



LESS RADICALISATION THROUGH AN EFFECTIVE AND COHERENT EFFORT

RECOMMENDATIONS OF THE EXPERT
GROUP TO PREVENT RADICALISATION

CONTENTS

1. Introduction	5
2. Summary	8
3. The current situation in Copenhagen.....	9
Referrals of concerns about radicalised young citizens.....	9
The socio-economic connection.....	10
Risk environments in Copenhagen	11
The extreme left-wing	11
The extreme right-wing.....	12
Militant Islamism	12
4. Background for radicalisation and extremism.....	14
Causes of radicalisation	14
5. Recommendations.....	17
The Triangle of Prevention.....	17
Preventive level	17
Anticipatory level	19
Intervention level.....	19
5.1 Strengthened co-ordination and overview	20
New unit for co-ordination and overview across authorities	20
Information strategy for efforts to prevent radicalisation	27
5.2 Efforts at the preventive level.....	28
Promoting fellow-citizenship	28
Collaboration with local associations and players.....	29
Strengthening the critical sense of children and young citizens when using social media.....	31

5.3 Efforts at the anticipatory level.....	32
Binding collaboration on transition between systems on suspicion of radicalisation	32
Support for parents and relatives	34
Strengthened efforts regarding marginalised young citizens.....	36
Skills development of healthcare staff.....	37
Strengthened collaboration with housing associations	38
Strengthened knowledge-sharing with relevant towns	40
Focus on families affected by violence and on refugee families suffering from traumas.....	41
Strengthened contact with radicalised environments	42
5.4 Efforts at the intervention level	44
Initiatives aimed at marginalised citizens who are radicalised or vulnerable to radicalisation and those who have returned from conflict zones	44
5.5 Increased level of knowledge and analysis	47
Increased level of knowledge and analysis	47
Appendix 1 The anti-radicalisation effort in Copenhagen.....	48
Appendix 2 Characteristics of individual cases about radicalisation in the City of Copenhagen	50
Appendix 3 The basis for the Expert Group	51

**Less radicalisation through an effective
and coherent effort**

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I. Introduction

On 26 January 2015, the City of Copenhagen's Employment and Integration Committee appointed an Expert Group to Prevent Radicalisation. The Expert Group was tasked with making recommendations for strengthening the City's initiatives to combat radicalisation of young citizens and reduce the number of radicalised young citizens.

The Expert Group was appointed before the terror attack in Copenhagen on 14 and 15 February 2015, but that tragic event simply underlines the need for ensuring that the City's anti-radicalisation efforts are as effective as possible and are adapted to current needs.

The Expert Group was tasked with proposing how the number of radicalised young citizens can be reduced through:

1. Improved collaboration and co-ordination and better dialogue between the City's Employment and Integration Administration, Child and Youth Administration, Social Services Administration, Finance Administration (Safe City), and the state, the police and other relevant players (e.g. mosques, parental networks, and the boards of local societies and associations).
2. Targeted dialogue between the residents and civil society players in neighbourhoods to promote confidence and security for better treatment of individual cases involving radicalised young citizens.
3. Gathering knowledge-based methods for strengthening the broad preventive effort against the radicalisation of young citizens.

More information about the Expert Group's task is given in Appendix 3.

The City of Copenhagen resolves issues of radicalisation through the City's knowledge and advisory unit for preventing radicalisation (VINK), by counselling and developing the skills of front-line workers, by supporting and counselling concerned parents, and by supporting and re-socialising young citizens who have been radicalised or are threatened by radicalisation.

The objective of the effort is to support the integration of a person who is radicalised or threatened by radicalisation through education and employment and to increase the person's experience of inclusion and fellow-citizenship through information about rights and possibilities in society. The City of Copenhagen's anti-radicalisation effort is part of the Safe City initiative, with close collaboration on the work in preventing crime and creating a sense of security in the City. The City works closely with SSP (a locally based co-operation between schools, youth clubs, social services and police) and the Copenhagen Police in preventing radicalisation. Tasks involving investigation are solely in the hands of the Copenhagen Police. See Appendix I for further information about the City of Copenhagen's anti-radicalisation effort.

The work of the Expert Group aims at resulting in a more effective and knowledge-based foundation for the City of Copenhagen's anti-radicalisation effort.

The Expert Group's commission was to prepare recommendations for the anti-radicalisation effort. Reviewing the financial consequences of the recommendations was not part of the Expert Group's commission, and thus it takes a general reservation for the financial consequences. At the same time, the Expert Group calls for the preparation of ways to measure the effectiveness of the individual recommendations.

As an extension of the commission, the Expert Group's focus was on the City's initiatives against radicalisation and its collaboration with other authorities. The Expert Group has not concerned itself with initiatives that solely involve other authorities. This means, for instance, that the Expert Group has not looked at legislation nor at the authorities' reaction in connection with offences in this area.

The recommendations of the Expert Group were presented to the Employment and Integration Committee in August 2015 and will form the basis for a new overall strategy and action plan for the City's anti-radicalisation efforts.

Even with the implementation of all of the Expert Group's recommendations there is no guarantee that the trend towards increased radicalisation can be turned around or reduced. The causes of radicalisation are many and complicated and they vary over time and from individual to individual.

Radicalised individuals e.g. vary in their childhood and adolescence, vocational abilities and social background. At the same time, radicalisation is affected by developments in e.g. risk environments around other radicalised individuals who encourage militant activism and violence, or developments in global conflicts (such as the events in Syria, which have spread to Iraq).

Finally, risk environments are also changing constantly, so that an environment over time can change from being violent and militant to working with dialogue and peaceful means.

The members of the Expert Group:

- Chairman: Magnus Ranstorp, head of research, Swedish Defence University in Stockholm and board member of a number of European anti-radicalisation networks
- Chris Holmsted Larsen, researcher in left- and right-wing radical groups in Denmark, Roskilde University
- Ann-Sophie Hemmingsen, researcher in Militant Islamism in the West, Danish Institute for International Studies
- Henrik Bjelke Hansen, director, Centre for Prevention, Danish Security and Intelligence Service (PET)
- Tommy Laursen, Head of Secretariat, SSP Copenhagen (a locally based co-operation between schools, youth clubs, social services and police)
- David Oehlschläger, psychologist and director of Rehabilitation Denmark, Dignity – Danish Institute against Torture
- Toke Agerschou, Head of Leisure and Youth Schools Administration, City of Aarhus
- Thorkild Fogde, Commissioner of the Copenhagen Police
- Karin Ingemann, Head of Office, Department for Vulnerable Young Citizens and Integration, National Board of Social Services
- Bjarne Winge, director, Finance Administration, City of Copenhagen
- Tobias Børner Stax, director, The Child and Youth Administration, City of Copenhagen
- Sven Bjerre, director, The Social Services Administration, City of Copenhagen
- Michael Baunsgaard Schreiber, director, Employment and Integration Administration, City of Copenhagen

The Expert Group held seven meetings and a conference. The Employment and Integration Administration acted as the Expert Group's secretariat.

Sections 2 to 4 of this report describe the current situation in Copenhagen, provide insight into radicalisation and map the radical environments in Copenhagen. Section 5 describes the Expert Group's concrete recommendations for strengthening the anti-radicalisation efforts in Copenhagen. The recommendations are divided into five main areas: strengthened co-ordination and overview, preventive efforts, anticipatory efforts, intervention efforts, and increased level of knowledge and analysis.

In its work, the Expert Group took into account both the government's action plan to prevent radicalisation and extremism, published in September 2014, and the government's terror initiative, "A strong safeguard against terror", from February 2015.

Terminology

The terms 'radicalisation' and 'extremism' are used differently and are widely discussed, but the Expert Group has used the following definitions:

Extremism

A contrast to the established society and its order, which is based on attitudes such as:

- Rejection of fundamental democratic values and norms and of democratic decision-making processes.
- Simplified perception of the world and conspiracy theories.
- Stereotyped images of enmity, in which certain groups or societal conditions are deemed to be threats that must be removed.
- Intolerance and lack of respect for other citizens' opinions, liberties and rights.

These attitudes can be accompanied by support of or use of extreme actions that are illegal and possibly violent methods for achieving a political or religious ideological objective.

Radicalisation

A process through which a group or an individual increasingly develops extreme attitudes and/or supports the use of illegal or violent actions to promote them. Far from everyone acts in this way, but the risk causes a problematisation of the attitudes.

2. Summary

The City of Copenhagen's Employment and Integration Committee appointed an Expert Group to Prevent Radicalisation in January 2015. The Expert Group was to make recommendations for a strengthened effort against radicalisation.

Fundamentally, radicalisation and radicalised environments are not prominent in Copenhagen, but there are individuals as well as groups with extreme viewpoints – and the number of referrals to the City about radicalisation is rising. At the same time, the terror attack in Copenhagen in February 2015 underlines the need to ensure that the City's anti-radicalisation efforts are effective and adapted to current needs.

As its starting point, the work of the Expert Group is based on experience from crime prevention among other areas. The result is a number of recommendations for strengthening the City's efforts against radicalisation of young citizens and reducing the number of radicalised young citizens. The Expert Group points to collaboration between the authorities and other players and to dialogue with citizens and the civil society as necessary tools for a strengthened anti-radicalisation effort.

The recommendations are distributed across five main areas:

- Strengthened co-ordination and overview
 - New unit for co-ordination and overview across authorities
 - Information strategy for efforts to prevent radicalisation

- Efforts at the preventive level
 - Promoting fellow-citizenship
 - Collaboration with local associations and players
 - Strengthening the critical sense of children and young citizens through social media

- Efforts at the anticipatory level
 - Binding collaboration on transition between systems
 - Support of parents and relatives
 - Strengthened efforts regarding marginalised young citizens
 - Skill development of healthcare staff
 - Strengthened collaboration with housing associations
 - Strengthened knowledge-sharing with relevant towns
 - Focus on families affected by violence and on refugee families suffering from traumas
 - Strengthened contact with radicalised environments

- Efforts at the intervention level
 - Initiatives aimed at marginalised citizens who are radicalised or vulnerable to radicalisation and those who have returned from conflict zones

- Increased level of knowledge and analysis
 - Increased level of knowledge and analysis

The recommendations will form the basis of a new overall strategy and action plan for the City of Copenhagen's anti-radicalisation efforts.

3. The current situation in Copenhagen

Fundamentally, radicalisation and radicalised environments are not prominent in Copenhagen. Most Copenhageners accept the framework that a democratic society defines. There are, however, citizens who are not able to identify themselves with the society around them and who develop extremist points of view. In the most far-reaching consequence, such points of view can together with the often self-imposed social isolation from the surrounding society and the circle of acquaintances and relatives lead to radicalisation to such a degree that the person is ready to use violence and illegal methods when pursuing his or her extremist points of view.

Extremist points of view and persons are found in several environments in Copenhagen. Generally, a distinction is made between:

- The extreme left wing
- The extreme right wing
- Militant Islamist environments

The Expert Group's recommendations take the three forms of extremism found in Copenhagen into account.

Referrals of concerns about radicalised young citizens

According to PET, at least 125 individuals from across the country have travelled to conflict zones such as Syria and Iraq since 2012. A cautious estimate is that between 30 and 40 individuals from Copenhagen and its neighbouring municipalities have travelled to conflict zones since 2012.

In 2014, the City of Copenhagen's anti-radicalisation programme, VINK, and the Radicalisation Standby Unit, which comprises VINK, SSP Copenhagen and the Copenhagen Police, have received a total of 60 referrals of concerns about radicalisation. Almost all of them were concerns about Islamism and militant Islamism. In 2015, the number increased to 49 referrals in the first six months of the year. By comparison, the City received 49 referrals of concern in the whole period from 2010 to 2013. The development in referrals is given in the figure below.

It must be emphasised that the pronounced rise in the number of referrals of concern given in Figure I does not necessarily reflect a similar increase in the number of radicalised young citizens. Both the generally increased awareness of radicalisation in society, VINK's development of the skills of the City's staff and information for residents' networks, parents etc. and VINK's work can have contributed to the increase in the number of referrals of concern. Nevertheless, this is a development that is taken very seriously by the City of Copenhagen.

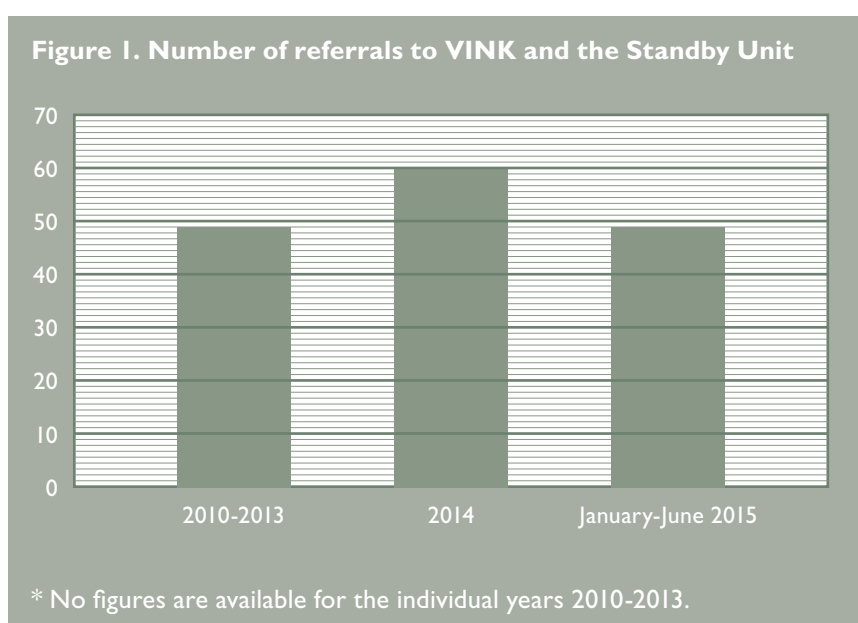


Figure 2 shows how the 60 referrals of concern received in 2014 are related to various extremist environments and groups.

The category “General radicalisation concerns” covers referrals of concern where there has been a need for further details.

The Standby Unit assesses every single referral about citizens threatened by radicalisation. If a referral involves radicalisation, it becomes a case in the Standby Unit with an offer of support and integration to the citizen. Otherwise the referral of concern is rejected and closed or it is sent to another municipal unit (e.g. The Social Services Administration).

Figure 2. Referrals of concern in 2014 according to environments and groups

Group	No. of referrals
Extreme Salafism	23
Hizb ut Tahrir	7
Right-wing extremism	1
Kurdish separatism	3
General radicalisation concerns (unspecified), e.g. unknown environment	17
Rejected cases / bridge-building to other municipal unit	9
Total	60
Referrals related to Syria/Iraq/Islamic State*	26

* In 2014 a Syria Standby Unit was established, where VINK in special cases collaborates with SSP Copenhagen and the Copenhagen Police. See Appendix I for further details.

Figure 3. Percentage distribution of cases in 2014 by category

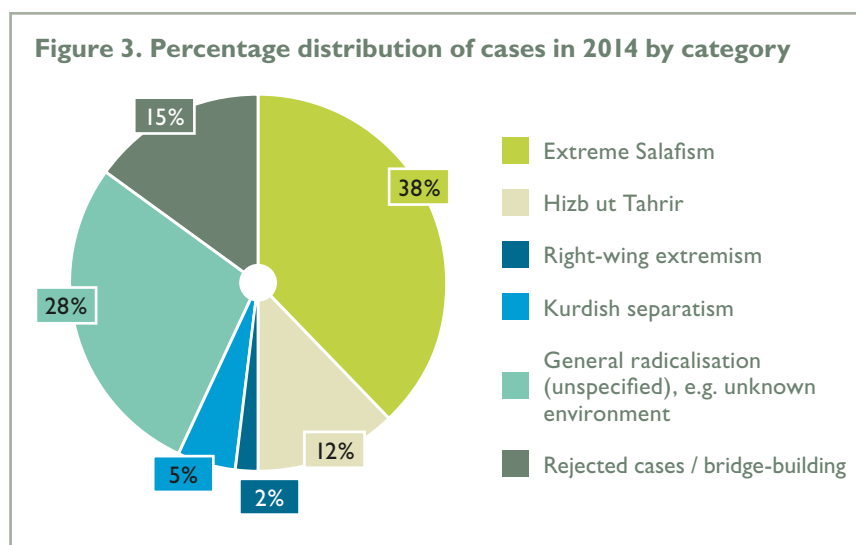


Figure 3 shows the percentage distribution of the environments involved in the referrals of concern. The figure shows that individuals from Islamist environments contribute with the majority of referrals of concern.

The socio-economic connection

Socio-economic circumstances are a central risk factor for why some young citizens become radicalised or enter into other forms of crime. There is a distinction between changeable risk factors¹ (e.g. insuffi-

cient education) and unchangeable ones (e.g. gender). However, only a minority of young citizens develop anti-social behaviour and end in criminal activities, radicalisation or as individuals prepared to use violence.

In the individual cases that the Standby Unit and VINK have dealt with, socio-economic conditions such as lack of employment and education play an important role.

1: From Andrews & Bonta. 2006. The Psychology of Criminal Conduct. LexisNexis. Andrews & Bonta use the terms BIG FOUR and CENTRAL EIGHT in connection with central risk factors: 1) history of anti-social behaviour, 2) anti-social personality traits, 3) anti-social attitudes, 4) anti-social circle of acquaintances, 5) problems with family and upbringing, 6) problems with school and work, 7) abuse of intoxicants, 8) problems related to leisure.

In Copenhagen, as well as nationwide, a number of citizens are socially vulnerable and/or outside the labour market. In Copenhagen, the unemployment risk for citizens with an ethnic background other than Danish is more than double that of other citizens.

For many citizens, breaking negative social mobility, especially in terms of education, is difficult. Young citizens with university-educated parents are three times more likely to get a higher education than young citizens whose parents are unskilled. Young citizens with university-educated parents are nine times more likely to get a long higher education.

Risk environments in Copenhagen

In Copenhagen, a little group of young men and, to a lesser degree, women join risk environments. Some Islamist, extreme right-wing and extreme left-wing risk environments call on their members to carry out militant and violent activism either here in Denmark or abroad. Common to the risk environments is an increased risk of ending as a militant activist and someone ready to use violence.

The three risk environments in Copenhagen are described in the following.

The extreme left-wing

Today, the extreme left-wing environment in Copenhagen is relatively isolated, politically marginalised and with few members. There are few remaining meeting places and in recent years the environment has manifested itself through relatively few anti-democratic activities and limited use of political violence.

The left-wing extremist environment's activities are characterised by being increasingly directed towards similar activities from the right-wing extremists. Similarly, the left-wing extremist environment's ability to mobilise and recruit citizens is currently strongly dependent on the right-wing extremist environments' ability to mobilise.

In recent years, many of the left-wing extremist groups have been fragmented into ideologically more diffuse groups that are typically connected with Ungdomshuset, a now-closed meeting place for young citizens, and are mobilised on an ideological and political foundation of anti-Fascism, environmental and animal rights, and international solidarity with related groups.

In summary, the Copenhagen left-wing extremist movement is today extremely limited in scope and extent. The extreme left-wing environment manifests itself primarily in the public arena, where it seeks to mobilise reactively against the anti-Muslim or the extreme right-wing, which it regards as a threat to ethnic and religious minorities, as well as a threat to the domination of the extreme left-wing on the streets of Copenhagen.

International events, such as the COP15 climate summit in 2009, have had a similar impact, where a greater political symbolic value combined with the presence of international media and foreign extreme left-wing allies typically leads to clashes and disturbances, with subsequent intervention by the police. Although this form of internationally oriented happening periodically affects the security of the people in Copenhagen, this form of extremism, which typically develops into vandalism and politically oriented personal violence, is not a true picture of the real scope and strength of these environments.

On the other hand, it is precisely international events that give marginalised, politically extreme environments opportunities for media exposure and broader mobilisation. Such international events are a basic condition for a capital city like Copenhagen. Similar manifestations and offensives from the extreme left-wing must therefore be expected to take place in the future. Recognition of the extreme left-wing's relative weakness can furthermore motivate a minority of citizens to become even more extreme in their points of view. The left-wing extremist environment in Copenhagen today is thus a marginalised anti-Fascist movement with relatively few members, but with both a continued will and ability to use violence – especially against political opponents on the extreme right-wing.

The extreme right-wing

Historically, the extreme right-wing has been weak in Copenhagen, and it continues to be so. Currently there are a number of smaller groups and individuals associated with the National Front of Denmark (Danmarks Nationale Front, DNF), the National Socialist Movement of Denmark (Danmarks Nationalsocialistiske Bevægelse, DNSB), smaller anti-Muslim groups and a number of smaller and more diffuse hooligan groups. Political violence arises most often in connection with these groups' attempts to local manifestations and demonstrations, which their opponents consider as being a challenge and provocative.

Clashes between the right-wing extremist groups and the extreme left-wing typically arise in connection with anti-Muslim manifestations, e.g. in front of Copenhagen City Hall and the Danish Parliament, where in 2013 and 2014 respectively – and most recently in connection with anti-Muslim demonstrations by Pegida – there were clashes between the movements.

Another important problem specially related to the extreme right-wing is the risk of racist, anti-Muslim or homophobic hate crimes against ethnic, religious and sexual minorities. The City of Copenhagen has given priority to combat these assaults through a number of initiatives directed in particular towards the city's young citizens, such as the campaign 'Stemplet (Branded)'.

A further challenge is to provide and make use of knowledge about special synergies among political extreme and criminal environments – e.g. gangs. Especially for the right-wing extreme environments there have been a number of cases of 'cross-overs' from the right-wing extremists to the biker environment. This knowledge is crucial in relation to improving the City's exit strategies.

Militant Islamism

In Copenhagen the greatest challenge regarding radicalization concerns militant Islamist environments that recruit young citizens to conflict zones in Syria, Iraq and elsewhere.

Recruitment occurs through various channels: the Internet, social networks and personal relations. There is an exchange of information and dialogue with trans-national connections and leading radicalisers in other EU countries and the Middle East.

The militant Islamist environments are primarily sympathisers of Islamic State or groups related to al-Qaeda. They draw inspiration from the Internet, where both al-Qaeda and Islamic State have media companies with multi-lingual video production and electronic monthly magazines.

For a number of years, al-Qaeda's monthly magazine, Inspire Magazine, has called on militant Islamists living in Denmark to commit crime to raise money to sponsor militant activism abroad. In addition, al-Qaeda and Islamic State have called on militant Islamists living in western societies to commit 'lone wolf' terrorism against civil and symbolic targets. Most recently the lone terrorist Omar El-Hussein was depicted as a hero in Dabiq, which is Islamic State's electronic monthly magazine.

In its threat assessments PET has regularly mentioned criminal hybrid environments as places where various forms of crime are coupled together with militant Islamism. There is a focus on 'cross-overs', where criminals or former criminals become militant Islamists. However, there are also individuals who have not committed crime which become more militant and end up as activists ready to use violence, often combined with travel to conflict zones, where they become associated with terror organisations.

4. Background for radicalisation and extremism

In Copenhagen, the challenge concerning radicalisation of young citizens is primarily in militant Islamist environments. The following description of causes of radicalisation therefore predominantly takes its starting point in environments that are ideologically based on militant Islamism.

Causes of radicalisation

There can be many causes of radicalisation and extremism, and it is impossible to draw an unambiguous profile of extremists. The underlying causes of violent extremism are multi-complex, and radicalisation is a process that occurs on both the individual and the collective level. The underlying causes and motivations for radicalisation are affected by individuals' susceptibility towards extremist ideologies and recruitment, and individuals' socialisation in and interplay with extreme environments, among other factors. There is thus a complex interplay of different key factors.

Radicalisation is primarily – but not solely – regarded as a phenomenon among young citizens, since most citizens are radicalised in the age of 15-25 years old.

Radicalisation environments

Radicalisation often occurs in connection with special places or environments, such as prisons, underground mosques, study groups, training camps, and platforms on the Internet and social media. The radicalisation environments are characterised by a charismatic leader, who has decisive influence on how individuals are steered towards more extreme behaviour. In these environments individuals support, promote and use violence as a means of social and political change. Frustrations and vulnerability are channelled into the extreme environments, which in time can lead to violent acts.

Research also shows that radicalisation environments play an important role in radicalisation of individuals. The radicalisation environments are strengthened and intensified by low levels of social cohesion and confidence, a segregated existence and generational differences. The isolation of some ethnic minority groups thus makes a structured and well-organised recruitment to extremist groups possible.

There are many paths into extremism, but overall the motivation of individuals and the attraction of extremist environments can be divided into four groups. One group is driven by a feeling of excitement and adventurousness and a fascination with violence and action, where violence is often rationalised and legitimised by the ideology or the cause. Another group seeks answers to questions about the meaning of life, where the ideology becomes the decisive factor and the answer to the great questions of life. They are attracted by the clarity of the ideology and consider themselves as individuals on the good side in the fight against evil. A third group needs a sense of belonging, and the ideology, the cause and friendships in the environment are the most important aspects. The last group is those who have extremist family members, where the extremism is supported, glorified and in some cases expected.

Possible factors of radicalisation

Socio-psychological, cultural, social, political and ideological factors must be included among factors of radicalisation.

The individual socio-psychological factors can cover feelings of exclusion, anger and frustration, disappointment, polarised thoughts, violent behaviour, victim mentality and traumatic experiences. Traumatic experiences and other trigger events include experiences of moral shock and searching for the meaning of life.

The cultural identity factors relate to individuals who are between two cultures without belonging to any of them. This factor can be affected by the political debate on subjects that are related to Muslim identity.

Social factors can cover social isolation, limited possibilities in the future and low social mobility, limited education and association with crime or territorial criminal gangs. Group dynamics comprise radicalisation mediators, social networks and group pressure, which can promote isolation and strengthen the individual's readiness to resort to violent action.

Political factors cover real or imagined injustices committed against e.g. Muslims, who become entangled in religious conflicts (in Afghanistan, Iraq, Syria, Chechnya, Somalia, Palestine etc.), and result in a narrative like "the West is at war with Islam". Extremists deliberately frame controversial subjects such as various disputes about the Prophet Muhammad as a western attack on their religion and as justification of retaliation using violence.

The ideological and religious factors cover a Salafi-militant interpretation of Islam, i.e. a desire to take part in the militant mission and to overthrow so-called ungodly regimes to establish an historic caliphate on the basis of doomsday prophecies. There is a feeling that Islam is under attack and a wish to protect Muslims under siege.

The radicalisation process is thus often complex and can occur simultaneously at both individual, group and community levels.

Push and pull factors

Extremism is driven by different combinations of push and pull factors, which can "push" or "pull" citizens towards extremism. These factors are typically affected by political, social, cultural and contextual conditions.

For the individual, push factors often appear in the form of frustrations based on e.g. a perceived global injustice; disappointment over democratic processes; perceived experiences of suppression (of groups, religions or minorities); marginalisation and discrimination; personal crisis and tragedy; destructive family relationships; low self-esteem; identity-seeking and challenges of uniting various identities; a lack of meaning of life; personal trauma and tragedy; and so on.

Pull factors can cover e.g. motivation to find or determine one's identity; searching for meaning and association with a group; possibility of exercising power and control; search for excitement; fascination with violence; need to show loyalty; need for unambiguous rules; need for convincing ideological arguments; feeling of status, respect and comradeship; and so on.

Research has shown that a central pull factor is social relations with individuals who are already active in extremism. Siblings, parents, family and friends are important social paths to extremism – but also out of extremism. Many individuals are radicalised – and de-radicalised – as part of a supportive social network.

Ideology also plays an important role in the radicalisation process through the gradual adoption of an uncompromising and conspiratorial view of the world, as well as justification of violence. The individual often does not have a sufficiently deep knowledge of the ideology and is incapable of asking questions during argumentation. The individuals often isolate themselves from society either deliberately or through group pressure. This can enhance their extreme view of the world.

Social media and the Internet

The role of the social media is important in the radicalisation and socialisation processes leading to extremism. The Internet is rarely the only instrument of radicalisation or its cause, but it does have several vital functions. It plays an important role in the dissemination of messages and in social interaction with like-minded extremists. It makes it possible to spread ideology and propaganda and thus recruitment efforts. Videos showing violence and the malice of the enemy towards civilians are shown on the social media to create shock and a moral and personal involvement.

An important element is dissemination of misinformation on the social media. In connection to the terror attack in Copenhagen on 14 and 15 February 2015, Islamic groups in particular spread misinformation on various social media, including fabricated stories about large numbers of Muslim women who had been subject to violence in the streets of Copenhagen. In the wake of the terror attack there was an increase in harassment, hate and violence against Muslim women in particular, but not to the extent that the Islamic groups claimed. In addition, there were several cases of misinformation on the social media from right-wing extremist individuals and groups, who fabricated false Muslim profiles on Facebook and published extremist opinions to incite hate and division among population groups in society.

Social media create a collective feeling of community among extremists, in which they find purpose and guidelines. Often a combination of social meetings, both online and offline, contributes to radicalisation of extremists.

Social media and the ability to communicate globally have also made self-radicalisation possible, resembling the 'lone wolf' terrorists who take part virtually and act on the basis of general ideological guidelines. This is a recent development that complicates the preventive initiatives and the possibility of the police to discover it.

The various paths into extremism and the various underlying factors for extremism make prevention both difficult, complex and focused on the individual. This must be reflected in the strategies and counter-measures.

However, the following awareness factors should be kept in mind:

- The need to belong to – and take part in – a community
- The need for status and recognition
- The need to see a meaning of life and act accordingly
- The need for good family relations, including with parents and siblings

5. Recommendations

This section describes the Expert Group's recommendations for a strengthened effort against radicalisation of young citizens in Copenhagen. The recommendations are divided into five main areas:

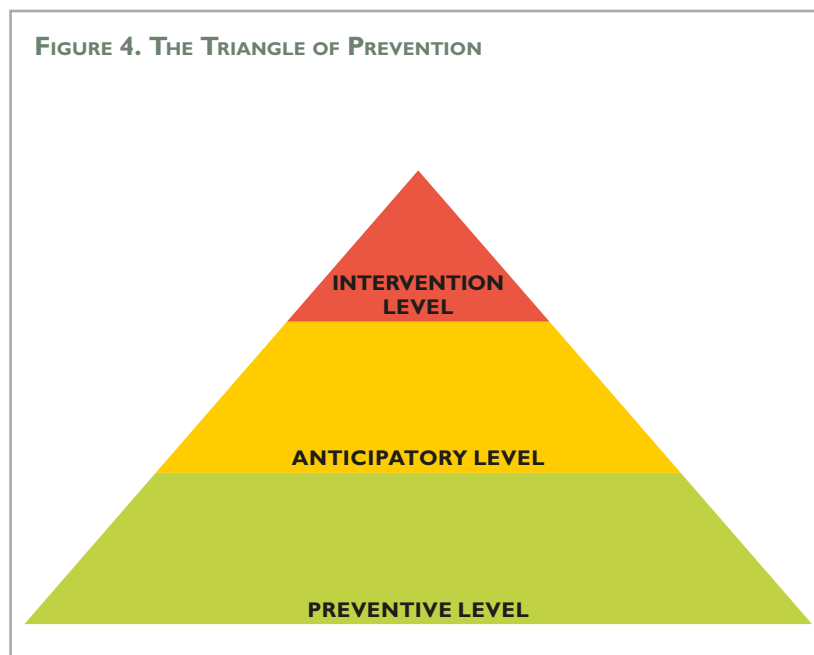
- 5.1 Strengthened co-ordination and overview
- 5.2 Efforts at the preventive level
- 5.3 Efforts at the anticipatory level
- 5.4 Efforts at the intervention level
- 5.5 Increased level of knowledge and analysis

As a starting point, the recommendations follows the so-called Triangle of Prevention aimed at preventing radicalisation and extremism (see the following). It comprises efforts at the preventive, anticipatory and intervention level. Recommendations for strengthening co-ordination and overview and increasing the level of knowledge and analysis are, however, described in separate sections as they cut across the Triangle of Prevention's three levels of effort.

There is no evidence showing what works specifically with regard to preventing radicalisation. The proposed efforts and recommendations are therefore based on evidence and experience from the area of crime prevention. Although the crime prevention effort cannot be transferred directly to preventing radicalisation, there are many similarities between the two areas. The risk factors for criminality and radicalisation are largely the same, and the crime prevention effort focuses on solving the same types of challenges that apply to prevention of radicalisation.

The Triangle of Prevention

The Danish initiative to prevent radicalisation and extremism is based on the understanding that prevention can occur at different levels with different types of effort. This can be illustrated in the Triangle of Prevention in Figure 4²:



Preventive level

The general preventive efforts have a broad and constructive preventive aim. This level is primarily concerned with developing social skills, a critical sense, involvement in society and sense of responsibility among children and young citizens. These efforts will take place at e.g. day-care centres, after-school care, youth clubs, schools, sports clubs and other associations.

The focus is on a broad target group and the general conditions in society. It is a matter of boosting everything that is good already and, over time, creating robust individuals who are less vulnerable to challenges such as radicalisation.

2: The model is based on the WHO triangle of prevention.

It is also about ensuring that young citizens experience themselves as part of social communities at school and in their leisure time, which includes diversity, mutual tolerance and respect for the viewpoints of others, also when they disagree. These are central elements in a democratic culture and they should form part of the City's proposals for school and leisure-time activities.

The initiatives can be e.g. teaching, debates, exercises and the like in subjects such as democracy, community, fellow-citizenship; ways of getting influence and taking responsibility; understanding how propaganda and manipulation is constructed, spread and works (in broad terms and not limited to for instance extremist groups' propaganda); source criticism, critical understanding of the Internet and so on. The City of Copenhagen has for example offered school classes to be visited by a guest teacher team comprising a Jew, a Christian and a Muslim as a part of the project "Your faith – My faith" ("Din tro – Min tro").

Fellow-citizenship is a central term at the preventive level dealing with being a member of a social community; how one acts as a member of society; and which possibilities and challenges, rights and duties associated with fellow-citizenship both for the individual and for society. It is also a matter of how a person has the opportunity of feeling at home in his or her society.

Objective: To build up a general experience of safety, confidence, cohesion and resistance.

TARGET GROUP	ACTIVITIES	RESULTS	EFFECTS
<ul style="list-style-type: none"> Broad societal target group Children and young citizens 	<ul style="list-style-type: none"> Teaching, exercises and debates about subjects such as democracy, fellow-citizenship, source criticism, critical understanding of the Internet etc. 	<ul style="list-style-type: none"> More Copenhageners regard themselves as democratic More children and young citizens develop social skills, critical sense and awareness of responsibility 	<ul style="list-style-type: none"> Strengthening of fellow-citizenship among Copenhageners

The Expert Group considers the initiatives at the preventive level as part of the general service and social cohesion work that is carried out by the municipalities, the police and associations. They should only be general initiatives that are considered in the long term to contribute to a reduction in the proportion of the population that e.g. loses faith in democracy and starts to work outside or even against it. Experience from preventive efforts from the crime prevention area shows that in this green part of the Triangle of Prevention you should avoid problematisation. This is because direct problematisation creates risks of social exaggeration and majority misunderstandings and thereby a risk of strengthening the behaviour that one wants to prevent.

Today, the City of Copenhagen already makes a great effort to ensure that all young Copenhageners have a safe and positive upbringing and are integrated in society. This is done through offers of education and employment, sports and cultural facilities and extra support of those who have special needs. In concrete terms, the work includes arranging internships, mentors at vocational schools, holiday camps for children and young citizens in vulnerable neighbourhoods and various offers to vulnerable young citizens.

In its recommendations, the Expert Group goes no deeper into this existing broad preventive effort, but it must be underlined that it is of utmost importance to combatting radicalisation that the City of Copenhagen regularly strengthens these early and preventive initiatives and core services, which are of vital importance to the young citizens' transition to adulthood. Involving schoolteachers in this preventive efforts is an important aspect.

Anticipatory level

The anticipatory level is directed at citizens who are vulnerable to radicalisation and at risk of recruitment to extremist environments. This means there is focus on the risk groups. Typical initiatives are support contacts, mentors and parental coaches. Here it is a matter of intervening when there are clear indications that a citizen is threatened by radicalisation, thus reducing the individual risk factors and concerns. Among other things, this implies integrating the citizen in society through offers of education and employment in order to prevent the citizen becoming further isolated in an extreme environment.

As at the preventive level, the efforts here continue to build up social capital, but this level does not work with broad target groups, as the preventive level does, but with specific problems, groups and individuals.

Objective: To reduce the number of citizens threatened by radicalisation through targeted activities that strengthen social skills and relations.

TARGET GROUP	ACTIVITIES	RESULTS	EFFECTS
<ul style="list-style-type: none"> • Citizens who are vulnerable to radicalisation and at risk of recruitment to extremist environments • Risk groups 	<ul style="list-style-type: none"> • Mentor support • Parental coaching • Home visits • Targeted dialogue with parents and residents 	<ul style="list-style-type: none"> • More vulnerable young citizens feel included in society • More vulnerable young citizens receive education or are in employment • More parents handle extremism of young citizens 	<ul style="list-style-type: none"> • Reduction in the number of citizens threatened by radicalisation

To a high degree, the anticipatory level is the focus of the Expert Group's commission. It is at this level of the Triangle of Prevention that the City deals with and supports vulnerable young citizens and their families with regard to the challenges of radicalisation. Unlike at the preventive level, the efforts at this level address radicalisation as a challenge. It is a matter of stimulating doubt about the radical view of the world and strengthening the motivation to go in another direction.

The Expert Group has primarily concentrated on this level of the Triangle of Prevention.

Intervention level

The intervention efforts are directed at citizens who are active in extremist environments and are seen as being at risk of carrying out violent or other criminal activities. The focus is on individuals. Typical initiatives are preventive dialogue and exit strategies.

Activities at the intervention level are mainly carried out by the law enforcement agencies, the Danish Prison and Probation Service, and the social authorities and institutions.

Objective: To re-socialise radicalised citizens and stop criminal activities.

TARGET GROUP	ACTIVITIES	RESULTS	EFFECTS
<ul style="list-style-type: none"> • Radicalised citizens • Individuals 	<ul style="list-style-type: none"> • One-on-one processes • Direct interventions • Exit processes for individuals 	<ul style="list-style-type: none"> • Increased degree of re-socialisation/inclusion • New start away from radicalised environments 	<ul style="list-style-type: none"> • Reduction of the number of citizens threatened by radicalisation

THE EXPERT GROUP'S RECOMMENDATIONS

5.1 Strengthened co-ordination and overview

New unit for co-ordination and overview across authorities

The Expert Group recommends strengthening the co-ordination of the anti-radicalisation effort in Copenhagen. The purpose is to ensure a closer sharing of knowledge and overview of the target groups and efforts across the authorities and ensure that 'best practices' to prevent radicalisation and extremism are disseminated.

► New unit for co-ordination and overview across authorities

To ensure a timely and fast effort against the radicalisation of citizens, the Expert Group recommends that the co-ordination among the partners in the anti-radicalisation Standby Unit is strengthened by:

- Setting up an overall co-ordination unit for anti-radicalisation across the involved authorities, where staff of the relevant authorities and administrations meets for a given number of days a week.

A steering committee and a forum for the mayors of the respective City of Copenhagen's administrations should also be set up in connection to the co-ordination unit.

To support the work of the co-ordination unit, the Expert Group further recommends that:

- Relevant staff is told about the possibilities for sharing information within the existing legislative framework.
- The City of Copenhagen uses pin-point methods to include the effort towards citizens threatened by radicalisation and radicalised citizens.

In 2014 there was a pronounced increase in the number of referrals to the City of Copenhagen about radicalisation, and that number has continued to rise in 2015. In addition, the cases about radicalised citizens have become more complicated and require a higher degree of co-ordination among various authorities.

In 2014, the City of Copenhagen set up a special Standby Unit comprising VINK, SSP and the crime prevention unit of the Copenhagen Police (DKS) with a view to better and faster casework in connection with referrals of concern of radicalisation – initially with regard to the conflict in Syria. In reality, the Standby Unit today deals with both Syria-related cases and other individual radicalisation-related cases of a serious nature.

In 2014, the involved authorities met every 14 days and extraordinarily as needed. This was changed in 2015 to twice weekly.

When a referral of concern received by VINK, SSP and DKS it is brought up at the Standby Unit's meetings. The Standby Unit then contacts the relevant administration or visits the implicated person at home. In some cases, the concern is shown to be invalid, but in other cases the concern is validated and an anti-radicalisation effort is started. For example, this effort may be in the form of a mentor. If the person is under 18 years of age, the parents are also involved. These cases often require collaboration among several administrations and authorities, and there is a need for close and effective co-ordination. If the police assessment is that a person can be a security threat, the police decide whether the case should be transferred to PET. If the person is the subject of an ongoing investigation, the Standby Unit withdraws from the case.

Last year's work on anti-radicalisation in Copenhagen and not least the terror attack in Copenhagen in February 2015 indicate that knowledge-sharing and co-ordination among relevant authorities is a very central aspect. For example, the partners in the Standby Unit are today not told when radicalised citizens are released from prison, and many citizens travel to conflict zones without the Standby Unit being informed about this in time. In addition, only a minority of citizens returning from conflict zones receives support via the Standby Unit, among other reasons because of a lack of knowledge of such support internally.

It is also a challenge when mentally ill citizens make radical statements that cause concern – for is it the psychiatric system, the Social Services Administration or the Employment and Integration Administration that should deal with the referral? A co-ordinating unit would answer this question and implement a preventive effort immediately if necessary.

It can thus be a challenge today to get all the involved authorities to co-ordinate and move in the same direction in an individual case where there is a particular need for:

- 1) Ensuring that the involved authorities get a cross-authority overview of individuals who are in a risk group for radicalisation and thus need special attention with regard to preventing radicalisation and extremism.
- 2) An increased frequency in the co-ordination of individual cases, a clearer division of responsibilities, and stronger control of case procedures in individual cases and the responsibility of the authorities.

There is therefore a need for a single entry point for the work with anti-radicalisation in Copenhagen – one entry point that can quickly involve all relevant authorities and gather the necessary knowledge, so that the authorities and civil society can react preventively to signs of radicalisation and ensure that cases do not stall. At the same time, an advantage of co-ordination is that cases that do not deal with extremism/radicalisation, but with e.g. mental problems, can be transferred to the relevant authority.

Such an overall co-ordination across all relevant authorities does not exist today. A co-ordination unit will both open the way for a qualified approach to referrals of concern and ensure that caseworking of referrals of concern starts quickly and easily by the right authorities.

Purpose

The unit shall receive referrals of concern about the radicalisation of citizens and gather and analyse relevant knowledge so it can prepare an effort adapted to individual needs to help brake the progress of a radicalised person or a person threatened by radicalisation. The efforts are based on a philosophy where the citizens are and must be responsible for their own lives. The citizens themselves must be part of the solutions and active inclusion of the young citizens' parents and networks must be ensured to the greatest possible extent.

The co-ordination unit shall ensure flexible administrative procedures for individual cases when there is concern about radicalisation. At the same time, the unit shall create an ongoing overview over which individuals are threatened by radicalisation and which environments are radicalised. The unit shall not be seen as a single organisation with responsibility for all concrete efforts to prevent radicalisation and extremism – it shall be seen as the entry point for all concerns about radicalisation in Copenhagen. It shall ensure both a greater and deeper joint overview of citizens at risk in Copenhagen and that referrals of concern are dealt with in a qualified way by the appropriate authorities. At the same time, this ensures a unified treatment of citizens based on an objective assessment that minimises the risk of violent reactions and exaggerations in caseworking, e.g. in the wake of a terror event.

The target group for the work of the co-ordination unit is primarily individuals and groups who are vulnerable to radicalisation and at risk of recruitment to extremist environments. This means that the unit works within the anticipatory level of the Triangle of Prevention, as it is at this level that the City has a special task in managing and supporting vulnerable young citizens who are at risk of radicalisation. Here, the Expert Group works on the basic assumption that focus on the family as a unit in the work with radicalised individuals is vital. The initiatives with regard to the comparatively small group of individuals with militant extremist behaviour at the intervention level of the Triangle of Prevention are predominantly carried out by PET, while the efforts at the preventive level are to a large extent a part of the general municipal service.

Signs of radicalisation of citizens are often expressed through a complicated and complex pattern of actions in many different social contexts and in contact with different authorities. Previous cases have shown that the parents and the close circle of acquaintances have typically sensed that something is happening but they have not passed their knowledge on to the professionals. Through close contact with residents and professional workers in neighbourhoods, the unit shall, at an early stage, intercept knowledge, e.g. about concerns of radicalisation and foreign journeys by radicalised citizens. It must be ensured that frontline staff with direct contact to citizens shall be involved in the unit's work. This will mean early support and re-socialisation when concerns about radicalisation arise.

The Expert Group recommends that the City of Copenhagen prepare concrete targets for the work of the co-ordination unit. The Expert Group proposes the following target: The co-ordinating unit shall obtain an overall overview of the number of radicalisation cases in Copenhagen within one year.

Organisation

The Expert Group recommends that the co-ordination unit will be manned by the current personnel from VINK, SSP and the Copenhagen Police in the Syria Standby Unit and expanded with relevant staff from the Danish Prison and Probation Service, the Child and Youth Administration and the Exit initiative under the Social Services Administration's Unit for Crime Prevention Programme (EKP). As only some of the cases worked on by the co-ordination unit will be related to the work of the Danish Prison and Probation Service, this service should primarily take part as needed. The partners take part in the co-ordination unit with their relevant authority and legal framework. The co-ordination unit's partners should appoint a leader, who will represent the unit externally.

This composition will make it possible to manage the coupling that in some cases exists between criminality, social vulnerability and the risk of radicalisation, and at the same time ensure the continued coupling between the young citizens' contact centre at the City of Copenhagen and the unit's work. Furthermore, it is vital to improve the sharing of knowledge and co-ordination between the City and the police relating to the release from custody of citizens subject to concerns about radicalisation.

At the same time, the current agreements between the City of Copenhagen and the Danish Prison and Probation Service should be updated, so that the authorities can make use of the possibilities given by law for reciprocal exchange of information about citizens.

In line with current practice, PET advises the police in relevant cases of concern about radicalisation, and the police bring this advice to the work of the co-ordination unit. In addition, the unit can call on PET on an ad hoc basis for special advice, strategic sparring and in connection with improvement efforts.

The co-ordination unit's partners are illustrated in Figure 5.

The co-ordination unit is a collaborative forum where the staff are employed by their current organisations but meet one or two days a week and have the possibility to work together at a common workplace. The partners thus continue to have responsibility for the tasks of their authorities. The co-ordination unit should have one leader with responsibility for realising the unit's efforts and tasks.

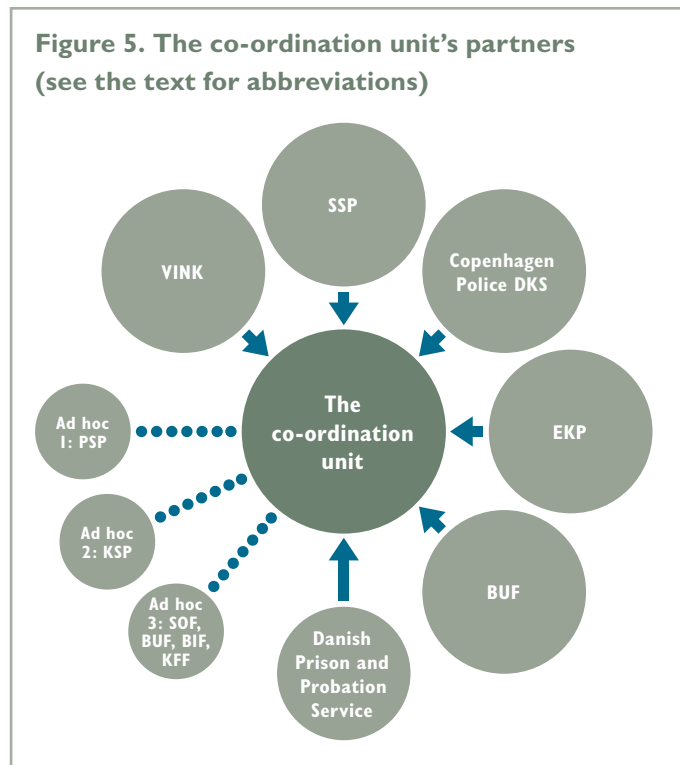
With this new model it is not just the new co-ordination unit but also the caseworkers locally in the administrations who must react acutely on a referral of concern. This is ensured through ad hoc employees in the relevant organisations that the unit can call on.

The Expert Group recommends therefore that relevant organisations as far as possible appoint key personnel at the implementation level and with one-on-one contact with citizens to be involved on an ad hoc basis with regard to caseworking and follow-ups. Examples of organisations with relevant ad hoc players are:

- The Social Services Administration (SOF)
- The Child and Youth Administration (BUF)
- The Employment and Integration Administration (BIF)
- The Culture and Leisure Administration (KFF)
- The collaboration between the Copenhagen Police, the Social Services Administration and the psychiatric service (PSP)
- The collaboration between the Danish Prison and Probation Service, the Social Services Administration and the Copenhagen Police (KSP)

The Expert Group recommends that the co-ordinating unit have its roots in the existing organisation of the crime prevention initiative to the greatest possible extent. This is to ensure that the unit can draw the anti-radicalisation efforts closer to the existing crime prevention efforts in the City of Copenhagen's administrations and strengthen the City's possibilities for countering cross-overs between crime and radicalisation.

There is a possibility to couple the co-ordination unit to the present SSP organisation with the SSP's board as a starting point for an administrative steering committee for the unit. Coupling the co-ordination unit to the SSP can ensure that there is a continual connection between the individual-oriented anti-radicalisation efforts under the aegis of the co-ordination unit and the City's crime prevention efforts at individual and group level. As a result of a connection between criminality and radicalisation, another obvious step would be to ensure close collaboration between the co-ordination unit and City of Copenhagen's Safe City programme, which determines the overall targets for the City's crime prevention efforts and ensures co-ordination and connection between them.



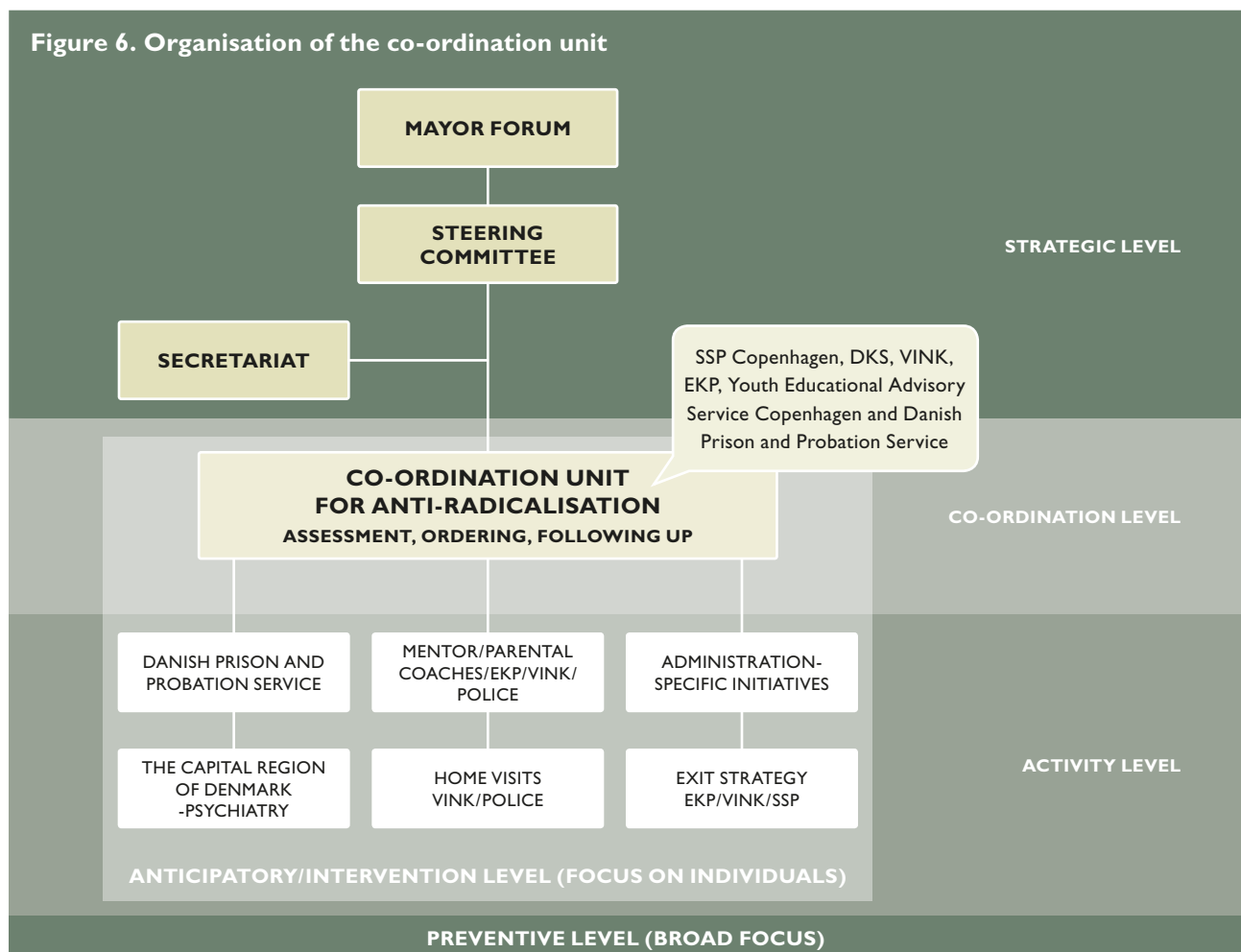
Some police districts, including Aarhus, have set up 'info-houses' as entry points to exit processes and for referrals about radicalisation from citizens or public employees. Copenhagen's model of the 'info-house' has been implemented via collaboration between EKP at the Copenhagen Police, VINK and SSP. Establishing a co-ordination unit will strengthen the fundamental thinking about exchanging information and collaboration in an 'info-house' in Copenhagen.

The steering committee will be tasked with determining the unit's mandate and organisation and will regularly be with provided information about the progress of the initiatives. The steering committee will regularly review the need for co-ordination and its frequency, optimisation of the organisation, the progress and quality of task performance and use of resources with regard to the workload. The steering committee shall additionally take a stand on where the secretarial functions for the co-ordination unit are most appropriately anchored.

In addition, a mayoral forum should be established with relevant mayors with responsibility for initiatives that prevent radicalisation. This forum will be informed regularly about the work and progress of the unit. In extension of this, it will be relevant with regular reporting to relevant political committees with key figures on the unit's efforts and the development in radicalisation and extremism in Copenhagen.

The organisational and managerial anchor of the co-ordination unit, including the frequency of reporting and measurements of the effect of its work, should subsequently be determined by the involved partners.

The proposed organisation is given in Figure 6.



As an extension of the strengthening of the anti-radicalisation initiative and the establishment of the co-ordination unit, the Expert Group points to the need for a general increase in the resources of the City of Copenhagen's anti-radicalisation efforts. In recent years there has been increasing focus on the area, including a rise in demand for VINK's core work. Today, VINK has two full-time equivalent positions at its disposition. This is seen as insufficient in relation to the increasing demand and the need for a strengthened overview and co-ordination of the area.

Case procedures and methods

The co-ordination unit's staff and collaborative partners present concrete cases regarding concerns about radicalisation. These cases are subsequently assessed by the unit's staff, who assess whether they should be sent for relevant casework by e.g. a job centre or The Social Services Administration, or if they do not indicate radicalisation. The co-ordination unit orders and activates the relevant authorities in connection with the individual cases. The co-ordination unit is following the case closely and is regularly informed about status of the case. An important part of the assessment of concerns is a visit to the citizen's home. Home visits are conducted by a representative of the police and VINK, who starts a dialogue with the person and maybe the parents. In cases where the police assess that the citizen poses a security threat, the case is transferred to PET.

One of the focus areas of the co-ordination unit should be to ensure that public financial support paid to citizens who travel to conflict zones is stopped. This occurs in close collaboration with the Employment and Integration Administration and The Social Services Administration.

In its work, the co-ordination unit should describe the working procedures for the different types of cases (target groups) it works with. This can e.g. be situations where citizens in a radicalisation process are jailed or released from prison or custody; have returned from travel to Syria; or when a parent of a radicalised citizens travel to conflict zones. There should be a holistic focus on broad initiatives directed at parents and younger siblings when a young person is found to have been radicalised.

The Expert Group further recommends that the co-ordination unit prepares instructions for cases of concern about radicalisation, so frontline personnel and others with contact with young citizens can find out what they should be aware of. Such instructions will also serve the purpose of ensuring uniform treatment of citizens, so they e.g. do not become victims of prejudice and suspicion is not thrown on larger groups of citizens³. In addition, clear procedures should be prepared with regard to municipal employees' duty of reporting, which can be disseminated to staff of the City of Copenhagen who have contact with young citizens.

Finally, the co-ordination unit should prepare an overview over ongoing initiatives in Copenhagen and there should be a quality and effect assessment of all of the City's initiatives preventing radicalisation. At the same time, the existing knowledge about radicalised young citizens from research, investigations and journalistic stories should be collated in accordance with the recommendation about increased levels of knowledge and analysis. This can be used as a foundation for the organisation of the City's initiatives preventing radicalisation.

At the same time, it is important that the co-ordination unit determines a procedure for when citizens, who are no longer in the target group for the unit's work, are removed from the unit's casework.

³: See Appendix 2, "Characteristics of individual cases about radicalisation in the City of Copenhagen", for a description of some of the characteristics that VINK works with today as indicators of a need of awareness – without signs of radicalisation necessarily exist.

Figure 7. Typical case process

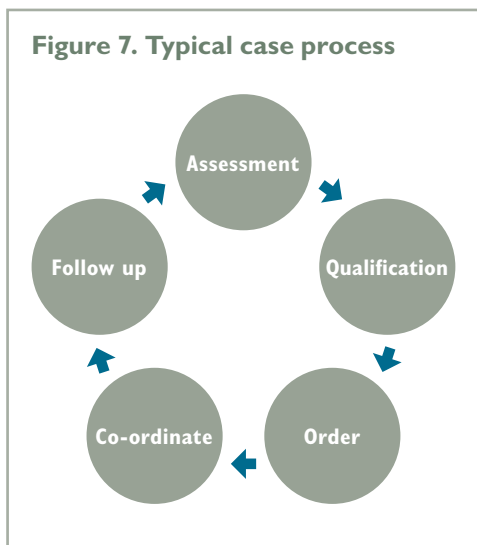


Figure 7 shows a typical process for the co-ordination unit's handling of cases of concern about radicalisation.

In summary, the focus of the co-ordination unit should be:

- a) Risk assessment and identification of citizens needing initiative/ awareness
- b) Ordering the subsequent initiatives from the relevant authorities
- c) Following up on the initiatives and closing cases when this is relevant

The Expert Group recommends that the co-ordination unit uses the 'pin-point' method in its work of following young citizens who are threatened by radicalisation or have been radicalised. Briefly, the 'pin-point' method is to systematically map the most criminal young citizens and prepare a holistic initiative using this information. The method is used today by the City of Copenhagen, SSP Copenhagen and the

Copenhagen Police in inner areas of the Nørrebro district in Copenhagen to follow the most criminal young citizens and reach agreement about co-ordinating actions for the individuals. This method is thus well-proven and has shown itself as effective with regard to prevention among criminal young citizens.

With its close follow-up, the 'pin-point' method allows for earlier initiatives and minimises the risk that individuals are not discovered and dealt with. In addition, the method provides better opportunities for intervening with preventive measures earlier in the individual person's life, so intervention with regard to the person, including alternative forms of intervention, occur earlier. The legal possibilities of using the 'pin-point' method with regard to the target group of young citizens who are threatened by radicalisation or have been radicalised must be examined further.

Knowledge-sharing

Sharing of knowledge among the authorities in the co-ordination unit is decisive with regard to tightening up and targeting the initiatives and forms of support directed at citizens threatened by radicalisation. Today, information is often not disseminated between various authorities, e.g. in connection with release from custody, and the possibilities of exchanging information are not used sufficiently.

Sections 115 and 115a of the Penal Code make it possible for the authorities to share information about crime prevention initiatives directed at citizens. The authorities that meet in the co-ordination unit can thus share information about e.g. individual cases among themselves. The staff of e.g. the Copenhagen Police, the City of Copenhagen and the Danish Prison and Probation Service have a need to share the knowledge they have about citizens at risk of radicalisation in order to implement the correct preventive initiatives. Against this background, concrete actions can be started within the framework of the Administrative Code (and other relevant legislation).

The Expert Group recommends on this background that the possibilities of exchanging information about radicalised citizens and citizens threatened by radicalisation across the authorities, including options for notification, are broadened to include relevant staff. The Expert Group further recommends that the City of Copenhagen enters into dialogue with the state, including the relevant authorities such as the Danish Prison and Probation Service, about the possibilities of exchanging information, so that knowledge-sharing is incorporated as a permanent working procedure among the participants in the co-ordination unit.

Improved knowledge-sharing among the authorities will ensure both that parallel initiatives are not started for the same person and that a comprehensive overview is created of the person, e.g. whether the person is known to be violent or has mental problems. In the extreme consequence, a lack of knowledge-sharing can lead to personal injury to frontline staff or civilians if information about a person's state of mind and level of frustration is not disseminated to relevant collaborative partners.

Information strategy for efforts to prevent radicalisation

The Expert Group recommends that the City of Copenhagen prepares an overall information strategy for its efforts to prevent radicalisation. The communication strategy is formulated when the City of Copenhagen has decided on a new, combined strategy and action plan for the City's efforts to prevent radicalisation.

► Establishing an information strategy for the City's anti-radicalisation initiative

To ensure that young citizens threatened by radicalisation, their families and staff have the necessary knowledge of what the City of Copenhagen offers, the Expert Group recommends that:

- an overall information strategy and action plan relating to the City's anti-radicalisation initiative should be prepared

Information about the City of Copenhagen's anti-radicalisation efforts is provided today via presentations, dialogue meetings and theme days for the municipal staff and by presentations for residents and staff in social housing neighbourhoods. Information about the initiatives is also communicated via folders and the City's website. Moreover, the initiatives are often mentioned in daily newspapers.

Disseminating information widely about the City of Copenhagen's anti-radicalisation efforts to the city's inhabitants in particular, but also to the City's own staff, can be a challenge. An information strategy shall help ensure that more citizens get information about the initiatives.

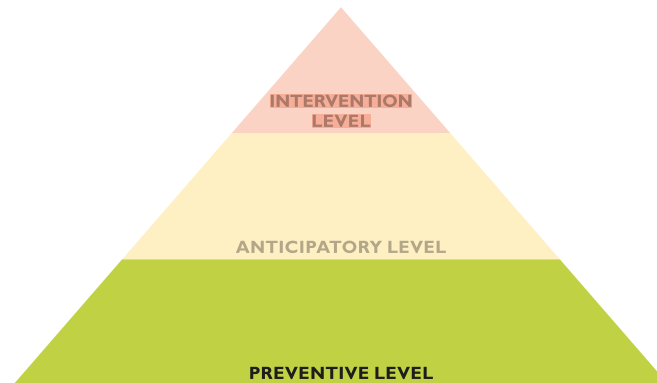
The Expert Group recommends that the City informs actively about its initiatives. This should both be externally directed information to the outside world about what the City of Copenhagen's initiatives offer and information directed internally at the staff who are in contact with the young citizens. As part of the strategy it should be considered how local staff can help disseminate the information in neighbourhoods. With internally directed information it is possible to disseminate information locally to some of the groups of parents, relatives and young citizens who can otherwise be difficult to reach. It is important that both radicalised young citizens, their relatives, municipal staff and the other authorities and partners know what the City of Copenhagen offers to citizens threatened by radicalisation.

However, an active information strategy should also be balanced to ensure the anonymity of relevant young citizens threatened by radicalisation and their families, so that they experience that they can safely approach the City without risking seeing themselves in stories in the media afterwards.

The Expert Group recommends that, when addressing the young citizens and their families, the City's own frontline staff and its external partners, the City of Copenhagen is clearer and more informative about its anti-radicalisation initiative in the future, so everyone know where they can go in cases of concern about radicalisation. The information strategy should be seen as an extension of any new, overall action plan for the anti-radicalisation efforts.

THE EXPERT GROUP'S RECOMMENDATIONS

5.2. Efforts at the preventive level



Promoting fellow citizenship

The Expert Group recommends that the City of Copenhagen, in collaboration with the state, strengthens the preventive efforts at state and municipal schools as well as in secondary and higher education with a further development of the work to promote democracy and fellow-citizenship.

► Efforts at state and municipal schools, in secondary schools and in higher education

The City of Copenhagen should improve and support the work of promoting democracy and fellow citizenship among children and young citizens through:

- Educational material on democracy, source criticism and fellow citizenship for schools, clubs and higher education.
- Teaching about fellow citizenship and community at middle levels of primary schools.
- Workshops on identity, discrimination, exclusion and community at the final year of primary schools and at secondary education.
- Upgrade the qualifications of teachers, pedagogues and instructors so they can create inclusive teaching environments and manage, disseminate and teach fellow citizenship no matter the composition of pupils.

Previously, there was teaching in fellow citizenship and democracy in primary schools in Copenhagen, but this is no longer the case. Secondary schools teach fellow citizenship and democracy mainly as part of the teaching in civics. There are places where fellow citizenship is part of the curriculum, e.g. student teachers are taught fellow-citizenship at teacher training colleges, but the authorities do not make general and systematic use of the possibility given by the educational system to support the promotion of democracy and fellow citizenship among children and young citizens.

Fellow citizenship is about being a member of a social community, how one reacts as a member of society and what possibilities and challenges, rights and duties relate to fellow citizenship, both for the individual and for the society.

Furthermore, it is about whether a person has the opportunity to feel at home in his or her society. Children and young citizens go through a process of development in which it is vital that they experience social and educational inclusion in their everyday lives. It is essential that children and young citizens in this process develop social competences to recognise and respect equality among fellow citizens in Copenhagen, and to see and understand other ways of living. Fellow citizenship and democracy are essential elements in this development process, which it is vital that the authorities support.

The Expert Group recommends that the City of Copenhagen takes a political decision about teaching fellow citizenship in municipal schools (in accordance with the education act) and that the City of Copenhagen contacts the responsible ministries to discuss how an effort in this direction can be organised for vocational schools, secondary schools, schools of production, universities and the like – and integrated in the steering foundation of private education institutions.

The target group for the initiative is:

- Teachers and pupils in primary schools
- Pedagogues and users of youth clubs, Teachers and students at secondary schools and higher educational institutions

The Expert Group believes it is vital to reach children and young citizens and support them in their development process, so that they are prepared to take part in and share the responsibilities, rights and duties of a democratic society. An initiative here must be broadly preventive, e.g. teaching in civics and religion can be strengthened to help pupils learn about democratic opportunities for having influence on their own lives and to engage in society.

Collaboration with local associations and players

The Expert Group recommends that the City of Copenhagen gives priority to enhancing its collaboration with local capacities, including associations, housing association frontline staff and local residents in a broad preventive effort.

► Collaboration with local associations and players

The City of Copenhagen should support the build-up in cohesion in neighbourhoods through:

- A citizen's forum for local players and associations to support collaboration, confidence and relationships between the partners in the forum.
- Information to residents in local areas, including vulnerable neighbourhoods, with advice on possibilities of taking part in the activities of the associations.
- Counselling of local associations, so they are aware of their opportunities to reach young citizens, including strengthening their knowledge about youth culture and motivational work.

Today, there is no systematic or formal organisation of the City of Copenhagen's collaboration with local associations and players. This is not an optimal situation, as there is a great potential in dialogue and collaboration with local resource citizens, associations and initiatives that promote social integration in neighbourhoods. It is generally recognised in specialist literature that work with social capital⁴ is the most effective known method of combating risk behaviour. It is therefore vital to work with social capital.

⁴: The term 'social capital' refers to the power of cohesion in e.g. nations, neighbourhoods, organisations, close social networks and families, and it is defined as the sum of norms, confidence and networks.

Experience from the USA and Sweden shows that systematic collaboration between local authorities and civil society can strengthen the broad preventive efforts. Through a strengthening of the dialogue with local forces, local residents experience to have real influence because their voice is heard and they are respected. This can enhance their experience of fellow citizenship, which can again rub off on the young citizens in the area. This involves building confidence and an experience of justice both within the potentially vulnerable environments and in relation to the state and the City, and through building bridges between vulnerable environments and the rest of society.

Collaboration with the local community via associations, religious communities such as mosques, sports clubs, women's and men's networks, local residents, libraries and housing association frontline workers can strengthen and support local resources that have knowledge of the young citizens and can support them. For example, research from the University of Copenhagen and elsewhere shows that sports clubs can be a good way of integrating ethnic minorities. Such local knowledge about young citizens can also be vital for an early preventive effort that can for instance contain support in the form of free sport, intensive homework help, a mentor or a supportive contact person.

The Expert Group therefore recommends that the City of Copenhagen actively support the build-up in cohesion in neighbourhoods, including vulnerable housing areas, through a citizen's forum where there is knowledge-sharing, collaboration and dialogue with local networks, residents and associations in the neighbourhoods. The forum should have a common charter based on democratic values and there shall be assessments of whether its members live up to the values. One criterion for taking part in the citizen's forum is that the participants work positively to strengthen the cohesive forces in the neighbourhoods.

At the same time there should be a systematic information effort to get young citizens in vulnerable housing areas to join associations and to support relevant associations, so they work more broadly with young citizens, and include vulnerable young citizens in their activities.

The aim is to reach vulnerable young citizens in particular through local forces, and the target group is therefore:

- Young citizens
- Local associations
- Religious communities
- Housing association frontline staff
- Youth clubs
- Local resident networks

It can be difficult to include vulnerable young citizens in the activities of associations. The Expert Group therefore recommends that the City of Copenhagen considers a motivational structure to get associations to work with young citizens in broad terms, e.g. by giving the association the financial means for its work with vulnerable young citizens. Alternative activities can also be considered, such as bridge-building to general associations, e.g. through the KBH+⁵ project, or the Culture and Leisure Administration's work with extended opening hours.

5: The KBH+ project is a social innovation zone under the social foundation Askovfond, with focus on social responsibility and entrepreneurship. The project's aim is to develop new models for including vulnerable young citizens. The project is financed by the City of Copenhagen among others.

Strengthening the critical sense of children and young citizens when using social media

The Expert Group recommends that the City of Copenhagen, in an extension of the previous government's action plan and possibly in collaboration with relevant ministries, support children and young citizens in their use of social media.

► Strengthening the critical sense of children and young citizens when using social media

The City of Copenhagen should support the work of enhancing the critical sense of older children and young citizens when they use the social media, through:

- The development of online-based teaching material on source criticism and digital well-being on the social media and the like, for use in elementary and secondary schools and after-school care.

Today, children and young citizens are increasingly using the social media. They are, thus, exposed to many influences, including negative ones, without any opportunity for sparring with an adult. Every day, children and young citizens meet a large number of advertisements, messages and offers, including political and ideological influences, that they do not necessarily have the qualifications and background for navigating and to screen.

At primary and secondary schools today, the students are taught to have a critical approach to digital communication. This effort should be strengthened because of the increasing use of social media.

The Expert Group recommends that the City of Copenhagen discuss with the relevant ministries how an action on digital well-being and critical sense when using e.g. the social media can be organised in elementary and secondary schools and after-school care. This includes a recommendation by the Expert Group that the discussions with the relevant ministries also cover the development of online-based educational material, as proposed by the previous government's action plan to combat radicalisation and extremism (September 2014).

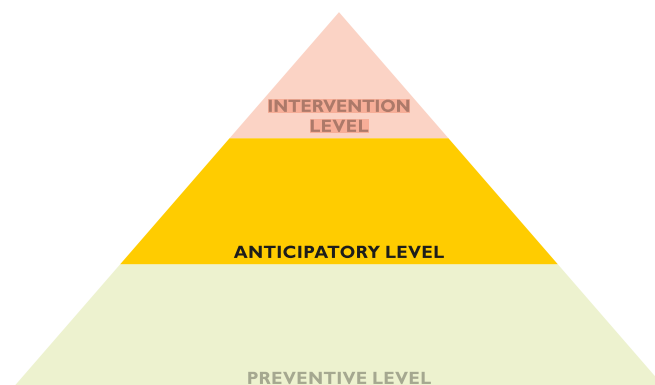
The target group for this initiative is:

- Children and young citizens at elementary and secondary schools and in after-school care.
- Teachers, pedagogues, librarians etc.

By supporting the work with children and young citizens in their use of e.g. the social media, it will be possible to strengthen the critical approach of children and young citizens in their use of social media. Such an initiative will sharpen their awareness with regard to sources, senders, purpose etc., and turn them into critical online users, also with regard to extremist propaganda..

THE EXPERT GROUP'S RECOMMENDATIONS

5.3. Efforts at the anticipatory level



Binding collaboration on transition between systems on suspicion of radicalisation

The Expert Group recommends that the City of Copenhagen looks for possibilities for a binding collaboration concerning citizens released from custody who before their release behaved in a way that gave cause to concerns about radicalisation. In addition, the City should contact the state regarding changes in the law, so a prisoner's early release is made conditional on his or her collaboration with the relevant authorities.

► Binding collaboration on transition between systems on suspicion of radicalisation

The City of Copenhagen should strengthen its efforts about radicalised prisoners through:

- Better co-ordination with the Danish Prison and Probation Service and the police about radicalised citizens after their release from custody.
- Anticipatory efforts in collaboration with the Danish Prison and Probation Service with screening of risk factors and preparation of action plans for joint initiatives towards citizens at risk of radicalisation. Increased focus on supporting radicalised citizens in the period after their release.
- Contact to the state about possible changes in legal policy to make early release of a prisoner conditional on his or her collaboration with the public authorities, e.g. by taking part in exit or mentor programmes and/or that there is a mental assessment.

For citizens who are released from the Danish Prison and Probation Service's institutions, the transition between the Danish Prison and Probation Service and the City is an important point of awareness.

It is important to differentiate between different types of release:

- Release on parole – where the collaborative model 'Good Release (God Løsladelse)' and all the agreements relating to it take effect. This includes the possibility of adding various conditions.
- Release after serving sentence – where the citizen has served the whole of his or her sentence and is therefore not released on any conditions, so that the individual is not obliged to collaborate with the authorities about the release.
- Released by a court – here a citizen is released by a court after having been remanded in custody for a shorter or longer period.

When inmates in the Danish Prison and Probation Service's institutions today behave in a way that gives cause for concerns about radicalisation, the Danish Prison and Probation Service alerts only PET about these concerns. This can mean that citizens at risk of radicalisation do not receive support or relevant municipal help after their release. In part, this may be because the City is not aware of the concerns, and partly because the citizen may not want to collaborate with the authorities after release, or perhaps it was not expected that the person would be released by a court.

The Expert Group believes this means that vital information is lost, which is counter-productive to the City's overview and efforts regarding citizens where there is a concern about radicalisation. There is therefore a need for the City of Copenhagen and the Danish Prison and Probation Service to collaborate on initiatives and knowledge-sharing about citizens when they are released.

The Danish Prison and Probation Service deals with initiatives for citizens in its institutions, including citizens where there is concern about radicalisation. All prison inmates have an associated social worker and action plans are prepared for nearly all inmates. The Danish Prison and Probation Service's social workers sever their association with the person by release. Among the special initiatives towards citizens where there is concern about radicalisation is mentor support in the 'Back on Track (Tilbage på Sporet)' project for a person before, during and after release. No matter whether a person for whom there is concern about radicalisation while serving his or her sentence accepts the offer of mentor support from the Danish Prison and Probation Service, he or she will receive the same offers of social assistance as all other citizens.

If a radicalised person during imprisonment does not accept a voluntary offer of mentor support from the Danish Prison and Probation Service, there is today no knowledge-sharing with the City about this person's radicalisation by release. The assessment of the Expert Group is that it results in a loss of knowledge, thus weakening the City's efforts and overview of citizens' radicalization and citizens threatened by radicalisation.

The current collaboration between the City of Copenhagen and the Danish Prison and Probation Service takes place in the collaborative model 'Good Release', which defines the authorities' legal framework in this area. Copenhageners detained by the Danish Prison and Probation Service who might need public support after release get an offer of a training and job plan through the 'Behind the Wall (Bag Muren)' initiative of the Employment and Integration Administration. This initiative is a holistic effort for Copenhageners who are convicted and sentenced or remanded in custody. In cases that requires co-ordination apart from training and employment, e.g. areas such as housing and abuse, the Young Citizens' Centre of the Employment and Integration Administration co-ordinates with the relevant administrations. By prisoners' release, the Social Services Administration has a temporary housing responsibility under the law about servicing citizens, so that homeless citizens, who are released, have shelter.

Transitions between systems are a change in a citizen's life from one context to another, e.g. when a person is released from prison. Transitions are important, as in this phase of a person's life vulnerability and openness for new opportunities might arise. The person must be supported during the transition, so vulnerability is reduced, especially when there have been concerns about radicalisation. The Expert Group recommends that the City of Copenhagen in collaboration with the Danish Prison and Probation Service improves the collaboration and knowledge-sharing about radicalised citizens who are released from custody. This presupposes a legal clarification about knowledge-sharing.

At the same time, the Expert Group believes that there is a need for more than co-ordination between the two parts if citizens threatened by radicalisation are to be supported in stopping behaving in a way that is damaging to society. The Expert Group therefore also recommends that collaboration on anticipatory measures is developed as a supplement to the 'Good Release' model, so that there is a continuous process for prisoners who are threatened by radicalisation. There should be a focus on good imprisonment, good release and the time in between.

If the City of Copenhagen decides to set up the anti-radicalisation co-ordination unit described in section 5.1, it would be natural that the unit's tasks include establishing clear procedures with the Danish Prison and Probation Service and the police about citizens who are released and for whom there are concerns about radicalisation.

The Expert Group recommends an examination of whether early release can be made conditional on that the released citizen is collaborating with the public authorities, e.g. by taking part in exit or mentor programmes and/or undergoing a psychiatric assessment. The legal possibilities for such conditions must be studied.

An obvious move would be to anchor this initiative nationally with the Ministry of Justice as the overall responsible body. The Expert Group therefore recommends that the City of Copenhagen contacts the Ministry of Justice and the Danish Prison and Probation Service in this regard.

There should be a dialogue with relevant housing organisations when radicalised citizens are released and are present in specific housing areas.

The target group for this initiative is citizens who, while serving their sentence, behave in a way that causes concern about radicalisation and who are either released on parole or after serving their sentence, released by a judge after being remanded in custody or released from a secure institution.

Support for parents and relatives

The Expert Group recommends that the City of Copenhagen implements new or supports existing initiatives to help the parents and relatives of young citizens.

► Support for parents and relatives

The Expert Group recommends that the City of Copenhagen in collaboration with the relevant ministries and public agencies supports the families and relatives of young citizens threatened by radicalisation through:

- Courses targeted at socially vulnerable parents and relevant relatives with a focus on strengthening parental roles and skills in everyday life, and greater knowledge of rights, duties and norms in society.
 - Parental networks where parents of young citizens who have left the country for conflict zones can meet regularly for support and sparring with regard to their situation.
 - Expansion of the work with parental coaches who can support parents and near relatives of young citizens threatened by radicalisation or who are in extremist environments.
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Today, VINK offers targeted offers to parents of young citizens threatened by radicalisation through parental coaches and offers of setting up networks for parents of young citizens who have travelled to conflict zones. In these cases, there are certain characteristics that call for special awareness. There are e.g. single mothers where the father is not present or is absent after a divorce. Contact to the parents shows a need for support in the parental role and in how they manage young citizens who over a period of years have challenged social authorities, including the authority of the parents. In some cases, there have been signs that the parents and the young citizens are socially vulnerable and live isolated from the rest of society. Some of the parents are without jobs because of low linguistic and professional skills, and the young citizens have often, ahead of their radicalisation, had anti-social behaviour and a lack of social well-being in the form of criminality, a high rate of absence from school and violent and unacceptable behaviour.

There is a need to increase the targeted early stage efforts that support and make demands on both parents and the young citizens. This requires a broader anticipatory initiative with co-ordination across municipal administrations. This initiative should be holistic and must not be limited to the young citizens' risk behaviour and radicalisation. The focus must therefore also be on the parent's employment situation and whether there is a need to study younger siblings' social development and well-being.

In VINK's cases, children and young citizens who grow up in families that are vulnerable and marginalised is also an aspect that needs attention. In these families there is an increased risk of failure to thrive and social problems. Some parents, including single mothers, are outside the labour market and feel excluded from the rest of society, and it can be particularly challenging for them to support their children in their school and leisure time and in growing up in a safe way.

The Expert Group recommends that the City of Copenhagen strengthens its support of parents and close relatives in these families. The aim is to make the parents and other relatives of the young citizens better able to understand and get involved in the lives of the young citizens, including their school and leisure activities, the transition from childhood to adulthood and the integration of the young citizens in the society around them generally.

The Expert Group therefore recommends that the City of Copenhagen, in collaboration with the relevant ministries, offers courses to parents and relatives of vulnerable families about their roles as parents, child-raisers and role models. There should therefore be a targeted effort to strengthen the relatives' possibilities of supporting young citizens in leaving the extremist environment and to give the relatives better opportunities to manage their frustrations and fears for the future of the young citizens.

Further, a targeted effort towards parents and other relatives will also make them better able to ensure that any siblings to a radicalised young person avoid a similar development towards radicalisation.

The Expert Group therefore recommends that the City of Copenhagen sets up a parental network for the parents of young citizens who have travelled to conflict zones, and that the City expands its offer of parental coaches to the parents and relatives of young citizens threatened by radicalisation or who have been radicalised.

The target group for this effort is parents and relatives who are challenged by radicalisation.

Strengthened efforts regarding marginalised young citizens

The Expert Group recommends that the City of Copenhagen strengthens its existing outreach initiatives to reduce and prevent signs of radicalisation among marginalised young citizens.

► Strengthened efforts regarding marginalised young citizens

The City of Copenhagen should strengthen its efforts regarding marginalised young citizens through:

- A plan for enhancing and targeting outreach efforts to establish contact to more citizens and find different forms of extremism.
- Expanding the existing mentor effort under VINK.
- A 'little brother' effort with increased attention to emerging negative behaviour in minors, who are together with and influenced by older individuals involved in extremist or criminal environments.
- Courses in anger management for young citizens who are a challenge to schools, other educational establishments and housing areas.

Today, the City of Copenhagen and housing associations have outreach initiatives in vulnerable neighbourhoods that establish contact the target group of marginalised young citizens. The initiatives focus on preventing risk behaviour such as criminality and on strengthening the target group's social and professional skills and leisure activities. However, there is no special focus on the risk behaviour that is associated with radicalisation. In cases involving travel to conflict zones and association with militant Islamist environments, VINK and the Standby Unit have seen that many of the young citizens over the age of 18 who have travelled to conflict zones grew up in vulnerable housing areas, have had difficulties at school and have committed crimes. The parents often have psycho-social problems and either little or no association with the labour market. In several cases these young citizens have been examined for referral to the Standby Unit as they had become so radicalised that they have either travelled to or talked about travelling to conflict zones. At this late stage the possibilities to act are limited with regard to a mentor effort.

The Standby Unit and VINK need the municipal initiatives to discover concerns about radicalisation at an earlier stage. This can be done best by, and strengthened through, outreach initiatives that are close to young citizens from vulnerable neighbourhoods. Efforts by a mentor, street worker or support-contact person are better placed for positive effects if the efforts occur earlier and are targeted at both the vulnerable young citizens and the anti-social communities that exist in the neighbourhood.

In some vulnerable housing areas there are small groups of primarily young men who identify in anti-social communities. They define themselves as being in opposition to society and play a large role in crime and behaviour that creates insecurity. These young citizens are often from marginalised families that have poor association with the labour market. They form part of a local sub-culture, where their socialising on the streets and their hierarchical position in the community are conditioned by their will to commit crimes and violence and create disturbances, and also by their loyalty towards the group's older individuals.

A large part of the target group does not contact the City of Copenhagen voluntarily. But experience shows that it is possible to move marginalised citizens once contact has been established. In addition there is an ongoing recruitment of local smaller young citizens ('little brothers') to local criminal and extreme communities that are in opposition to society. There must be systematic follow-ups and attention towards siblings of radicalised young citizens, as there can be a risk of negative influence or failure to thrive.

Existing outreach efforts such as New Start, the Copenhagen Team, outreach staff at clubs, early employment initiatives and housing association outreach staff should be strengthened and targeted so they can identify and contact the target groups of younger and older young citizens. In this way there will be both an early preventive effort and increased opportunities to discover and create overviews over several different forms of radicalised environments in neighbourhoods. The Expert Group emphasises dialogue and collaboration with local professional and voluntary players who meet the marginalised young citizens in their work. The existing attention on these marginalised young citizens can advantageously be increased and the awareness about radicalisation can be better incorporated.

The aim is to ensure that the marginalised young citizens are not isolated but meet professionals who can engage in dialogue with them about their opportunities and build bridges to e.g. sports clubs, associations and cultural life, or to employment and training. This will additionally promote socialisation with individuals outside the local area.

The Expert Group believes that an early and systematic effort is needed to keep the 'little brothers' in constructive schooling and an active leisure life, so they can experience that there are other possibilities than those of the anti-social and extremist communities.

The Expert Group recommends that the City of Copenhagen prepares a plan to strengthen and target the outreach efforts towards marginalised young citizens in vulnerable housing areas with a sharper focus on collaboration between the various administrations' outreach efforts.

In addition, young citizens in the target group should have the opportunity to take part in anger management and the qualifications of the outreach staff should be raised so they can hold such courses. A part of the target group is believed to have a greater need. The Expert Group recommends that these young citizens should be offered a professional course that is aimed more broadly at psychological/psychiatric problems and anti-social and violent behaviour more generally.

The target group for the initiative is:

- Marginalised young men and the 'little brother' groups who are in danger of recruitment.
- Parents, who will be included in the initiative on acceptance, no matter whether the young citizens are over or under 18 years old.
- Staff with contact to the marginalised young citizens.

Skills development of healthcare staff

The Expert Group recommends that the City of Copenhagen improves the possibilities that healthcare staff can discover signs of radicalisation when meeting citizens.

► Skills development of healthcare staff

The City of Copenhagen should prepare an overall plan to develop the skills of healthcare staff, so they are better able to discover signs of concern about radicalisation. This can be done by integrating the signs of concern about radicalisation in:

- Existing (in-service) training of healthcare staff with contact with children and young citizens in Copenhagen, initially the staff of the City of Copenhagen, and in time the staff of the Capital Region, which is responsible for healthcare in the Greater Copenhagen area.
 - Guidelines for signs of concern among children and young citizens with a focus on radicalisation.
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Every day Health care staff in Copenhagen is publicly and in private homes in everyday contact with citizens. In the present situation, the City of Copenhagen does not have special focus on supporting the awareness of healthcare staff on signs of concern about radicalisation in their contact with citizens. There is thus an unused potential, in a professional group with comprehensive contact with citizens, for discovering signs of radicalisation early. The Expert Group has visited the Home Office in London, which has developed the skills of frontline healthcare staff so they can discover signs of concern about radicalisation just as they see other signs of ill-being.

The Expert Group recommends that the City of Copenhagen studies how existing courses and in-service training of healthcare staff in the city, who have contact with children and young citizens, can be expanded with instruction in signs of concern about radicalisation. This should include practical guidance in how staff can send information further, so concerns can be dealt with by normal procedures. The possibility of expanding the instruction to include healthcare staff from the Capital Region should also be studied.

In practice, healthcare staff has focus on signs of concern when e.g. health visitors are aware of signs of ill-being among small children. Focus on signs of concern about radicalisation is therefore an expansion of the existing signs that healthcare staff are trained to discover. This skill development must not change the existing practice and rules for sending information further, which must continue in accordance with the guidelines that healthcare staff has today.

The Expert Group further recommends that the City of Copenhagen studies the possibility of targeting special information about signs of concern about radicalisation to relevant healthcare staff with wide contact with young citizens and families. This can be done by e.g. updating existing guidelines about signs of concern among children and young citizens, or by preparing new action guidelines. In this connection, the possibility of incorporating signs of concern about radicalisation in the City of Copenhagen's existing action guidelines, "When you are concerned about a child or young person", and in that way disseminated to healthcare staff, should also be studied.

The target group for a broad initiative in connection with existing courses and in-service training is relevant healthcare staff with contact with children and young citizens, primarily from the City of Copenhagen. This can be e.g. doctors, health visitors, psychiatric staff and nurses. The focus shall primarily be on healthcare staffs who deal with citizens up to 40 years of age. The target group for a specific initiative can be healthcare staff and nurses.

Strengthened collaboration with housing associations

The Expert Group recommends that the City of Copenhagen strengthens its collaboration with the housing associations with regard to their social efforts.

► Strengthened collaboration with housing associations

The City of Copenhagen should strengthen its collaboration with the housing associations regarding their social efforts through:

- Skills development of relevant local frontline staff for awareness of signs of concern.
- Better information for local frontline staff, board members and residents about where they can go in cases of concern.
- Targeted information presentations for increasing knowledge about the challenges of radicalisation and for generating a feeling of security.

At the same time, the Expert Group suggests that the opportunities for including the housing associations in an exchange of information about the release of radicalised young citizens should be studied.

There is today a large outreach effort in neighbourhoods that complements the work of schools, e.g. help with homework, inclusion of young citizens in projects where they can earn pocket-money, and so on.

Apart from the municipal frontline workers, there is another group of vital frontline workers – those involved in the social efforts of the housing associations. Of the 60 referrals of concrete concerns about radicalisation that VINK received in 2014, nine came from such housing associations frontline workers. There is a need for the City's anti-radicalisation effort to have even closer relations to the frontline workers involved in the social efforts of the housing associations than today, as not all of them are aware of what the City can offer and there is thus an unused potential. It is important to have a close relationship with the housing associations so they systematically refer any cases of concern about radicalisation to the Standby Unit early.

There is a great potential in the close contact that frontline workers involved in the social efforts of the housing associations have with local residents. This close contact with residents means that these frontline workers can be the first to see a change in a resident's behaviour that could be an expression of radicalisation. The housing association frontline workers have a network in and knowledge of the neighbourhoods, but they often do not know how to manage behaviour that causes concern. As an extension of the government's action plan, it is therefore important that these frontline staff have knowledge of and insight into radicalisation and at the same time have access to and knowledge of the use of relevant supportive, preventive initiatives and possible actions.

At the same time, because the frontline workers involved in the social efforts of the housing associations are close to residents they have a strong base for ring-fencing and strengthening the networks around young citizens who are at risk of negative influence from acquaintances. The housing associations thus also have an opportunity to be extra aware of strengthening networks around the acquaintances of released citizens, as these acquaintances can be subject to negative influence from the citizens released. However, if the housing associations are to make use of this close contact and the confidence they enjoy in the neighbourhoods, it means that they must be told in good time before a person is released, and about convictions for serious offences committed in or close to the neighbourhood. Similarly, an initiative related to residents in areas where a resident is arrested or has lived before an arrest in connection with radicalisation would be appropriate. Searches and actions in the neighbourhood can be frightening and an outreach dialogue would strengthen security.

In 2014, VINK and the Standby Unit experienced an increasing number of referrals from front-line staff in housing associations. They were related in particular to concerns about residents' travel to conflict zones and recruitment by radicalised environments in the local area. The referrals resulted in collaboration with the housing associations about social efforts; the housing associations wanted information for their staff and for residents about local challenges with radicalisation. The Standby Unit has also carried out home visits to qualify the concerns about radicalisation of residents in a housing association area.

The Expert Group therefore believes that it is necessary to develop the skills of the Copenhagen housing associations' frontline staff systematically, with special focus on discovering signs of concern that can indicate burgeoning radicalisation. At the same time, the staff must know which authority in the City of Copenhagen they can go to in cases of concern about radicalisation.

When collaborating with the housing associations' social efforts it is important to note that their work is not based on a focus on radicalisation but rather on strengthening residential democracy and local community. Most neighbourhoods do not want the stigma of radicalisation.

The collaboration shall therefore be targeted at relevant staff members and residents.

The Expert Group recommends that the City of Copenhagen enters into a systematic dialogue with the housing associations with social efforts about collaborating on developing the skills of frontline staff and information to frontline staff, board members and residents. At the same time, the Expert Group recommends that the possibility of including the housing associations in an exchange of information about the release of young citizens threatened by radicalisation should be studied.

The target group for this effort is housing associations' frontline staff.

Strengthened knowledge-sharing with relevant towns

The Expert Group recommends that the City of Copenhagen improve its knowledge-sharing with relevant towns.

► Strengthened knowledge-sharing with relevant towns

The City of Copenhagen should improve its knowledge-sharing with relevant towns through:

- Contact to the Danish Ministry of Immigration, Integration and Housing about setting up a forum at leadership level for knowledge-sharing among relevant municipalities and national players.
- A series of conferences with relevant Danish towns about preventing radicalisation, a Nordic conference, and a conference with relevant towns targeted at the staff of the City of Copenhagen.

Many of the radicalised young citizens or those threatened by radicalisation and who are active in Copenhagen live in the outlying suburbs. Other municipalities do not necessarily have anti-radicalisation efforts and it would thus be appropriate to establish a forum for knowledge-sharing, so experiences can be exchanged and the realisation of locally driven efforts to prevent radicalisation can be promoted. Although a young person lives in another municipality, the radicalisation and activism itself can occur in an environment in Copenhagen. The City of Copenhagen must therefore be able to exchange knowledge with the relevant municipality.

In 2014 VINK was involved in about seven cases of radicalised or vulnerable young citizens in neighbouring municipalities. In most of these cases the contact was initiated by the neighbouring municipality. The experience from these cases shows a need for improving the development of local initiatives that can manage radicalised young citizens. Further, a forum for knowledge-sharing will enhance the possibility of sharing experiences and knowledge of radicalised citizens between the City of Copenhagen and neighbouring municipalities.

The Expert Group believes it would be appropriate for the City of Copenhagen, in extension of its knowledge-sharing with neighbouring municipalities, to contact the relevant ministries to discuss the possibility of setting up a collaborative forum for leaders of relevant municipalities and national players involved in radicalisation. This will give the relevant municipalities the opportunity to enhance and manage the strategic work of preventing radicalisation.

In addition, the Expert Group suggests arranging a series of conferences among the relevant municipalities in Denmark about preventing radicalisation, and that selected Nordic cities such as Gothenburg and Oslo are invited to exchange experiences and best practices at a Nordic conference with the City of Copenhagen as host.

Furthermore, a conference targeted at City of Copenhagen staff working with anti-radicalisation efforts should be arranged to present the best tools and the latest knowledge about what characterises radicalised citizens, how professionals can identify them and what can be done in the subsequent steps.

The aim of the initiative is to improve knowledge-sharing with neighbouring municipalities and other relevant towns in order to promote the management of radicalised young citizens or young citizens threatened by radicalisation and who live in neighbouring municipalities and other towns, and who are involved in radicalised environments in Copenhagen.

Focus on families affected by violence and on refugee families suffering from traumas

The Expert Group recommends that the City of Copenhagen strengthens its efforts targeted at families affected by violence and refugee families suffering from traumas.

► Focus on families affected by violence and on refugee families suffering from traumas

The City of Copenhagen should prepare an action plan for strengthening its efforts targeted at families affected by violence and refugee families suffering from traumas. The plan should have focus on:

- Strengthened work with screening and assessing traumatised refugee families, including in particular families that have been in Denmark for more than three years and that are therefore no longer encompassed by the integration legislation.
- Strengthening offers of initiatives to traumatised families with a holistic effort.
- Raising the qualifications of frontline staff who work with vulnerable citizens, including citizens affected by violence and families suffering from traumas.

The Expert Group also recommends that the state ensures the development of treatment methods especially for refugee families where there is violence in the families.

An overall action plan should be prepared to determine how the target group can be identified and which initiatives the families can be offered.

Today, the comparatively few new refugees and reunified families of refugees are screened for primary and secondary traumas⁶ at the Job Centre Copenhagen International. This occurs as part of a holistic assessment of the individuals. Incoming refugees from other municipalities, who are covered by the integration legislation, are also offered a health assessment if they have not had one already. When the Job Centre Copenhagen International identifies a traumatised person or someone with a secondary trauma, this person is referred to CAB NOOR (the Centre for Assessment and Employment's initiative for refugees and immigrants with traumas). The purpose is to ensure relevant training and employment.

Experience from working with vulnerable young citizens shows that individuals who have grown up in a family marked by violence or a refugee family with traumas are more likely than other young citizens to get caught up in a life of crime. The most recent developments among young citizens, residing in Denmark, who travel to conflict zones and take part in militant environments, have shown that some of these young citizens have parents with traumas. These young citizens can be characterised as secondarily traumatised, and they are also over-represented in secure institutions and prisons. Furthermore, traumas can also be expressed in outwardly-reacting behaviour and opposition towards the system or Danish society.

Severe traumas hinder citizens' ability to look after themselves and their children. Often it is not the will that lacks but the resources and skills connected with role of parent. It is similarly important to note that parents often pass on their traumas to their children unconsciously. The Expert Group recommends that the City of Copenhagen places further focus on families suffering from traumas.

6: In 2014, the City of Copenhagen received 15 refugees directly from the Danish Immigration Service.

The problems of inherited traumas and negative social legacy apply not only to newly arrived refugees or their reunited families, however. They apply also to refugees already living in Denmark, socially vulnerable citizens and dysfunctional families generally. The Expert Group considers it therefore important that the screening is widened to also include citizens who have lived in Denmark for a longer period.

The Expert Group suggests the following initiatives:

- a) Strengthening of the work of screening and assessing traumatised refugee families, including a special focus on families that have been in Denmark for more than three years and are therefore no longer covered by the integration legislation. The focus in this screening and assessment process can be on e.g. signs of radicalisation. In this connection, any tools that already exist for screening and assessing traumatised refugee families should be assessed more closely.
- b) An offer of a holistic initiative aimed at traumatised families with the focus on both the parents and the children and a closely co-ordinated collaboration between all involved administrations and external players.
- c) Specialised treatment methods for traumatised refugee families where there, in addition to a focus on the parents' traumas, is a focus on the family (for example the method used by Dignity – Danish Institute against Torture, where the attention is on the whole family's well-being in the treatment).

The target group for the initiative is:

- Traumatized refugee families, both newly arrived families and families who are no longer covered by the integration legislation.
- Frontline staff at the reception areas of the Social Services Administration's citizen's service centres and of the Employment and Integration Administration.

The Expert Group recommends that the relevant ministries ensure the development of treatment methods specifically for the refugee families where there is violence in the family. Violence in refugee families is comparatively frequent but it is often difficult to uncover and today there is a lack of treatment methods that are directed at these families. The Expert Group therefore recommends that the Danish State ensures the development of a specialised method in this area. In 2015, Dignity – Danish Institute against Torture started a project with focus on the development of methods to treat families hit by violence. Experience from this can be included.

Strengthened contact with radicalised environments

The Expert Group recommends that the City of Copenhagen strengthens its contacts with radicalised environments.

► Strengthened contact with radicalised environments

The City of Copenhagen should strengthen its contacts with radicalised environments through:

- Giving a mandate to municipal frontline staff to contact radicalised individuals and environments.
- Frontline staffs in neighbourhoods reaching out to radicalised environments to strengthen the contacts to and relationships with citizens threatened by radicalisation and their relatives and improve their knowledge about radicalisation.

The aim is to prevent, as early as possible, young citizens being radicalised in environments at risk.

In several cases of radicalisation, VINK has seen a need to reach out in a targeted way to radicalised environments to start a dialogue with the group's individuals, who are often left alone in an environment at risk.

There is today no systematic outreach work and dialogue with individuals in radicalised environments. As a result, some young citizens, who have been associated with these environments, have not been contacted by and received guidance from mentors or other professional staff. Young citizens can thus socialise with a radicalised environment without professionals, parents or other adults intervening. In the worst-case scenario, this can mean that young citizens without intervention become radicalised and ready to use violence in a radicalised environment.

Radicalisation typically occurs during their socialisation with environments at risk and through propaganda on the Internet. Based on VINK's and the Standby Unit's experiences with such risk environments, there should be a targeted social effort directed at individuals in risk environments to support them and their closest relatives in dealing with a burgeoning radicalisation process. The effort should be a social intervention with mentor support, support for education, employment and the strengthening of relations to individuals outside the risk environment; together, these strategies can promote the individual's motivation to break free of the risk environment.

The Expert Group recommends that the City of Copenhagen's outreach initiatives, including VINK's efforts and other outreach initiatives in neighbourhoods, contact individuals in radicalised environments and their closest networks, in particular parents and families, in a targeted and proactive way.

The Expert Group therefore recommends giving a mandate to frontline staff responsible for the outreach efforts to contact radicalised individuals and environments.

This initiative will increase the possibilities of contact and relationships with individuals who are radicalised or threatened by radicalisation, and their families. At the same time, the mandate will strengthen the possibility that outreach staff at an early stage will meet citizens who for various reasons have lost confidence in the existing arrangement of society. A targeted and increased contact with individuals threatened by radicalisation and their parents will strengthen the possibilities of discovering early signs of radicalisation. The outreach effort can at the same time build bridges to relevant authorities. The effort can also create a broader overview and more knowledge about radicalisation. The best way of establishing dialogue and contact with individuals in these environments should be assessed before approaches are made.

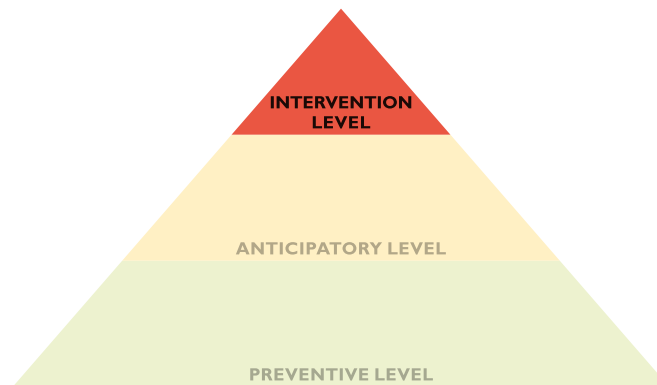
The aim of this suggestion about strengthened contact with individuals in radicalised environments is to intervene, as early as possible, in a possible radicalisation process. The outreach effort shall ensure that radicalised citizens leave radicalised environments and become integrated in normal society e.g. through work, education and affiliation with positive role models. This is a proactive initiative and its purpose is to get individuals and families away from the negative influence and risk behaviour in risk environments.

The target group is:

- Citizens who are radicalised or threatened by radicalisation in radicalised environments.
- Parents and family members of citizens who are radicalised or threatened by radicalisation.

THE EXPERT GROUP'S RECOMMENDATIONS

5.4. Efforts at the intervention level



Initiatives aimed at marginalised citizens who are radicalised or vulnerable to radicalisation and those who have returned from conflict zones

The Expert Group recommends that the City of Copenhagen strengthens its efforts to diminish the radicalisation of citizens who are already associated with extremist environments or are vulnerable of becoming radicalised, as well citizens who have returned from conflict zones (returnees).

► Initiatives aimed at marginalised citizens who are radicalised or vulnerable to radicalisation and at returnees

The City of Copenhagen should strengthen its initiatives for marginalised citizens and returnees through:

- A holistic exit initiative across the City's administrations for radicalised and traumatised citizens.
- A special effort among Copenhageners who, in connection with serving their sentences under the Danish Prison and Probation Service, are particularly vulnerable to radicalisation.
- Developing collaboration with the Capital Region and Dignity – Danish Institute against Torture for assessments and treatment of radicalised citizens with mental problems and disorders.

Turning 'anti-citizens' into fellow-citizens requires a holistic and tailor-made initiative. The Expert Group therefore believes there is a need for an interdisciplinary and holistic effort across the City's administrations towards radicalised citizens, citizens who are serving their sentence or are remanded in custody and who are particularly vulnerable to radicalisation processes and towards returnees.

Holistic exit initiative

The City of Copenhagen has experience with exit programmes in crime prevention – including experience with screening tools, evidence-based methods and inter-disciplinary collaboration in and outside the City, which can form a starting point for setting up an exit initiative for radicalised citizens. The crime prevention exit programme is anchored in EKP, the unit for crime prevention programmes under the Social Services Administration, and is for citizens who want to leave criminal gangs or a life of crime. The Exit Programme combines practical help, support of personal development and a quick, inter-disciplinary and tailor-made training and job effort. In this programme, EKP has experience of working with citizens while they are serving their sentences or who are remanded in custody.

The Expert Group believes that EKP's programme-based initiative can form the foundation of the development of a tailor-made de-radicalisation initiative in the City of Copenhagen, and which can also give room for implementing special activities, including external ones that are relevant for the individual.

Experience from crime prevention shows that individual initiatives about extremism and anti-social behaviour are challenging and complex, and that a strong professional and organisational framework for the staff and the initiatives is vital. It is also vital that the City's anti-radicalisation efforts at the intervention and anticipatory levels, aimed at individuals, all work in the same direction, ensuring an effective use of resources and avoiding parallel organisations. The Expert Group therefore suggests that the existing initiatives with mentors and parental coaches under VINK contribute to the programme-based effort under EKP in the Social Services Administration. In addition, staff numbers at VINK can be increased by one or more citizens, who can be located at EKP, with the aim of developing and carrying out a tailor-made exit programme for radicalised citizens. In this way, a mutual increase in capacity and knowledge-sharing can take place between the two administrative areas for radicalisation and crime prevention. This lies outside the tasks of VINK and EKP today. This task will therefore require additional resources.

Mental problems

A particularly challenge in the work with radicalised citizens is mental problems and psychiatric diagnoses.

According to PET, at least 125 citizens have travelled to conflict zones such as Syria and Iraq, and over half of them have returned to Denmark. There is thus a risk of citizens who have been traumatised by war but who have not been assessed and treated. At the same time, individual cases in Copenhagen have shown that citizens who have been radicalised often have other mental problems and diagnoses such as ADHD and autism.

Radicalisation is thus in some cases associated with mental problems and underlying disturbances that have not necessarily been assessed and diagnosed. There are examples of citizens who cannot be dealt with by the normal system because of psycho-social problems. At the same time a large part of the group is characterised by a high incidence of various risk factors shown to be causes of crime. There is thus a need for systematic screening, assessments and treatment of both mental problems and crime-causing factors. This is a target group of psycho-socially vulnerable citizens who have frequently at an earlier stage performed poorly at school and on the labour market etc. In addition, the target group has often had negative experiences with exclusion and dropping out of schools and other education institutions and also experience of marginalisation.

With a background in Copenhagen's radicalisation cases the experience is that some citizens with mental problems are recruited by radicalised environments. They are radicalised through inclusion in extremist communities and socialising with the group's individual members, and are given a role and experience recognition and social status. There is therefore increased vulnerability in this category of citizens, who must be dealt with through a quick intervention, support and an offer of assessment and treatment of traumatisation or other mental problems.

In 2015, VINK and the Standby Unit have received several referrals about citizens with mental problems who have made radical statements. With a basis in Danish and foreign cases of radicalisation, there is a need for increased focus on mentally vulnerable citizens who socialise with radicalised environments. In Denmark alone, several citizens diagnosed with ADHD or autism have become radicalised and have subsequently taken part in militant activism in conflict zones, including a suicide attack in Iraq. It is not their mental vulnerability but the coupling between mental vulnerability and socialising with radicalised environments that creates the increased risk. In addition, this also applies to traumatised and secondarily traumatised citizens who, according to PET, are among the citizens who have travelled to conflict zones.

For returnees from conflict zones there is a need for an assessment of their war traumas which, without treatment, can develop into post-traumatic stress syndrome (PTSD), and in the worst instance can result in injury to and violence against civilians. In the current treatment regime, the Standby Unit sees that assessment and treatment are slow, with long waiting times. There is thus a need to strengthen the work with assessing radicalised and traumatised citizens and developing tailor-made initiatives that can help the target group through support and treatment. Even though there are differences between radicalised citizens who have returned from conflict zones and those who stayed in Denmark, some returnees have the same need for help and treatment of psychological and social problems as those who remained.

The Expert Group therefore believes that closer collaboration with the Capital Region and/or the rehabilitation centre of DIGNITY – Danish Institute against Torture can be started with advantage, with the aim of strengthening the assessment of citizens threatened by radicalisation and influence the development of customized treatment efforts to radicalised citizens with mental diseases and disturbances. The Expert Group believes that this will require a prioritising of resources for this task.

In the City of Copenhagen, the collaboration can take place under the aegis of the individual anti-radicalisation initiatives aimed at radicalised citizens and returnees, so the City's interdisciplinary effort supports in the best possible way the psychiatric and psychological assessments and treatments in the region and DIGNITY – and vice versa – for the benefit of the individual.

The target group for the recommendation is:

- Citizens who are vulnerable to radicalisation and at risk of recruitment to extremist environments – the risk groups.
- Citizens serving their sentences under the Danish Prison and Probation Service, who show risks of radicalisation or are radicalised.
- Radicalised citizens who are motivated to change behaviour and wish to leave a radicalised group.

THE EXPERT GROUP'S RECOMMENDATIONS

5.5. Increased level of knowledge and analysis

Increased level of knowledge and analysis

The Expert Group recommends increasing the level of knowledge about radicalisation by implementing relevant analyses.

► Increased level of knowledge and analysis

The Expert Group recommends that the Danish State, through research, starts an assessment of the effects of existing prevention initiatives, including:

- Developing methods for measuring the effects.
 - Analysing challenges in various parts of the country and determining whether experiences can be used elsewhere, e.g. analysis of citizens who have travelled to conflict zones.
 - Integrating the evaluation results in new initiatives.
 - Informing about and using existing research.
-

In Denmark, as in a number of other countries, various initiatives have been implemented over the past ten years with the aim of preventing radicalisation. However, there are no research-based evaluations of these initiatives. The Expert Group finds that generating a real knowledge base as a starting point for future efforts would be appropriate. An evaluation of the effects of the existing initiatives can throw light on which efforts should continue and possibly be used more widely, and which efforts should be wound down or which cannot be transferred to other contexts.

An evaluation will also reveal if there are challenges that are not resolved by the existing initiatives, thereby bringing forth a basis for a targeted development of new initiatives that are governed by needs. The Expert Group suggests that, when developing methods to evaluate the effects, a decision should be taken on a joint operational result/effect measurement instrument at individual level, based on already developed, practical evaluation tools. As part of the evaluation there can at the same time be target group analyses, including a focus on the causes of radicalisation, across municipalities and parts of the country with a view to qualifying the foundation on which the preventive initiatives are based. Among other things there is a need for an analysis of citizens who have travelled to conflict zones.

Some research, studies and journalism exist about radicalisation of young citizens and about young citizens who have travelled to conflict zones, and this can be utilized to create an overview of knowledge about radicalisation of young citizens and as a basis for the design of the future efforts. The Expert Group recommends collecting the existing knowledge in the area and a creation of an overview of the central conclusions and knowledge about the social background and motivation of the young citizens. This can include setting up a broadly composed advisory board with a view to using the available knowledge.

Appendix I

The anti-radicalisation effort in Copenhagen

The City of Copenhagen's anti-radicalisation programme, VINK (for Viden-INklusion-København = Knowledge-Inclusion-Copenhagen), has existed since 2009. It started as a pilot project and has since functioned as a knowledge and advisory unit for the City's staff who work with early prevention of radicalisation and extremism.

The initiative has its focus on strengthening the inclusion of and dialogue with young citizens who can be attracted by extreme ideological or religious communities. It works by giving access to relevant knowledge, methods and networks, among other things. Included in the initiatives are also parental coaches and mentors, who work to improve relations in the families, get the young citizens (back) into schools or a job – and support the young citizens in cultivating leisure-time interests that promote their social well-being and development. In addition, the staffs of schools, clubs and other institutions are offered sparring and advice about how they best prevent burgeoning signs of radicalisation among young citizens. In addition, they offer tailor-made presentations or theme days at workplaces, and inter-disciplinary dialogue meetings are held regularly with various presentations from Denmark or abroad about inclusion and early prevention of radicalisation.

In 2011, the VINK initiatives were coupled closer to the existing SSP organisation. The aim of the collaboration was to ensure that the efforts and knowledge were implemented within the already existing framework in the SSP's local and leadership groups. The collaboration agreement should in addition ensure that radicalised young citizens with criminal or other concern-causing backgrounds could be dealt with by the SSP in close collaboration with VINK.



Since 2011 VINK has, via the SSP network, regularly upgraded and given information about radicalisation and extremism to the associated local and leadership groups of the SSP. Parallel with this, SSP Copenhagen deals with all concrete referrals about radicalised young citizens in the SSP local and leadership groups on the SSP individual case principle, with aid from VINK. Under SSP, concerns about radicalisation are seen and dealt with as one of a number of other forms of risk behaviour that can result in criminal behaviour.

The VINK secretariat comprises today two permanent employees and loosely affiliated and trained mentors and parental coaches with different professional backgrounds. In 2015, because of higher demand and focus on the area, the efforts were strengthened with two temporary staff. In addition, there is close collaboration with various municipal staff such as welfare officers, job consultants, street workers, SSP consultants and schoolteachers etc.

Syria Standby Unit

In 2014 a so-called Syria Standby Unit was set up, where VINK in special cases collaborates with SSP Copenhagen and the crime prevention unit of the Copenhagen Police.

In the autumn of 2013, in connection with the conflict in Syria, the City of Copenhagen received a request from PET to set up a Syria Standby Unit. Agreement was reached in December 2013 to establish a standby group that could deal with all referrals about citizens returning from taking part in conflict zones in Syria. The initiative was aimed at

dealing with identified young citizens returning from or travelling to Syria or other conflict zones. The aim was primarily to take care of and support returnees who contacted the Standby Unit voluntarily. A targeted initiative directed at these returnees would – from a professional preventive viewpoint – help reduce any desire and will to cause damage or injury. Against this background the Standby Unit was anchored in SSP as the body that would ensure continuity in efforts about citizens who had travelled to conflict areas.

The Syria Standby Unit's task is speedy contact to relevant administrations, which can guide the person towards the correct effort or support. This is not a matter of a special effort or special treatment, but a speedy review of the existing offers by the City or the state. The primary aim is structural inclusion of the person in society, for example through training and work.

Caseworking procedures for staff at the Syria Standby Unit will typically start with an assessment, when the Standby Unit's staff present concrete cases about concerns of radicalisation. These cases are subsequently qualified by the Standby Unit's staff who then decides whether a case should be transferred for relevant action and initiatives or it is not an expression of radicalisation. This matches the caseworking procedure for individual cases at SSP Copenhagen.

In cases of concern about radicalisation, a member of the Standby Unit's staff with the necessary responsibility (typically someone from VINK or SSP) will order the desired action and initiatives from the ad hoc players – e.g. the Job Centre, the adult section of the Social Services Administration, the Capital Region and so on. This staff member ensures the co-ordination between the Standby Unit and the external players, and follows the case and informs the co-ordination unit regularly about the status of the case of concern.

An important internal tool when the Standby Unit deals with individual cases is the mentor effort. The Standby Unit's initiative with mentor support covers citizens threatened by radicalisation and radicalised citizens, including returnees. This initiative is only implemented after voluntary accept by the person. The mentor's primary role is to work as bridge-builder between the mentee and other authorities, e.g. the Job Centre, a place of education or a place of work practice. In addition, the mentor has a social and cognitive role in relation to promoting the mentee's understanding of the way society is arranged, where the mentor discusses e.g. the mentee's way of life and responsibility for his or her own professional and social development. The mentor's role and focus are directed at both the structural and the cognitive integration of the mentee.

As well as mentor support of young citizens, the Standby Unit has a parental coach effort directed at parents with a need for individual support in managing young citizens, living at home, who are threatened by radicalisation. In addition, the Standby Unit gives psychological support to parents of a young person who has travelled to a conflict zone. The effects of both the mentor support of young citizens and parental coaching are measured, after the accept of the person, through progression schemes that are completed every month. This is an important tool when following-up the efforts and regularly adjusting them in consultation with the mentor.

As the Expert Group's recommendations indicate, there has been an increasing number of referrals about concern in 2014 and 2015, and a need has arisen after the terror attack in Copenhagen on 14 and 15 February 2015 for closer co-ordination, more frequent meetings and an expansion of the circle of collaboration partners in the Standby Unit. The Expert Group's recommendations contain among other things proposals for a new organisation of the Standby Unit to strengthen the co-ordination and management of citizens who are threatened by radicalisation or are radicalised.

Appendix 2

Characteristics of individual cases about radicalisation in the City of Copenhagen

The following describes common characteristics found in many individual cases about radicalisation dealt with by VINK and the Standby Unit. The general characteristics are found in cases about militant Islamism, as this form the greatest part of the cases at VINK and the Standby Unit. Note that the characteristics and signs of concern described are not a check list, as the cases are different and therefore always need qualifying.

Social background:

- Lives alone with mother, father is absent. Often many siblings in the home.
- Mother has often low and no education or low or no association with the labour market.
- Often secondary traumatisation as a result of traumatisation of one or both parents
- Primarily young men in their early 20s.
- Living in vulnerable neighbourhoods.
- Often a known face at various social authorities.
- Often committed crimes.
- Often sporadic and problem-filled schooling.
- Often little knowledge of own religion and a religion-less tradition.
- Often has a behaviour disturbance such as ADHD.
- Often there is a circle of anti-social individuals and communities in the neighbourhood.

Signs of concern of radicalisation:

- Greater degree of undisguised activism, participation in demonstrations and recruitment actions.
- Changed form of dress, behaviour and appearance.
- Changed behaviour on the Internet, often unbalanced use of websites with militant Islamist propaganda.
- Socialises with only one group of individuals; old friends and relations are deselected.
- Statements become more ideological, polarising and emotional.
- Focus on parents' and relatives' lack of religious practice.
- Increased degree of social control of other Muslims.
- More preaching and conflicts with staff and fellow students at places of education.
- Greater degree of absence from place of education and finally dropping out.

Recruitment occurs by way of:

- Known social relations such as friends and relatives, who are a bridge to militant Islamist environments.
- The Internet and social media via Twitter, YouTube, Facebook and later access to closed forums for militant Islamist activists.
- Get-togethers and meetings in private homes, street missions, outreach activity in mosques, study circles, lectures, participation in public debates and outreach activities in areas where young citizens gather.

Appendix 3

The basis for the Expert Group

The Expert Group was appointed through the Integration Agreement 2015-16 for the Strategy and action plan for anti-radicalisation (VINK), with the following agreement text:

Agreement text

VINK is the City of Copenhagen's knowledge and advisory centre for staff with contact with young citizens, who work for an early prevention of radicalisation and extremism among young citizens. An independent Expert Group is set up that will give the Employment and Integration Administration input for developing a strong strategy and action plan for the City's anti-radicalisation effort, which is based on the best methods nationally and internationally.

Financial frame: DKK 0.35 million in 2015

Purpose

Large towns and cities in Europe are challenged by increasing radicalisation among young citizens. The Danish Security and Intelligence Service (PET) estimates that more than 100 citizens from Denmark have travelled to Syria to join the armed rebellion.

The City of Copenhagen has worked with preventing radicalisation since 2010. The Employment and Integration Committee has now decided to establish an Expert Group with the purpose of making proposals for a strategy and at the same time make recommendations for a strengthened co-ordination and organisation of the City's efforts to combat radicalisation. The Expert Group shall among other things have focus on collating examples of good methods and co-ordinating work routines that have shown themselves to be effective in other contexts, including in other countries.

The Expert Group was tasked with making recommendations for reducing the number of radicalised young citizens through:

1. Better collaboration, co-ordination and dialogue between the Employment and Integration Administration, the Child and Youth Administration, the Social Services Administration, the Finance Administration (Safe City), the state and the police and other relevant players (e.g. mosques, parental network and board of local associations).
2. Targeted dialogue with residents and civil society players in neighbourhoods in order to build up confidence and a feeling of security in an improved handling of individual cases with radicalised young citizens.
3. Gathering of knowledge-based methods of strengthening the broad preventive effort against radicalisation of young citizens.

The end result is a series of recommendations on which the VINK initiatives can be based.

Contents

Meetings

The Expert Group met about every sixth week from January to June 2015.

Study trips and seminars

A small delegation from the Expert Group went on study trips to European cities with challenges similar to those in Copenhagen and visited key players from various government institutions and NGOs. Two destinations were Britain (London), which has many years of experience in preventing radicalisation, and Belgium, which has the greatest number of citizens per capita fighting in Syria.

In addition there was a working seminar, to which the Expert Group invited experts from Europe, Canada and the USA. The aim was to gather knowledge about effective methods of preventing radicalisation, including how to deal with individual cases with the involvement of civil society. The US Department of Homeland Security was particularly relevant because they have tested experience with dialogue-based initiatives in neighbourhoods where young citizens at risk of radicalisation are active.

Composition of the Expert Group

The Expert Group comprises a chairman and a number of experts and citizens from the authorities.

Chairman: Magnus Ranstorp, internationally acknowledged head of research at the Swedish Defence University, Stockholm, and board member of a number of European anti-radicalisation networks.

Expertise: Extremism and radicalisation in Europe, terror movements globally, radicalisation processes etc.

Experts:

1. Chris Holmsted Larsen, researcher in left- and right-wing radical groups in Denmark, Roskilde University.
2. Ann-Sophie Hemmingsen, researcher in Militant Islamism in the West, Danish Institute for International Studies.
3. Henrik Moll, director, Centre for Prevention, PET.
4. Head of the SSP crime prevention secretariat, Copenhagen.
5. David Oehlenschläger, psychologist, Director of Rehabilitation Denmark, Dignity – Danish Institute against Torture.
6. Toke Agerschou, head, Leisure and Youth Schools Administration, City of Aarhus.

Police representative:

7. Thorkild Fogde, Commissioner of the Copenhagen Police.

State representatives:

8. Torben Buse, deputy director, National Board of Social Services.

City of Copenhagen representatives:

9. Bjarne Winge, director, Finance Administration.
10. Tobias Børner Stax, director, Child and Youth Administration.
11. Sven Bjerre, director, Social Services Administration.
12. Michael Baunsgaard Schreiber, director, Employment and Integration Administration.

The Employment and Integration Administration had advance agreement from the proposed members for their participation in the Expert Group, subject to the approval of the Employment and Integration Committee.

Organisation

The work of the Expert Group was co-ordinated by VINK under Pernille Kjeldgård, head of office.

Target group

Young Copenhagensers at risk of radicalisation.

Expected result of the initiative

This initiative is expected to result in a more effective and knowledge-based foundation for the anti-radicalisation efforts in the City of Copenhagen. On the basis of the Expert Group's recommendations, which will be presented to the Employment and Integration Committee, the Employment and Integration Administration will prepare a proposal for a new strategy and action plan for VINK to the committee for its final approval.

