community, deciding that violent radical groups offer an easy answer to the complex challenges they face. However, the answer is not clear cut, as many home-grown Islamist extremists have previously seemed to be well-integrated in their European homeland.

³ There is no single profile that suits most of the people who become radicalized. Norwegian researchers, such as Tore Bjørgo at PHS and Petter Nesser at FFI, have described different types of candidates with very different characteristics.

European studies show that establishing a personal relationship with a key figure within a radical group, e.g., a charismatic leader or other person of authority, seems to be important in influencing people to support or carry out politically motivated violence. As the individual is drawn further into his or her new circle of acquaintances, there has been a tendency for these persons to choose to alienate themselves from their original environment.

European analyses also show a link between support for violent extremism and persons who have made one or more foreign trips to areas where radicalization and violent extremism are prevalent. However, the studies show that motivation for the trip varies. Some travel with the intention of participating in a training camp or to get inspiration and come in contact with extreme groups abroad. Others want to make the trip for legitimate purposes, such as to visit family or to study. However, during their stay abroad, the person becomes indoctrinated toward a violence-oriented philosophy.

The Internet is also a source of influence. However, European studies indicate that the Internet alone and being active on extremist web-sites and discussion forums is not enough to make a person become radicalized. It is difficult to prevent this type of radicalization process effectively, as the Internet hosts an immense cache of information. Therefore, preventive measures must be aimed at fortifying the power of resistance in those who may be at risk of being attracted to this type of website.

2.3 Other countries' strategies

Norway cannot immediately compare itself with other countries. Each country must choose an approach to prevention that reflects its own challenges. However, in the work on this action plan, we have looked at other countries that have drawn up similar action plans in order to learn from their experiences. Among our closest neighbours, Denmark, the Netherlands and the UK have done the most work on action plans to prevent radicalization and violent extremism and it is natural to look at their experiences. Below is a brief account of this work and also of the work carried out in the EU.

Exit and de-radicalization programmes

Norway, Sweden, Germany and the Netherlands have had good experience with efforts aimed at getting members of right-wing extremist groups to exit these groups. This has taken place through Exit Projects for defectors, network groups for parents with children in extremist groups and police preventive talks with young members of extremist groups. The Exit Projects have offered assistance to people who want help to exit from extreme groups and to return to a more normal life, for instance, through individual guidance, group meetings with other defectors, help in establishing a new social network and arranging contact with public authorities and social services.

In the Muslim world, a number of countries have established "de-radicalization programmes" for people involved in Islamist terrorism, mainly aimed at violent activists in prison. The most sophisticated programmes combine help from psychologists and social workers with theological dialogue and vocational training, at the same time as the family is involved in order to ensure that the young person stays away from extremism when they leave prison. Several European countries, among others Denmark, are currently developing a package of measures for "de-radicalization" of young Muslims involved in militant Islamism. Experiences from the Exit programmes for right-wing extremists have been drawn on here.

Source: Professor Tore Bjørgo, Norwegian Police University College

Denmark

In January 2009, the Danish plan "*A common and safe future. Action plan to prevent extremist views and radicalization among young people*", was presented. This action plan has two main objectives. Through a direct, preventive effort ensure that society is prepared to identify and address specific problems related to extremism in a timely manner. At the same time, the Government wishes to use this and many other initiatives to maintain and continue to develop Denmark as a democratic society with freedom, responsibility, equality and opportunities for all. The action plan proposes 22 specific initiatives divided into the following seven focus areas:

- Direct contact with young people
- Inclusion based on rights and obligations
- Dialogue and information
- Democratic cohesion
- Efforts in at-risk residential areas
- Special initiatives in prisons
- Knowledge, co-operation and partnerships

Examples of measures are individual preventive talks to be developed by the Danish Security and Intelligence Service (PET) and which will target young people who are in an early process of radicalization or who are affiliated with radical or extreme groups. Furthermore, anti-discrimination efforts will be fortified, there will be efforts to prevent parallel societies and the formation of ghettos through initiatives in at-risk residential areas and in schools teaching democracy and citizenship will be strengthened.

PET has set up a special Centre for Prevention under its Preventive Security Department. Similarly, the Ministry of Refugee, Immigration and Integration Affairs (the Ministry of Integration) has set up a Division for Cohesion and Prevention of Radicalization. These preventive units shall – in each area of expertise and in collaboration with other authorities – work to prevent extremist views and radicalization among young people.

UK

The authorities in the UK launched their anti-terror strategy, Contest, in 2003. This has subsequently been evaluated and revised and a new version was presented in the spring of 2009. The strategy consists of the following four workstreams:

- Pursue, to pursue terrorists and stop terrorist attacks
- Prevent, to stop people from becoming terrorists or supporting violent extremism
- Protect, to protect the population through strengthening the country's defence against terrorist attacks
- Prepare, to prepare for dealing with any terrorist attack in order to mitigate its impact

In addition, the UK authorities have also developed a communication strategy, which is also a part of Contest. The measures that concern “pursue” and “prevent” will reduce the threat, whereas the “protect” and “prepare” measures will reduce vulnerability. Together, these measures will reduce risk. The “prevent” part of the British strategy is equivalent to this Norwegian action plan and the British regard this as a long-term solution to the problem. The British strategy is very comprehensive and involves the police, the intelligence services, other emergency departments, voluntary organizations and others. The belief is that interagency collaboration is necessary in order to be able to counter and prevent terrorism. The strategy has measures at international, national and local level.

The “prevent” strategy has been based on five main objectives and two supporting objectives:

- To challenge the ideology behind violent extremism and support mainstream voices
 - To disrupt those who promote violent extremism and support the places where they operate
 - To support individuals who are vulnerable to recruitment, or have already been recruited by violent extremists
 - To increase the resilience of communities to violent extremism, and
 - To address the grievances which ideologues are exploiting.
-
- To develop intelligence, analysis and information
 - To improve the authorities' strategic communication

Much of the preventive work against radicalization and violent extremism takes place locally and is equivalent to the general crime prevention work already being carried out. When talking about terrorism, most people think of the consequences of terror attacks and not about everything that happens prior to these. Therefore, a lot of time has been spent on “demystifying” the counter-terror picture and explaining to local partners that this basically concerns crime prevention. Local authorities are encouraged to develop local action plans, which the government authorities use to create list of good measures. Lessons have been learnt from several of the terrorist attacks that were thwarted in the UK. Many people, such as teachers, doctors and others, had noticed that “something was wrong” with the perpetrator prior to the planned attack, but they did not know who to contact. Important measures have therefore involved training first line personnel and establishing a place you can contact if you have concerns according to the principle “if you see something – say something”.

The Netherlands

In September 2007, the Netherlands presented its national action plan *“Polarisation and Radicalisation. Action Plan 2007-2011”*. The purpose of this plan is to prevent further development of alienation, polarization and radicalization and also to ensure that relevant persons of authority and professionals can identify these processes at an early stage in order to implement measures. It is also an objective to limit indoctrination by people who have crossed the limits of democracy.

The Netherlands has a broad approach to the preventive work and there is work on measures at local, national and international level. Tackling polarization and radicalization at local level is considered to be vital for success. Among other things, local action plans have been developed to ensure a focused effort. Measures at local level can be “soft”, such as organizing meetings and debates, providing assistance to enter the job market and measures aimed at ensuring that young people complete their schooling and education. The measures may also be “hard”, such as various control measures to ensure school attendance.

Furthermore, it is considered to be essential to increase knowledge about radicalization and polarization. The Dutch Ministry of Home Affairs has established a knowledge and advice centre, Nuansa. The centre, which everyone can contact, provides information and practical advice with regard to polarization and radicalization. Among other things, Nuansa’s webpage has links to literature and research in the field, information from public authorities and also information on relevant projects and plans. This makes knowledge in the field available to a number of parties. Moreover, Nuansa gives presentations and organizes workshops on polarization and radicalization.

At national level, the work focuses on work, education, housing policy and integration. Emphasis is also placed on increasing the competency of professionals that work frequently with young people and youth groups so that these are aware of the signals indicating a negative development toward increased polarization and radicalization.

A development in the direction of increased polarization and radicalization is a challenge to many countries. Co-operation at international level is therefore regarded as a key element in the action plan.

EU

In December 2005, the EU adopted its counter-terrorism strategy, which has laid down the framework for the EU’s activities in this field. The first objective of the counter-terrorism strategy is to prevent people turning to terrorism, by tackling the factors that can lead to radicalization and recruitment, both in Europe and internationally. In order to achieve this objective, in 2005, the EU adopted a strategy and an action plan to prevent radicalization and recruitment. The plan has subsequently been revised. The strategy and action plan both contain joint standards and schemes for the EU member states, but also acknowledge the member states’ own competence in the field.

The EU also has its own Counter-terrorism Co-ordinator, who shall coordinate the various counter-terrorism initiatives in the EU and ensure implementation of the Counter-terrorism Strategy.

The strategy to prevent radicalization and recruitment encompasses three general areas:

- Stop recruitment, e.g., by identifying and monitoring problem behaviour, providing support to local authorities, focusing on prison inmates and also strengthening the Imams’ knowledge of language.
- Ensure that mainstream voices win over those of the extremists, by supporting mainstream Muslims and their organization and integration in society. A media and communication strategy has been developed with a number of key messages and joint terminology for use of language regarding relevant subjects.
- Promote security, justice, democracy and equal opportunities for all through dialogue and concrete measures.

Counter-terrorism has a key place in the new five-year plan for justice and home affairs in the EU member states (the Stockholm Programme). It is highlighted here that the EU still considers there to be a significant terror threat and that special preventive work shall be strengthened. Among other things, the programme urges the following:

- Development of preventive mechanisms for early detection of radicalization or threats, including threats from violent, militant extremism.
- Improvement of measures to counter radicalization in vulnerable communities, based on an evaluation of the impact of national measures. Significant emphasis is placed on exchange of experiences, especially within new priority areas, such as integration and anti-discrimination.
- Establishment of a network to exchange experiences from the preventive work.

Furthermore, it is important to increase understanding of the risk of the spread of terrorism propaganda, especially via the Internet. In the Stockholm Programme action plan, the Commission notifies that in 2011, a communiqué will be issued regarding a comprehensive approach to radicalization.

3

The justice sector's responsibility for the preventive work

3.1 The responsibilities of the police

The role of the police is primarily to prevent crime and also to help stop budding criminal behaviour in individuals, especially in children and adolescents. When the police are aware that people have committed or are at risk of committing crimes, they have a responsibility to intervene and implement suitable measures. This requires close and binding inter-disciplinary and interagency collaboration. The police shall actively help to ensure that a competent authority assumes responsibility for the preventive work within its area of responsibility and that the initiatives are co-ordinated as best as possible.

The Government's action plan for crime prevention "*Forces for good*" focuses on developing co-operation on crime prevention. The joint initiative for individual follow-up of young offenders, among other things through individual preventive talks with the police and "restorative justice"⁴, shall be strengthened. The police councils and SLT (*Co-ordination of local crime prevention measures*), which have been established in more than 300 municipalities, are two liaison schemes, the purpose of which is to strengthen and co-ordinate the local crime prevention work. Various parties meet and are given the opportunity to exchange information and assessments.

This increases knowledge on crime prevention and provides the opportunity to co-ordinate measures in different sectors that can positively strengthen each other.

The Police Council is collaboration between the local authorities and the local police management. The Police Councils have been established to make local politicians accountable and involve them in developing strategic co-operation on crime prevention.

SLT (Co-ordination of local crime prevention) is a local authority model for co-ordinating crime prevention measures between public authorities, professional groups and voluntary organizations. The target group is primarily children and adolescents. Schools, the child welfare services and the police are key participants.

In practice, in many places the Police Council and SLT are integrated with each other, because most of the objectives are the same. Good experience with this organization at strategic level is the reason why the Ministry of Justice and the Police envisages the Police Councils also acting as steering groups for SLT.

Source: The Government's action plan on crime prevention "*Forces for good*" (2009)

An advantage of these liaison schemes is their local connection. Those who know the local community will be able to detect a negative trend and see whether anyone is at risk of becoming radicalized by potentially violent groups. Therefore, prevention of radicalization and violent extremism will now also be included in the work of the Police Councils and SLT.

⁴ Restorative justice is an approach to justice that focuses on restoring the damage caused by criminal behaviour. In Norway, the mediation boards are one of the main exponents of this concept. Among other things, special meetings, where the victim and perpetrator meet together with a broad network from both sides, have given good results in several projects in the last few years.

Over time, the police have focused on preventing violent extremism using preventive knowledge-based methods. This work must be continued and strengthened. In addition, investigation and prosecution have a significant preventive effect and must be seen in conjunction with the police's other preventive work.

Problem-oriented policing (POP) is a work method the police use, among other things, in crime prevention among children and adolescents. This method focuses on knowledge-based policing and involving professional groups outside the police, in addition to the young people themselves and their parents. Other examples of preventive work are the police's use of individual preventive talks, which have been structured as a tool for the police's communication with juveniles and their parents regarding undesirable behaviour. The individual preventive talk is a tool that is recommended for use in preventing further development of

undesirable or criminal behaviour. The individual preventive talk cannot be compared with a traditional interview during an investigation.

3.2 The police's experiences with prevention of violent extremism

Empirical background experience in prevention of radicalization and recruitment to extreme groups is mainly based on measures aimed at right-wing extremist groups. In 2003, the Norwegian Police Security Service (PST), together with the ordinary police, carried out an offensive against two right-wing organizations: Vigrid and the Norwegian Resistance Movement (NMB). The experiences PST and the police have gained with regard to prevention of recruitment to right-wing activities are also relevant in relation to other types of radicalization.

Precautionary approach

An interview with Chief Inspector Gro Smedsrud regarding experience with use of preventive talks in the preventive work

Gro Smedsrud, Chief Inspector at Manglerud police station in Oslo, has spoken about the experiences the station had using preventive talks in connection with the "Gaza Demonstration" in the winter 2008/2009.

Preventive talks were used systematically following the Gaza demonstrations to prevent subsequent demonstrations from having the same negative development. "This saved Oslo during the demonstration," Smedsrud said. "It is important that the tools are in place and that we have practised using them before a demonstration gets out of hand. The organization must also feel confident that the tools can be used. An organization with a structure and tools in place can tackle just about anything," she pointed out.

Knowledge-based policing in practice

Smedsrud explained how through the talks, they gained a picture of the situation and identified the challenges. "There were many people who had opinions about why the incidents had happened and predicted a continued negative trend, but we worked systematically to get a true picture. We found out what the youths had been thinking and what their motivation for taking part had been. It was also important to include the youths' parents and to get them involved. We implemented targeted, preventive measures together with good partners, such as the Child Welfare Services and schools," Smedsrud said.

Preventive talks provide a unique opportunity to acquire knowledge. The police must take every chance they get to exploit the possibilities the preventive talks provide. The knowledge gained during the Gaza demonstrations has been used in many other situations already," Smedsrud said.

What was the reaction to be?

An important question afterwards was what punishment should the youths be given? How do we succeed in making a permanent change? Smedsrud stressed that the most important job is done after the tear gas has cleared and when you can start working with the people who took part. Preventive talks were held with all those under 18 years of age who were taken into custody. But what consequences would this otherwise have for the youths? "This was discussed thoroughly," Smedsrud explained. "A consequence programme was drawn up with emphasis on clearing up, information and providing a remedy for non-economic loss. Those of the youths we could prove had taken part in something illegal were given a conditional waiver of prosecution where the condition was to take part in a course on how society has been organized and some were ordered to clean up in Frognerparken."

Smedsrud would like to see systematic use of preventive talks in the preventive work. This can help prevent undesirable incidents and young people are guided in the right direction. "Another result of the experiences we have made following the Gaza demonstrations is that police crime prevention officers and professional groups who work with children and young people are now visibly present at demonstrations. Being recognized by local police crime prevention officers or youth workers has a preventive effect. The crime prevention officers' knowledge of individuals can also be used to develop the right strategies prior to planned demonstrations."

Vigrid-offensive

During a six week period, around 100 individual preventive talks were held with young Vigrid members, preferably with the parents present. The purpose of the talks was to make young people aware of the consequences of belonging to a right-wing group and to get them to exit the Vigrid group. The offensive yielded a very positive result. More than half of the young people left Vigrid completely and several took a more peripheral affiliation with the organization and considered exiting it completely. There are several factors that explain this good result:

- Good co-operation between PST and the rest of the police
- Close co-operation with parents of active members
- Preventive talks were followed up with follow-up talks and an offer of help to establish new social networks and / or continue schooling or facilitate employment.

Parent network groups

Many violent extremist groups recruit mainly from among teenagers. For parents it is usually a burden and stigmatizing that their children are members of such extremist groups. Many of these need to talk to someone about their problems, but are reluctant to discuss this with their friends and family. A closed forum with others in the same situation could provide such a possibility. Here they can discuss the dilemma of what restrictions should put on the children's behaviour and circle of friends and how can they prevent their reactions and sanctions from pushing the children away from them. By exchanging information with each other, they can gain a better picture of what happens in the groups. They can supplement this knowledge by inviting resource persons, such as the police, researchers or defectors to come and talk. Nordstrand in Oslo and Kristiansand have had very good experiences with such parent groups from the mid 1990s, when right-wing groups were very active. The groups were run by local government / district representatives, by a voluntary organization (Voksne for Barn) or by the parents themselves.

The network model should also be very suitable for parents of young Muslims who flirt with militant Islamist groups. Immigrant parents and families usually have a stronger influence on their children than is the case in the Norwegian ethnic population. Kristiansand also had good experience with network groups for parents of immigrant youths in violent gangs.

Source: Professor Tore Bjørge, Norwegian Police University College

The NMB offensive

(Norwegian Resistance Movement)

The other offensive was aimed at a more closed, better organized and more explicitly violent group. The members of this group were older than in Vigrid and mainly had criminal records. The primary measure implemented was various kinds of raids against the NMB group and zero tolerance for criminal offences, irrespective of the seriousness of these. Preventive talks were also held and visits were paid to the homes of members. The measures helped create internal discord in NMB and eventually the NMB leader and many of the members left the organization.

The police as bridge builder in the preventive work

The police's experience with preventive work involving people who to a varying extent have chosen to break with the accepted norms in society shows that dialogue, systematic work and comprehensive co-operation usually have the most positive impact. The police's follow-up of the street demonstrations in Oslo in January 2009 is a good example of this. The police followed-up each youth involved and also established contact with their parents. Preventive talks were used to a great extent and the object was to motivate the youngsters to change their behaviour and give them a better understanding of the consequences of the demonstrations in which they had participated.

The police force has a conscious relationship with inclusion and discrimination and in 2008, the National Police Directorate presented a *Plan for work on diversity in the Norwegian police 2008-2013*. In order to improve the immigrant population's trust in the police and to ensure a good dialogue between the police and the immigrant organizations, a central dialogue forum has been established between the Norwegian Police Directorate and the immigrant organizations. This forum has four meetings a year and acts as an advisory body in the Police Directorate's work on diversity.

Work on diversity is important both inside the police force and not least, in police work aimed at the public. In order to prevent various types of crime, the police usually rely on tips from and co-operation with the public. They will not get this type of help from people who do not trust the police. Therefore, measures have been implemented both locally and centrally to instil public confidence and trust in the police. The police force shall reflect the diversity of the population as far as possible and shall meet everyone with respect.

The Finstad Committee was set up on 5th March 2008, among other things, to evaluate police control mechanisms. The Committee's report NOU 2009:12 *A responsi-*

Strategies for prevention of terrorism and violent extremism

A research project is currently in progress at The Norwegian Police University College with the aim of determining what sub-strategies should be included in a comprehensive strategy for prevention of terrorism and violent extremism. This study focuses on eight strategies, which in turn are based on eight different preventive mechanisms – causal connections which are instrumental in reducing the risk of acts of terrorism:

- Rendering harmless by denying “potential” terrorists the ability to carry out acts of terrorism, e.g. through expulsion from Norway.
- Deterrence through threat of punishment or reprisals.
- Averting a planned terrorist attack through intercepting the participants before they manage to carry out the attack.
- Protection of vulnerable targets through making attacks more difficult to carry out and more risky, e.g., use of surveillance cameras around potential targets.
- Reducing the spoils from terrorist attacks by not reacting the way terrorists want us to react.

- Establishing norms against acceptance of violence and terrorism.
- Reducing the reasons for the growth of terrorism in society and reducing radicalization and recruitment of individuals to violent extremist groups.
- Motivating terrorists to stop engaging in violent activism.

Each of these strategies is aimed at different target groups: entire communities, risk groups or people who are already involved in terrorism, or a combination of these. A number of different public and private parties play key roles in a few of the strategies, but have only marginal or no roles in other strategies. A few of the strategies are short-term and repressive, whereas others are long-term and integrating. Each of the eight strategies has its strengths, weaknesses and side-effects and they will have a very limited impact individually. The greatest preventive impact against violent extremism may be achieved, both in the long and the short-term, through using all eight of the sub-strategies in a comprehensive and co-ordinated initiative.

Source: Professor Tore Bjørgo, the Norwegian Police University College

ble police force. Transparency, control and learning, mentions a few discrimination cases in the police complaints system and with the Special Unit for Police Affairs. One of the conclusions of the Committee is that the police have implemented many positive initiatives in the last few years in order to prevent tragic and undesirable incidents. However, the police should have better routines and systems in place to learn from mistakes.

3.3 The Norwegian Police Security Service's (PST) work on prevention of violent extremism

PST is a special police service within the police force and reports directly to the Ministry of Justice and the Police. PST is a nationwide service, represented by the “Den sentrale enhet” (Central Unit) in Oslo, and also with individual police officers in all the police districts.

PST shall prevent and investigate crimes against the nation's security and sovereignty, including sabotage and politically motivated violence and violation of the provisions relating to terrorism in the Penal Code. The counter-terrorism work involves identifying people that may have links with terrorist networks and investigating whether plans are being hatched or whether support is being given to execution of terrorist attacks. Prevention of terrorism

also involves preventing radicalization, because at worst this may recruit people to terrorism. PST prevents recruitment and radicalization toward violent extremism through its own activities and partly through co-operation with other authorities. In order to prevent people from becoming radicalized, PST has a dialogue with the local police, the purpose of which is to increase awareness about the problem and to improve the competence of the police in this field. This work is especially important in order to prevent support for extremist Islamism among young people. PST has long experience from preventive work in right-wing groups, which may also be relevant in this work.

Trust in public authorities is important in order to be able to prevent violent extremism effectively. For the justice sector, transparency is a key instrument in building trust in the police. PST makes unclassified threat assessments and has also established a two-way communication channel through establishment of its own Facebook page, and also through presence in other social media and on its own website. This has been done to make it easier to contact PST.

PST also carries out investigative tasks and reports these cases to the Higher Prosecuting Authority. However, investigation methods and prosecution are outside the framework of this action plan.

Control of PST

The Minister of Justice and the Police is constitutionally responsible for the activities of the police, including PST, which is a special police service within the police force that reports directly to the Ministry of Justice and the Police. PST's activities are controlled by several authorities. The Ministry of Justice and the Police, the Norwegian Storting and the Superior Prosecuting Authority (Director General of Public Prosecutions and the Public Prosecutor) define the framework conditions for PST and check that the activities are within this framework. In connection with this, emphasis has been placed on transparency in the service, both with respect to the annual budget and the number of employees.

The Norwegian Storting is given information about PST through propositions and reports, both with respect to organization of the services, its tasks and priorities and the general threat picture. The Norwegian Storting has set up a special committee, the EOS Committee, which supervises the activities of PST, the Intelligence Service and the National Security Authority (NSM).

Some police methods require legal authorization and this means that the courts keep control of the PST cases this concerns.

Prevention of terrorism in Norwegian criminal law

§ 147 c of the Penal Code (1902) and § 136 of the new Penal Code (2005) relating to inciting, recruiting and training for acts of terror, implements the obligations in the European Council's Convention of 2005 relating to prevention of terrorism. Pursuant to the afore-mentioned sections, it is primarily the person who incites a terrorist offence or terror-related act who is punished. The threshold for when a message is public is not high. Among other things, a message is regarded as being public when it has been made in a way that makes it suitable for reaching a wide audience, e.g. through publication over the Internet. In order not to tread too closely to freedom of expression, only provocation to commit a terrorist offence is a criminal offence, i.e. direct incitement to initiate a criminal offence. Secondly, recruitment of someone to commit a terrorist or terror-related act is also a criminal offence. Thirdly, instruction in the use of methods or techniques specifically suited to carrying out or contributing to the commission of terrorist offences, e.g., instruction in the making or use of explosives or firearms is also a criminal offence.

The Norwegian Government has fortified preparedness against terrorist attacks and sabotage, among other things, by increasing allocations to PST. In the last few years, work methods and instruments have also been improved through essential legislative amendments. Norwegian counter-terrorism policy focuses on preventing and combating terrorism using judicial instruments under the rule of law and with broad international co-operation. All counter-terrorism measures must be implemented within the framework of the legislation.

3.4 The work of the Norwegian Correctional Services in prisons

The Norwegian Correctional Services' experiences with violent extremism have mainly involved people with right-wing views. No special measures have been established for this group, but rehabilitation and security measures have been considered and implemented individually as with other prisoners and convicted persons. The Norwegian Correctional Services have focused very little on violent extremism linked to religion.

Prison fosters a culture that socializes inmates in a set of informal norms and values, which contribute toward different kinds of reactions. Over-exposure to fellow inmates and prison staff, homogenization and a routine existence may give the feeling of loss of identity. This is a general risk during incarceration that the Correctional Services is aware of. Such effects could be counteracted by facilitating adapted sentences and social training in the various arenas in society.

One measure to prevent radicalization in prisons is to ensure that religious personnel who have access to inmates in the prisons comply with Norwegian Acts, regulations and guidelines or orders given by the Correctional Services. This means that the services and programmes for various religions and faith groups shall be exercised with respect for individual and human rights, irrespective of the inmate's background.

Routines have been established for exchange of information between the Norwegian Correctional Services, the police, PST and the prosecuting authority. This co-operation strengthens the quality of Correction Services' risk assessments, among other things, with regard to the composition

of inmates in the various wings and the inmate's progression during the period of imprisonment. Furthermore, Norwegian Correctional Services has developed a new methodical system for managing security-related knowledge and information on, among other things, violent extremism.

It is important to implement knowledge about radicalization in general and about how this can develop in prison in particular. With systematic knowledge of the crime picture, including violent extremism, it is easier for Norwegian Correctional Services to help identify undesirable constellations between individuals and groups in the prisons.

The Norwegian Government would like the Correctional Services to adopt a proactive attitude to this question. This will involve focusing on research and measures to counteract the formation of gangs and organized crime inside the Correctional Services units, including exit strategies for affected inmates. This work will also address the challenges involved with radicalization processes in prison.

3.5 Immigration policy

The Norwegian Government's overriding objectives for its efforts relating to refugees and immigration are to ensure controlled immigration that benefits society and a humane asylum and refuge policy based on the principles of solidarity and due process protection. In order to achieve these objectives, immigration administration must be comprehensive, effective and user-oriented. Efficient processing is most humane for everyone, both those who are allowed to stay and begin integration in the community as quickly as possible and those who must leave the country. Immigration policy plays a key role in the work of preventing radicalization and violent extremism.

Detecting and reacting to the small minority of immigrants who are potential threats to fundamental national interests are sanctioned by the Immigration Act and are followed-up in instructions that the Ministry has issued to the Norwegian Directorate of Immigration and the Immigration Appeals Board.

The preventive effect in today's immigration legislation is contained, among other things, in the regulations relating to use of coercive means and punishment and also sanctions based on violation of the Immigration Act. Among other things, there are provisions relating to confiscation

of travel documents and also imposing a duty to report and a fixed place of residence for foreigners who are a threat to fundamental national interests.

There are also other administrative reactions, such as expulsion, revoking and rejection of an application for renewed residence permit. When foreign policy considerations or fundamental national interests deem this necessary, foreigners can be refused entry and an application for a temporary resident permit may be rejected or limitations and conditions may be set.

In the last few years, there has been increasing focus on persons who arrive in Norway and who have a background that links them to activities that may pose a threat to fundamental national interests, or whose affairs can affect foreign policy considerations. According to instruction from the Ministry to the Directorate of Immigration and the Immigration Appeals Board, such immigration cases shall be sent to the Ministry for assessment of whether the Ministry shall use the instruction authority laid down in the Immigration Act.

Several thousand people arrive in Norway each year with no travel documents or other identity papers. The Norwegian authorities need to know the identity of the people who arrive and stay in Norway, among other things, with regard to national security. Therefore, in 2009, the Norwegian Government adopted the establishment of a National Identity and Documentation Centre that opened in the autumn of 2010 and which shall be a national expert authority to parties in the field of immigration.

4

The role of other sectors in the preventive work

This action plan has pointed out the complex and miscellaneous reasons why a person becomes radicalized and acquires violent extremist views. In many cases, this is the result of a negative social trend. In several areas, the Norwegian Government has inter-sectoral action plans, which either aim at preventing and / or counteracting a negative social trend.

The primary aim of these plans is not to prevent radicalization and violent extremism, but many of them could also have importance for this field. The priority areas pointed out will be instrumental in ensuring good community solutions for the population in general. In this way, they will also play a key role in counteracting factors that can contribute toward recruitment and motivation for violent extremism. A common feature of these plans is that the measures they present mainly concern universal prevention. The challenges here may be that universal measures may be perceived to stigmatize whole groups. On the other hand, it is absolutely essential to have a well functioning welfare society for everyone in order to counteract marginalization within individual groups.

4.1 Local government authorities

Local government authorities are responsible for important joint tasks related to ensuring good living conditions for all citizens. This helps prevent people from becoming marginalized in society. Such joint tasks include education and training opportunities and health services, which are important to the general preventive work.

Many local authorities have set up a Police Council or SLT (cf. Section 3), in order to ensure good, co-ordinated local crime prevention. The strength of the local authorities lies

Relevant action plans and strategies:

1. "Forces for good" – crime prevention action plan. 35 measures for greater security
2. The Government's prevention strategy. Fellowship-security – equality.
3. Foreign policy strategy to combat international terrorism.
4. Action plan against poverty. Appendix to Proposition no. 1 to the Storting (2006 – 2007) – National Budget 2007.
5. Action plan for integration and inclusion of the immigrant population (2007 – 2010).
6. Action plan for promoting equality and preventing ethnic discrimination (2009 – 2012).
7. A guide. Safety and emergency preparedness measures against terror attacks. NSM, PST and the National Police Directorate

in their knowledge of local affairs. The various authorities and the services they provide make it possible to detect and help those who have become marginalized in society and implement measures to prevent further marginalization. Good co-operation between the local authorities and the local police will be important in preventing radicalization and violent extremism, as well as other types of crime.

4.2 Children, adolescents and growing up

The preventive role of the education and training sector is primarily to impart knowledge and skills that equip the students to tackle life and master challenges together with others.

Students shall be faced with demands and challenges that stimulate motivation to learn more. This is the most important task of the schools, but it is also very important to prevent marginalization that may lead young people to join a criminal group. Schools shall also teach students to treat each other with respect and develop ethical, social and cultural competence and democratic understanding and participation. The fellowship and values taught in schools may be important in effective prevention of radicalization.

School staff will usually notice children and adolescents with problems, because they meet these children every day. However, it is important to be aware that teaching staff have limited competence and time to solve the root causes of the problems. In such cases, the most important task is to have good, close co-operation with the parents and put the child and parents in touch with the relevant authorities who can help. It is important that measures are agreed with the parents.

In the spring of 2010, a task force was set up to report on attitude forming work in schools. Among other things, the task force shall look at how the school can work systematically and comprehensively against racism, anti-Semitism and discrimination and also how the school can co-operate with the parents / guardians in shaping children's values and attitudes and look at what tools the schools have to identify undesirable attitudes and behaviour among students and teachers. The task force will submit its report at the end of the year.

By ensuring that all children have a sound knowledge base and by working systematically to prevent young people from dropping out of school, we will help to build the essential bridge from school to higher education or work. Pursuant to Chapter 9 a) of the Education Act, the school is obliged to work actively and systematically to promote a good psycho-social environment, where each student feels secure and has a sense of social belonging. Through these tasks, the school is an important institution that helps towards inclusion in society.

A good and inclusive childhood environment is also fundamental in preventing marginalization. A concerted effort against violence, bullying, substance abuse and racism is a condition for this work. Large cities have special challenges. The *“Measures for children and youths in urban areas”* grant scheme is an example of measures aimed at improving childhood and living conditions for children and adolescents. The scheme was allocated almost MNOK 50 in 2010 and involves 23 cities and 7 selected districts in Oslo. The

scheme has been divided into two initiatives: one aimed at youths and youth groups and one aimed at children, young people and families affected by poverty problems. The cities / districts can also apply for funds toward immediate action when acute problems arise in youth groups, among other things, to counteract crime and problems with gangs. The Benjamin Award is presented each year to a school that has distinguished itself in anti-racism and anti-discrimination work. The Norwegian Government's other measures for strengthening local communities and social inclusion have been described in an annual publication detailing the objectives and priority areas in this sphere as realized through the national budget (*Satsing på barn og ungdom. Regjeringens mål og innsatsområder i statsbudsjettet*).

4.3 Work and social inclusion

An inclusive work and social environment and a good welfare policy are important in preventing marginalization and ensuring social inclusion. One of the aims of the Norwegian Government is to level out differences in living conditions. In order to achieve this objective, there is focus on facilitating higher labour force participation, helping all citizens to have equal access to good welfare schemes and also counteracting poverty and ensuring inclusion of everyone irrespective of their background. Work and school are two of the most important things we can offer in order to build an inclusive society. This provides the possibility to form a network and acquire knowledge about the language and culture.

The Norwegian Labour and Welfare Administration (NAV) co-operates with the Follow-up Service at the county level regarding services and measures for young people under 20 years of age who do not have a place in school, a job or an apprenticeship. An agreement has also been entered into between the Ministry of Labour and the Norwegian Association of Local and Regional Authorities (KS) regarding an initiative toward target groups that are common to the education and labour market authorities. There is also a guarantee for young people under the age of 20 years, which means that those who do not have a school place or job shall be offered a place in a labour market programme. This initiative can prevent young people from dropping out of education and work and in so doing prevent marginalization. Good educational facilities in the prisons will also help prevent recidivism and promote inclusion in society when prisoners are released.

The Norwegian Government's action plan against poverty

Co-operation for work

One of the main objectives of the Norwegian Government is to preserve and develop the welfare state. We must ensure that in future we can also provide good welfare services to everyone, in all phases of their life. Our concerted work effort is the most important basis for the Norwegian welfare state. We must create in order to be able to share. The Norwegian Government will focus on the following topics in the next few years:

- How can we prevent exclusion from the labour market? Under this topic, we would like a debate on how we can reduce absenteeism.
- How can we increase the supply of qualified labour? Under this topic, we would like debate on how we can prevent young people from dropping out of school before they have finished their secondary school education.
- How can we develop future-oriented business and industry in all regions of the country? We would like a debate on this topic.

www.samarbeidforarbeid.no

is part of a total policy to level out social differences, ensure inclusion and fight poverty. The main priority areas in the action plan are measures to ensure opportunities for all to participate in the labour market, opportunities for participation and development for all children and young people and measures to improve living conditions for the most disadvantaged groups.

4.4 Equal opportunities and integration

In an increasingly diverse society, we must work actively to ensure equal rights and opportunities for all. A condition for equal opportunities is the absence of racism and discrimination. The Norwegian Government's starting point is zero tolerance of discrimination. Anti-discrimination work requires a long-term effort, both at government and regional level.

In 2009, the Norwegian Government strengthened its efforts in this field with an action plan to promote equality and prevent ethnic discrimination. The measures proposed in the plan are aimed at areas where people with immigrant backgrounds in particular are subjected to discrimination. Business and industry has an exceptional position, but public services are also an important priority area in the

plan. The plan also focuses on areas where young people in particular are subjected to discrimination, including school / education, the housing market and bars and restaurants.

The Norwegian Government is working comprehensively and with a long-term perspective in order to build an inclusive society and significant efforts are being made to ensure integration and social inclusion of immigrants and their children. The objectives are to facilitate that newly arrived immigrants can find employment quickly and prevent development of a class society where immigrants and their children have poorer living conditions and less social participation than the rest of the population. In the last four years, the Norwegian Government has presented an action plan for integration and social inclusion of the immigrant population with four priority areas; 1) employment, 2) childhood, education and language, 3) equality and 4) participation. The plan proposes several measures that may have an impact with regard to prevent marginalization, which in turn can prevent a breeding ground for violent extremism.

The introduction programme is an important tool for qualifying newly arrived refugees and their families. The primary aim of participation in the introduction programme is to teach fundamental Norwegian language skills, provide an insight into Norwegian society, and also to prepare participants for employment and / or an education. A strong democratic culture is a goal in itself for the whole of Norwegian society. Insight into Norwegian society is a condition for the ability to participate in democratic processes.

4.5 Focus on cultural diversity, voluntary efforts, participation and affiliation

Civil society and the voluntary sector are channels for involvement, influence and social participation. Participation in voluntary organizations provides a purpose and fellowship, learning and democratic competence. The Norwegian Government regards the voluntary sector as a cornerstone of our democracy and welfare state. One of the main goals is to stimulate increased participation and involvement, especially from groups that currently fall outside voluntary organizational life. This is done through improved framework conditions for the voluntary sector, increased focus on resources for local activities and "low-threshold activity", increased focus on social inclusion and improved knowledge and research. The voluntary sector and the public authorities have a tradition of co-ordination

and co-operation. Meeting places between the voluntary sector and the authorities are important in helping to improve dialogue and participation.

Children's and youth organizations represent a multitude of activities. The Norwegian Government provides basic support to nationwide, voluntary children's and youth organizations. The grant scheme shall stimulate the organizations to show commitment and joint responsibility nationally and internationally and secure the organizations as an arena for co-determination and democracy. Through the *Diversity and Social Inclusion* support scheme, voluntary children's and youth organizations, recreational clubs, youth clubs or local youth groups can apply for support. Priority is given to projects that deal with prejudices and / or discrimination based on ethnicity, disability and sexual orientation.

Norwegian Year of Cultural Diversity 2009 is being followed-up and the aim is that cultural diversity shall be a prominent and common element of Norwegian cultural policy. One of the aims is that public authorities shall contribute toward promoting dialogue, co-operation and interaction between religions and faith groups in Norway, both locally and nationally. Therefore grants are given to three religious and life stance councils: the Council for Religious and Life Stance Communities, the Christian Council of Norway and the Islamic Council of Norway. The councils contribute actively toward dialogue and co-operation between religions and faith groups in Norway. Among other things, they act as spokespeople to the public authorities.

The grant scheme for minority language publications shall help promote the growth of publications for language minorities and development of the editorial quality of the publications. Through information about Norwegian social conditions and their original native country in their own language, the publications shall promote the possibilities for social participation and cultural understanding and development.

The authorities give grants to immigrant organizations and voluntary activities in the local community. A grant is given to run local immigrant organizations in order to strengthen organization of immigrants locally, improve immigrants' access to several social networks and so that immigrants shall be able to promote common interests to the local authorities. Support is also given to other voluntary activities that establish meeting places in the local community and also to nationwide organizations that work to ensure

that everyone has the same opportunities, rights and obligations to participate in society and to make use of own resources.

4.6 Health and care

The health sector has two important roles in the preventive work. On the one hand, the health sector has a general responsibility for ensuring that the entire population has a good health service. On the other hand, the health sector has a responsibility with regard to mental health care. From a crime perspective, it is probably especially important to look at this responsibility. The Health and Care Sector has key tasks associated with promoting good mental health in the whole population. This also includes prevention and early intervention in the event of psychological problems or deviant behaviour, which can pose a risk. The Health Sector is also responsible for passing on competence to other sectors regarding health-related risk factors that may trigger development of radicalization. Co-operation between the Health Sector and the local police is important in this respect.

At local level, the municipal health service provides health services and thereby also prevention tasks, to all age groups. An example of this is public health centres, which can do useful work in helping to integrate families with a small network.

The Specialist Health Service shall provide consultations and guidance to the municipal health service and other relevant parties, such as the Child Welfare Services and Social Services. In addition to this, they work with mental disorders and trauma-related conditions. The health authorities, in co-operation with, among others, the Norwegian Directorate of Immigration, work to provide good health services to people that have suffered previous traumas.

4.7 Foreign policy

Thorough follow-up of the foreign policy strategy for combating international terrorism is an important part of the Government's work in countering radicalization.⁵ Foreign policy focuses on multi-lateral co-operation and the United Nations' overriding role. Extensive development aid and a commitment to peace and dispute resolution will be continued, as will the work on defending international law and human rights. There are those who believe that the "West"

⁵ The Ministry of Foreign Affairs (2006): Foreign policy strategy in combating international terrorism

is operating with a double standard, which has been seen as an important driving force behind further radicalization and support to international terrorism. It is therefore very important to make Norway's consistent policy visible with regard to respect for human rights and the rule of law.

For a number of years, Norway has also been promoting dialogue between various ethnic and religious groups. Inter-cultural and inter-religious dialogue is one of several means of promoting tolerance between ethnic and religious groups in a number of countries where terrorism is rife. Through partners, the Ministry of Foreign Affairs has supported establishment of inter-religious councils in, among others, the Middle East, East Africa and Southern Asia. The councils are intended to provide a forum where issues can be discussed and thereby prevent disagreement from developing into greater conflicts.

The reactions to the Mohammed caricatures show how important cultural understanding and dialogue are in preventing conflict based on religious divisions. Norway will continue its inter-cultural and inter-religious dialogue as a key foreign policy tool and an element in Norway's efforts to prevent international terrorism. In these efforts, the Norwegian authorities will maintain close contact with organizations and institutions that promote dialogue and tolerance on a daily basis.

The Ministry has provided support to several research

projects that deal with de-radicalization. In co-operation with the UN Counter Terrorism Implementation Task Force – CTITF, Norway is leading the work on developing the existing national programme for de-radicalization of terrorists. The primary goal is to promote the exchange of knowledge between states regarding useful experiences with such programmes. CTITF is now beginning to work systematically with this. The secondary goal that has been achieved is to make it possible to talk openly about de-radicalization programmes. The target group is countries with a Muslim population. Such programmes have proved to be useful in many countries because they help individuals and groups to leave terrorist networks.

Norway also contributes to the UN's work on building up other countries' ability to combat terrorism. It is important to ensure that a country that is building up this capacity does so in accordance with the rule of law principles. Experience shows that a fair justice system and humane treatment of terror suspects can prevent further radicalization.

In January 2006, the Ministry established the *Forum for religion and foreign policy*. This forum gathers representatives from the largest denominations in Norway and also academics, organizations and diplomats who work in this field. The Minister of Foreign Affairs has regular meetings with religious leaders in Norway.

List of measures

More knowledge and information			
1	Set up a knowledge resource group made up of researchers in the field	New	MoJ&P
2	Research on radicalization and violent extremism – with emphasis on preventive measures	To be continued	MoJ&P, MoFA, MoD, MoCE
3	Web portal to promote increased awareness and knowledge about radicalization and violent extremism	New	MoJ&P
4	Annual conference on violent extremism	New	MoJ&P
5	Better information about the regulations relating to persons who may pose a security risk	To be continued	MoJ&P
6	PST's annual threat assessment	To be continued	MoJ&P
7	Prepare a guide on how to avoid terror funding	New	MoJ&P
8	Reporting on the action plan	New	MoJ&P
9	Translate the action plan in order to share knowledge internationally	New	MoJ&P
10	Revise the Government's crisis communication strategy	To be strengthened	MoJ&P, OoPM, MoFA, MoD, MoHCS
Strengthening the authorities co-operation			
11	Establish an inter-sectoral coordination group to follow-up the action plan	New	MoJ&P
12	The Police Councils / SLT shall co-ordinate the work of preventing radicalization and violent extremism locally	To be strengthened	MoJ&P
13	Continue to develop the role of the police and their function on the Police Council and SLT	To be continued	MoJ&P
14	PST's measures to increase awareness in the police force	To be continued	MoJ&P
15	Review of regulations relating to duty of disclosure and duty of confidentiality	To be continued	MoJ&P
16	Strengthening preparedness against violent episodes in schools	To be continued	MoJ&P, MoER
Strengthened dialogue and greater involvement			
17	Communication strategy of the Ministry of Justice and the Police	New	MoJ&P
18	Meeting places for dialogue and contact between representatives of civil society and public authorities centrally and locally	To be continued	MoJ&P, MoL, MoFA, MoCE, MoC, MoER
19	Course in Norwegian social conditions for religious leaders with immigrant backgrounds	To be continued	MoCE
20	International dialogue	To be continued	MoFA
21	Course in Norwegian social studies and understanding democracy for newly arrived immigrants	To be continued	MoCE
22	Police efforts to promote dialogue and freedom of expression	To be continued	MoJ&P
Support to vulnerable and at-risk persons			
23	Greater co-operation between the Norwegian Correctional Services and other government and local authorities	To be strengthened	MoJ&P
24	The Correctional Services shall identify risk factors generally and individually	New	MoJ&P
25	Continue to develop police preventive talks	To be continued	MoJ&P
26	Strengthen and define the role of the Norwegian National Housing Bank in the local authorities' plan work through co-operation with the Police Council/ SLT	To be continued	MoLG&RD, MoJ&P
27	Work toward getting more people to complete their secondary school education	To be continued and strengthened	MoER
28	Special initiative focusing on unemployed young people	To be continued	MoL
29	Faith group programmes for inmates	To be strengthened	MoJ&P, MoC
30	Strategy to prevent aggressive and violent behaviour among children and adolescents	To be continued	MoCE, MoHCS, MoJ&P

5 Measures

The plan consists of 30 measures, many of which are a continuation and strengthening of the work already in progress, whereas some of the measures are new. The measures are therefore marked “to be continued”, “to be strengthened” or “new”. The measures have been organized around the four priority areas on which the action plan has been based:

- More knowledge and information
- Strengthening the authorities’ co-operation
- Strengthened dialogue and greater involvement
- Support to vulnerable and at-risk persons

5.1 More knowledge and information

More knowledge is a fundamental condition for improved, more effective and focused prevention. The action plan against radicalization and violent extremism shall be knowledge-based in the sense that the problems focused on and the measures proposed shall be based on research or other relevant knowledge or empirical material. In order for the authorities to be able to meet the challenges in an adequate manner, it is important that government decision-makers and those who are responsible for implementing measures have the knowledge and information required to be able to perform their tasks, whether this is at national or regional level. Therefore, strengthening the common knowledge platform is a key measure on its own.

Measure 1: Establish a team of researchers in the field

In order to improve exchange of knowledge in the field, the Government will take the initiative to set up a knowledge resource group made up of researchers. The purpose of this measure is that the group shall pass on national and international research on radicalization and violent extremism to the Ministry of Justice and the Police. The group can also give input to the authorities based on own and other’s research and in this way be a contributor to the responsible ministries. There is a lot of research into

radicalization and violent extremism. Several Norwegian research institutions participate at national and international level and significant competence has been built up in this field. This group will act as a point of contact with national and international research and will be very useful in the responsible ministries’ work on communicating knowledge about radicalization and violent extremism to relevant authorities. The resource group will be set up by the Ministry of Justice and the Police in co-operation with relevant ministries.

Implementation: New
Responsible: MoJ&P

Measure 2: Research on radicalization and violent extremism – with emphasis on preventive measures

More research into violent extremism is required. Among other things, research should focus on the factors that lead to polarization, social alienation and eventually to violent extremism. The research should also focus on existing preventive methods and the indicators that give cause for concern (“early warning”), radicalization on the Internet and the importance of early intervention in risk groups in preventing development of violent extremism. It may also be interesting to examine the difference between Norway and other countries with regard to focus on preventive measures. It will be relevant to build upon the work of the existing network or research programme and groups nationally and internationally.

Implementation: To be continued
Responsible: MoJ&P, MoFA, MoD and MoCE

Measure 3: Web portal to promote increased awareness and knowledge of radicalization and violent extremism

Knowledge about radicalization and violent extremism should be more readily available. In order to meet this

need, information will be published on the Internet that can be used by the first line (police personnel, schools, health services, the Police Councils/SLT, asylum centres, the immigration administration, Correctional Services, Child Welfare Services, etc.) and by next-of-kin. Among other things, the information published will include information about legislation, the authorities' work in the field and about who to contact if you have any concerns.

Implementation: New
Responsible: MoJ&P

Measure 4: Annual conference on violent extremism

An annual conference shall be held in order to build competence in and share knowledge about radicalization and violent extremism to relevant parties. The target group for the conference may vary from year to year. The conference will last for one day and be held for the first time in 2011.

Implementation: New
Responsible: MoJ&P

Measure 5: Better information about regulations relating to people who may pose a security risk

The instructions from the Ministry to the Directorate of Immigration and the Immigration Appeals Board state that immigration cases that may impact fundamental national interests and foreign policy considerations shall be submitted to the Ministry for assessment of whether the Ministry shall use its authority to issue instructions. Information about the instructions is necessary so that it will have a preventive effect. Information about the regulations is currently publicly available, among others, on the Directorate of Immigration's website. The consequences of the immigration authorities assessing whether a case comes under the authority to issue instructions may be that a permit is not renewed, an application for a permit is rejected and an expulsion order is issued or that criminal proceedings are instituted.

The preventive effect of such information being readily available is that it may deter people who are in the process of being radicalized. It may also help those around a person who is becoming radicalized be more aware and able

to intervene if someone is at risk. A real risk of losing a permit that has already been granted may also curb the level of activity of radical persons, which in turn may mean that they are less likely to try to indoctrinate others.

Implementation: To be continued
Responsible: MoJ&P

Measure 6: PST's annual threat assessment

PST prepares an annual public threat assessment, which contains an analysis of the anticipated development within the service's main area of responsibility. From 2010, this public threat assessment has been extended both in scope and level of detail. The threat assessment is PST's assessment of threats against national security and independence. If the situation so requires, the Ministry of Justice and the Police will also be able to ensure that PST draws up topic-specific analyses in addition to the threat assessment. These will be able to describe the trend in radicalization, national and regional challenges and if necessary, give recommendations with regard to how to meet the challenges. Such analyses and assessment will be good and relevant sources of information that can provide support to the various authoritative bodies' measures against radicalization.

Implementation: To be continued
Responsible: MoJ&P

Measure 7: Prepare a guide on how to avoid terrorist funding

Many provide financial support to organizations in Norway and abroad. In most cases, such support is an important contribution and shows a positive commitment. However, certain extreme Islamist groups foster various kinds of support activity for militant organizations abroad. Therefore, it is likely that parts of the support activity, consciously or unconsciously, may be related to different kinds of terrorist funding. Therefore a guide will be prepared with advice on how to avoid supporting this type of organization.

Implementation: New
Responsible: MoJ&P

Measure 8: Reporting on the action plan

Good status reports will be introduced to ensure exchange of knowledge, development of best practice and efficient follow-up of the action plan. These reports will be published online and will be instrumental in providing knowledge about the impact of the various measures. When the plan expires in 2013, the reports will form the basis of the future work on prevention of radicalization and violent extremism.

Implementation: New

Responsible: MoJ&P

Measure 9: Translate the action plan in order to share knowledge internationally

Radicalization and violent extremism are global challenges. A lot of work is being done internationally to prevent a negative trend, both in individual countries and in multi-national co-operation, e.g., in the EU. In order to support international sharing of knowledge in this field, this action plan will be translated into English for use in international forums.

Implementation: New

Responsible: MoJ&P

Measure 10: Revise the Government's crisis communication strategy

Report no. 37 to the Storting (2004 - 2005) *The tsunami disaster in Southern Asia and crisis management at strategic level* states that information and confirmation shall be an integral part of the emergency preparedness work in the ministries. Therefore, in December 2005, the *Co-ordinated Crisis Communication Plan* was drawn up for all ministries. This strategy shall be revised and strengthened in accordance with this action plan.

Implementation: To be strengthened

Responsible: MoJ&P, OoPM, MoFA, MoHCS, MoD

5.2 Strengthening the authorities' co-operation

From experience, there are a multitude of reasons why a person becomes radicalized and eventually an advocate of violent extremism. This means that contributions from many departments and enterprises will be required in order to meet the challenge with flexibility and strength. The purpose of introducing measures in various sectors must be looked at in context and given the required co-ordination. There might involve co-operation and co-ordination at national level between ministries and directorates as well as local / operational level. A key condition for co-operation, irrespective of level, will be exchange of information between the relevant authorities.

Measure 11: Establish an inter-sectoral coordination group to follow-up the action plan

In order to achieve the best possible co-ordination of the efforts of the public authorities, an inter-sectoral Coordination Group shall be set up consisting of representatives from the relevant ministries. The Ministry of Justice and the Police will lead the group.

Among other things, the Coordination Group will follow-up this action plan and ensure the necessary exchange of knowledge and mutual information on activities and measures. This will be available to relevant authorities at government and regional level. The Group has a special responsibility to make research findings and international experiences on radicalization and violent extremism available to the relevant parties.

Implementation: New

Responsible: MoJ&P

Measure 12: The Police Councils and SLT will coordinate the work on preventing radicalization and violent extremism locally

Being close to the challenges is important for taking the right steps. There are many good local government measures aimed at crime prevention. It is important to look at prevention of radicalization and violent extremism in the same context as the general trend in crime and general crime prevention efforts.

The Police Council and Co-ordination of Local Crime Prevention (SLT) are two models that have been established in more than 300 municipalities in order to co-ordinate local services in the crime prevention work. It will be possible to use strategic information on radicalization and violent extremism in the Police Councils and SLT. Therefore, police knowledge should be made available to collaborating partners whenever possible. Prevention of radicalization and violent extremism should be a fixed item on the agenda of Police Council and SLT meetings.

Up to now, PST has not had a permanent formal role in the Police Council or SLT. If a problem has relevance for PST and is suitable for discussion among the collaborating partners, participants from the local police must involve PST. PST is then given a formal role on a level with the other participants.

Implementation: To be strengthened
Responsible: MoJ&P

Measure 13: Continue to develop the role of the police and their function on the Police Council and in SLT

Development of the Police Council and SLT is not the responsibility of the police alone, but they have an independent responsibility to develop their own role and function.

The National Police Directorate shall revise the guide *Politiet i lokalsamfunnet* (Police in the local community). Among other things, this guide clarifies the role and function of the police on the Police Council and in SLT. A competence training programme shall be developed for the police. This shall include knowledge about the local authority as a political body and its decision-making processes, in addition to knowledge about available crime prevention tools.

Implementation: To be continued
Responsible: MoJ&P

Measure 14: PST's measures to increase awareness in the police force

Measures to increase awareness about radicalization are one of PST's priority areas. The target group is partly PST's own organization and partly PST's most important external collaborating partners, primarily the rest of the police force.

Good collaboration routines relating to radicalization have been established with the regular police force. In the last few years, there has been special focus on increasing knowledge about extreme Islamist radicalization among young people.

Implementation: To be continued
Responsible: MoJ&P

Measure 15: Review of the regulations relating to duty of disclosure and duty of confidentiality

Inter-ministry work shall be implemented to review the regulations relating to duty of disclosure and duty of confidentiality and their importance for practice. Interpretation of the regulations and practices in various professional institutions shall be studied, cf. the Government's prevention strategy.

Implementation: To be continued
Responsible: MoJ&P, in co-operation with all relevant ministries

Measure 16: Strengthen preparedness against violent episodes in schools

Contact has been established between the Directorate for Education and Training and the National Police Directorate. This contact shall ensure mutual exchange of information if there are trends of importance that the education sector or the police should know about.

In consultation with the Ministry of Education and Research, the National Police Directorate has prepared an information programme, the purpose of which is to heed early warning signs in order to be able to intervene and prevent serious incidents in schools. The information programme will soon be implemented in all of the schools in Norway. The meetings are intended to enable school staff to prevent and ensure preparedness in order to minimize the impact of serious incidents. The programme shall be evaluated by the National Police Directorate and the Directorate for Education and Training.

Implementation: To be continued
Responsible: MoJ&P and MoER

5.3 Strengthened dialogue and greater involvement

From experience, alienation, isolation and lack of contact between individuals and various groups in society can create conflicts. Transparency and dialogue promote mutual understanding and contribute toward respect for differences and the values on which society has been based. At the same time, it is important to have clear communication of the values and rule of law on which the society has been based – including communication of democratic values and expectations for the individual's participation in the community. It is in the local community that possible conflicts will first emerge. Therefore, meeting places will be a key supplement to the work at national level.

Measure 17: Communication strategy of the Ministry of Justice and the Police

Development of violent extremism in Norway could create major communication challenges between authorities and the groups where such extremism is allowed to develop. It is important to be aware that communication is a two-way process in which both parties shall participate and be allowed to express themselves, and not a one-way process from the authorities aimed at special groups. There must be acceptance that there may be apparently legitimate reasons for development of violent extremism, but that under no circumstances will the use of violence to achieve political goals be accepted. It will be possible to set special requirements with regard to the type of communication for immigrant groups. Therefore, the Ministry of Justice and the Police shall update and continue to develop its media and communication strategy in order to take this into account, among other things, based on experiences from the UK.

Implementation: New

Responsible: MoJ&P

Measure 18: Meeting places for dialogue between representatives of civil society and public authorities centrally and locally

One of the Government's aims is that the public authorities shall facilitate mutual dialogue and participation by immigration organizations, minorities, religion and faith groups and voluntary organizations. For example, dialogue meetings can allow other views to be voiced than those that

that are heard in formal forums, and contribute toward mutual exchange of information and trust, which in turn can subdue conflicts.

Government and local authorities must facilitate implementation of this. The various sectors have established a number of different dialogue forums. One example of this is the Contact Committee between Immigrants and the Authorities (KIM), which is a government appointed committee. KIM facilitates dialogue between people with immigrant backgrounds and the authorities, the police and others. Another example is the Ministry of Foreign Affairs' counter-terrorism project group, where the Islamic Council of Norway, Amnesty International and researchers discuss the international counter-terrorism work. Refer to annex 3 for further examples of dialogue forums.

The Directorate of Integration and Diversity has prepared a guide to establishment of local meeting places between immigrant organizations and the authorities. The guide has been based, among other things, on the local authorities' experiences. The Directorate of Integration and Diversity is in ongoing dialogue with a number of local authorities, the purpose of which is to stimulate establishment and development of such meeting places.

Implementation: To be continued

Responsible: MoJ&P, MoFA, MoCE, MoC, MoER, MoL

Measure 19: Course in Norwegian social conditions for religious leaders with immigrant backgrounds

The Norwegian Government believes it is important that religious leaders with immigrant backgrounds are familiar with Norwegian social conditions, have an insight into the fundamental values on which Norwegian society has been based and that they realize the responsibilities of being religious leaders in Norway. Therefore, the Norwegian Government has funded a pilot project at the Faculty of Theology at the University of Oslo, which has offered leaders from various religious communities a course in Norwegian social conditions. The course programme covers subjects related to freedom of religion, legislation, rights, values, religious diversity and moral and religious counselling.

Implementation: To be continued

Responsible: MoCE

Measure 20: International dialogue

There is correlation between radicalization abroad and in Norway. A good foreign policy can be instrumental in weakening public support for terrorist networks and preventing recruitment to extreme groups. Therefore, it is important that international society acts in accordance with international law and that we respect human rights and the rule of law. Furthermore, it is important that we support democratic institutions so that we contribute toward a stable and democratic society. This also applies not least to security institutions. For this reason, Norway actively supports the United Nations' implementation of the global counter-terrorism strategy, adopted by consensus of the United Nations General Assembly 61st Session in 2006, where respect for human rights and the rule of law in the fight against terrorism is a main pillar.

International developments can affect the threat situation in Norway. Therefore it is also important to have dialogue in foreign policy work. The Ministry of Foreign Affairs works purposefully to establish contacts with religious parties internationally, including organizations that work to counteract religious radicalization.

Implementation: To be continued
Responsible: MoFA

Measure 21: Course in Norwegian social studies and understanding democracy for newly arrived immigrants

The induction scheme is an important tool in qualifying newly arrived refugees and their families. The primary aim of participation in the induction scheme is to teach basic skills in the Norwegian language and to give a basic insight into Norwegian social life, as well as preparing participants for employment and / or an education. The scheme shall help improve immigrants' possibilities for integration in Norwegian society and has not been established with the intention of preventing radicalization and violent extremism. However, insight into Norwegian social life is a condition for the ability to take part in democratic processes. A strong democratic culture is an objective on its own for the whole of Norwegian society, but can also help strengthen

the individual's resistance to violent extremism ideology and thereby have a preventive effect in this field.

Implementation: To be continued
Responsible: MoCE

Measure 22: Police efforts to promote dialogue and freedom of expression

Police efforts to promote dialogue shall be continued. An example of this work is the National Police Directorate's dialogue forum with immigration organizations. This shall ensure a good dialogue between the police and immigration organizations. The National Police Directorate, the Norwegian Centre against Racism, Youth against Violence, the Organization against Public Discrimination (OMOD), the Contact Committee for Immigrants and the Authorities (KIM) and Immigrants' National Association (INLO) participate in the dialogue forum. It is important that the police continue to focus on the diversity work and dialogue with vulnerable groups.

In order to promote dialogue and freedom of expression, the police dialogue team and crime prevention unit contribute actively prior to, during and after potentially violent demonstrations. The police adopt a wait-and-see attitude, not provoking, but being mobile and flexible in solving the task. This fosters good co-operation with the organizers, where the message is in focus and where those who have a different agenda are unwelcome, also from the organizer's point of view. The dialogue facilitates freedom of speech and the right to demonstrate, as long as the message does not violate Norwegian law. This is a good, safe solution for the demonstrators, the police and the public in general.

Implementation: To be continued
Responsible: MoJ&P

5.4 Support to vulnerable and at-risk persons

It is important that the action plan proposes measures that support vulnerable people and gives them the help and motivation required to prevent them from getting involved with undesirable groups. Such support will also be an important help to parents and guardians so that they can intervene when they suspect that a child or adolescent

is at risk of establishing ties with undesirable groups or persons.

Experience shows that most of the people who become radicalized are relatively young. The work of promoting inclusion of everyone is an important part of the school's task. Employment helps to ensure social inclusion and a sense of belonging to society and prevents marginalization.

Measure 23: Greater co-operation between Correctional Services and other government and municipal authorities

As part of the Government's "return-to-society guarantee" (cf. Report no. 37 to the Norwegian Storting (2007 - 2008), the Norwegian Correctional Services shall have greater co-operation with other government and municipal authorities in order to ensure that criminals do not reoffend after serving their sentence. In co-operation with the other government and local authorities in the municipalities into which prisoners are released, Norwegian Correctional Services will help ensure that the return-to-society is suitably prepared for each individual and meets the needs of public safety.

Implementation: To be strengthened
Responsible: MoJ&P

Measure 24: Norwegian Correctional Services shall identify the risk factors generally and individually

Report no. 37 to the Norwegian Storting (2007 - 2008) states that the Norwegian Correctional Services shall develop systems to collect, collate and analyse information that contributes toward more secure implementation of decisions and that prevents new offences. This will be an important tool in the proactive work of preventing development of violent extremism in the Norwegian Correctional Services' institutions. Building the competence of the Norwegian Correctional Services can help eradicate factors that contribute to radicalization and violent extremism.

Implementation: New
Responsible: MoJ&P

Measure 25: Continue to develop police preventive talks

The Police Act gives the police the possibility to summon children and parents to a talk when there is reason to believe that the young person has committed a criminal offence. The talk must be seen in connection with other sectors' early intervention initiatives. Evaluations have shown that police use of preventive talks varies. A national standard is required in order to ensure the best possible individual follow-up, clarify co-operation with other authorities and to ensure legal protection.

Tools / a manual shall be developed to ensure routines, equal treatment, documentation and quality in implementation of the preventive talks.

The National Police Directorate shall continue to develop today's guide to individual preventive talks where consideration for identification of young people's protection and risk factors is ensured, including the work on EXIT projects.

Implementation: To be continued
Responsible: MoJ&P

Measure 26: Strengthen and define the role of the Norwegian National Housing Bank in the municipal plan work through co-operation with the Police Council/SLT

The housing situation is a key factor for the individual. It can be an important resource or help to increase other risk factors. Therefore, co-operation shall be established between the Norwegian National Housing Bank and SLT/Police Council. Based on the knowledge about the link between the housing situation, other factors in the local community and crime, appropriate preventive measures can be implemented.

Implementation: To be continued
Responsible: MoLG&RD/Norwegian National Housing Bank and MoJ&P

Measure 27: Work to ensure more people complete their secondary school education

To ensure that more young people complete their secondary school education is a general preventive measure. Completing their secondary school education is such an important measure for each student that it could have a preventive effect in a number of areas and, among other things, could lead to a general reduction in crime.

The Ministry of Education and Research has implemented several measures to ensure that more young people complete their secondary school education. The *NY GIV* (New Impetus) initiative, launched by the Ministry of Education and Research in the autumn of 2010, will facilitate a national effort to ensure that more young people complete their secondary school education. Through the *NY GIV* initiative, the Government will work closely with the county municipalities to improve implementation. There will also be measures during the entire education programme. Important priority areas are early intervention, measures to make education more motivating and relevant to the students and competence building for teachers.

Implementation: To be continued and strengthened
Responsible: MoER

Measure 28: Special initiative focusing on unemployed young people

The main education programme for young people under 20 years of age is an upper secondary school education. Young people who do not exercise their right to an upper secondary school education or who drop out of school will be offered follow-up through the county Follow-up Service.

The Government considers it to be important to prevent long-term unemployment and passiveness among young people who are at the start of their professional career. Young people who register as unemployed with the Norwegian Labour and Welfare Administration (NAV) will be given priority when applying for a place in a labour market programme. Three different guarantee schemes shall also ensure that young people receive follow-up and assistance from NAV. The guarantee scheme shall ensure that young people under 20 years of age who do not have a school place or job shall be offered a place in a labour market programme.

A follow-up guarantee has also been established for young job seekers between the age of 20 – 24 years, which shall motivate them to actively seek employment and self-activity for those who have been unemployed for the last three months or more. In 2009, the guarantee for 20-24 year olds was extended with a guarantee that shall ensure an offer of participation in a labour market programme for those who have been unemployed for six consecutive months or more.

Implementation: To be continued
Responsible: MoL

Measure 29: Religious and faith group programmes for inmates

Directive V13-B/2009: *Co-operation on faith group services in prison* (The Ministry of Culture and the Ministry of Justice and the Police) formalizes co-operation on faith group services in Norwegian prisons. The purpose of this is to clarify the responsibilities and the types of co-operation between the various faith groups and the Norwegian Correctional Services, and also to ensure follow-up of and continuity in the services provided. The aim is to facilitate that all inmates have the opportunity to practice their faith.

In addition to continuing the guidelines in the directive, the Norwegian Correctional Services shall carry out a study, among other things, to identify the inmates' wishes regarding faith group services.

Implementation: To be strengthened
Responsible: MoJ&P, MoC

Measure 30: Strategy to prevent aggressive and violent behaviour among children and adolescents

Studies show that difficulties in social interaction are acquired at an early stage and can be identified in the first years of childhood. Stopping or breaking negative behaviour patterns can prevent aggressive and violent behaviour among children and adolescents. A strategy shall be developed to prevent aggressive behaviour, among other things, by offering well-documented methods aimed at children and adolescents. The aim is to teach children and young people to solve conflicts without resorting to violence.

Implementation: To be continued
Responsible: MoCE, MoHCS, MoJ&P

6 Annexes

Annexes 1

Relevant literature and information:

The Ministry of Labour and Social Inclusion (2006): *Action plan against poverty. Appendix to Proposition no. 1 to the Norwegian Storting (2006-2007) – National Budget 2007.*

The Ministry of Labour and Social Inclusion (2007): *Action plan for integration and inclusion of the immigrant population and goals for social inclusion.*

The Ministry of Children and Equality (2009): *Action plan to promote equality and prevent ethnic discrimination (2009 – 2012).*

The Ministry of Children, Equality and Social Inclusion (2010): *Focus on children and young people – the Government's objectives and priority areas in the National Budget 2010. Annual publication.*

Council of The European Union (2010): *EU Counter- Terrorism Strategy - Discussion paper.* <http://register.consilium.europa.eu/pdf/en/10/st09/st09685.en10.pdf>

Council of The European Union (2010): *The Stockholm Programme - An open and secure Europe serving and protecting citizens.* <http://register.consilium.europa.eu/pdf/en/10/st05/st05731.en10.pdf>

The Norwegian Defence Research Establishment: www.ffi.no

Home Office (2009): *Pursue Prevent Protect Prepare. The United Kingdom's Strategy for Countering International Terrorism*

The Ministry of Justice and the Police (2009): *Forces for good – Crime prevention action plan. 35 measures to improve security.*

The Ministry of Justice and the Police (2009): *The Government's prevention strategy. Fellowship – security – equality.*

Danish Ministry of Refugee, Immigrant and Integration Affairs (2009): *A joint and secure future. Action plan for prevention of extremist views and radicalization among young people.*

Dutch Ministry of the Interior and Kingdom Relations/ Ministerie van Binnenlandse Zaken en Koninkrijksrelaties (2007): *Polarisation and Radicalisation. Action Plan 2007-2011.*

National Security Authority, the National Police Directorate and the Norwegian Police Security Service (2010): *A guide to security and preparedness measures against acts of terrorism.*

NOU 2009:12: *A responsible police force. Transparency, control and training*

Platform for the government coalition between the Labour Party, the Socialist Left Party and the Centre Party 2005-2009 (Soria Moria I).

Political platform for a majority government issued by the Labour Party, the Socialist Left Party and the Centre Party 2009-2013 (Soria Moria II).

Norwegian Police Security Service (2010): *Open Threat Assessment 2010.*

Norwegian Police Security Service: www.pst.no

Norwegian Police University College: www.phs.no

The Ministry of Foreign Affairs (2006): *Foreign policy strategy for combating international terrorism.*

Annex 2

The process for the work on the Government's action plan to prevent radicalization and violent extremism

The Government has had strong focus on changing from implementing follow-up and restorative measures to using preventive activities. The action plan to prevent radicalization and violent extremism has involved ground-breaking work, as no such work in this field has ever been done in Norway before. Therefore, we have taken the liberty to take sufficient time to develop the plan in order to ensure a thorough process and a good result.

On 10th March 2008, a seminar on radicalization was arranged, the purpose of which was to exchange information at ministerial level regarding roles and responsibilities and thereby form a better basis for co-ordination of measures to counteract radicalization. In the summer of 2008, it was decided that an action plan should be drawn up and propose inter-sectoral measures.

Later in 2008, a start-up seminar was arranged, in which relevant ministries with underlying departments, including the National Police Directorate and the Norwegian Police Security Service participated. During the work on the action plan, these ministries have been involved and have contributed with text contributions and proposed measures. On several occasions, the plan has been issued for input and comments.

The Norwegian Police Security Service and the National Police Directorate have also provided contributions to the plan on several occasions and have participated in meetings with the Ministry of Justice and the Police.

As part of the work on the plan, a seminar was arranged in the Ministry of Justice and the Police in which researchers with broad expertise in the field participated. The draft plan has also been presented to researchers, among others, from the Norwegian Police University College, the Norwegian Defence Research Establishment, the Norwegian Correctional Services' Education Centre (KRUS) and the National Knowledge Centre on violence and traumatic stress (NKVTS), who were also invited to a meeting with the Minister of Justice in May 2010 to discuss the contents of the plan and the measures.

The work has also involved studying similar work and experiences from other countries. In connection with this, representatives from the Ministry of Justice and the Police visited the UK, Denmark and the Netherlands, which have all developed national action plans.

On several occasions, the minority organizations have also been informed about this work in connection with regular dialogue meetings, where the organizations have been given the opportunity to give their views. Such dialogue meetings have been held in the Ministry of Justice and the Police since 2006. Regular participants at the meetings are the Islamic Council of Norway (IRN), the Muslim Students' Association (MSS), the Norwegian Organization for Asylum Seekers (NOAS), the MIRA Centre and the Contact Committee for Immigrants and the Authorities (KIM).

Annex 3

Examples of relevant dialogue forums

The Contact Committee for Immigrants and Authorities (KIM). KIM facilitates dialogue between people with immigrant backgrounds and authorities, politicians and others.

The Police Dialogue Forum shall ensure a good dialogue between the police and immigrant organizations. The National Police Directorate, Norwegian Centre against Racism, Youth against Violence, Organization against public discrimination (OMOD), KIM and the Immigrants' National Association (INLO) participate in the dialogue forum.

The Ministry of Foreign Affairs' project group for counter-terrorism work in which the Islamic Council of Norway, Amnesty International and researchers participate and discuss international counter-terrorism efforts.

The Minister of Justice and the Police's dialogue forum where the Muslim Students' Association, Islamic Council of Norway, KIM, Norwegian Organization for Asylum Seekers, OMOD and MIRA Resource centre for immigrants and refugee women meet.

The Ministry of Culture has meetings with the Council for Religious and Life Stance Communities and the Islamic Council of Norway.

Annex 4

List of Norwegian Government Ministries

The Office of the Prime Minister
Ministry of Labour
Ministry of Children, Equality and Social Inclusion
Ministry of Finance
Ministry of Fisheries and Coastal Affairs
Ministry of Government Administration, Reform and Church Affairs
Ministry of Defence
Ministry of Health and Care Services
Ministry of Justice and the Police
Ministry of Local Government and Regional Development
Ministry of Culture
Ministry of Education and Research
Ministry of Agriculture and Food
Ministry of the Environment
Ministry of Trade and Industry
Ministry of Petroleum and Energy
Ministry of Transport and Communications
Ministry of Foreign Affairs

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