
Preventing Radicalization and Discrimination in Aarhus

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A short description of the strategies and work carried out in relation to:
"Preventing radicalization and discrimination in Aarhus"

Work in this area began as a pilot project in 2007. The aim of the project was to prevent the radicalization - political as well as religious - of young people thereby promoting safety and well-being. On the 1st of January 2011, the project, its operations and leadership were passed over to SSP Aarhus. (SSP is an alliance between Social Services, Schools and The Police)

Definitions and clarification of concepts

Radicalization is defined as:

- A process that leads to a person increasingly accepting the use of violence or other unlawful means to achieve certain political or religious goals.
- Risk behaviour in relation to others (security) and oneself (well-being). Defined in the context of this work as violent extremism, which is understood as: The use of violence or other unlawful means to achieve certain political or religious goals. Radicalization is seen as a phenomenon that can occur in extreme political and religious environments.
- Discrimination is understood in accordance with Danish law as discriminatory treatment, which leads to a person receiving inferior treatment and having worse opportunities than others because of, for example, their sex, colour, religion, political opinion, nationality, social or ethnic origin. Efforts are also concentrated on working with the concept of institutional discrimination, which is understood as an organisation's/institution's failure to provide an appropriate and professional service to users because of their colour, culture or ethnic group - including the impact of employees' unwitting prejudice and ignorance, etc. Discrimination is considered as one of the most important factors in creating the conditions for the growth of radicalization. Considering this, our efforts are based on the premise that:
 - a sustainable and cohesive community is developed across social backgrounds, ethnic and cultural affiliations.
 - cohesion is supported by the fact that everyone experiences and utilises citizenship.
 - the experience of discrimination and lack of experience of citizenship is one of several factors that can lead to radicalization.
 - prevention of radicalization in Aarhus also includes an active effort against discrimination.

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A description of the work undertaken:

The work to prevent radicalization and discrimination is a collaboration between East Jutland Police and Aarhus Municipality, and is undertaken as a supplement to the existing crime prevention efforts for young people up to 18 years. In this instance, efforts have been targeted at young people up to 25 years.

Goals and objectives:

The strategy is to regard radicalization in the same way as any other crime prevention work that requires general, group related and specific actions.

Work is on-going, with four key objectives/initiatives:

- Design and execution of a coordinated prevention of radicalization.
- Guidance and counselling on radicalization.
- Covering the subject of radicalization in groups or with individuals.
- Handling of individual cases of radicalization of young people at risk.

Organisation:

Daily operations are carried out by an interdisciplinary working group consisting of the SSP, Department of Social Affairs and Employment, East Jutland Police and Department for Children and Young People.

Work Parameters:

The field of work lies between, on the one hand, the constitutional rights of freedom of expression and political and religious activism, and on the other hand, violations of Penal Code § 114 (terrorism clause) and other politically or religiously motivated crimes. Violation of this part of the Penal Code involves a special risk to the safety of others and risk to the young person's own future and well-being.

The specialized work in Aarhus consists of the following areas:

A. Design and execution of the coordinated prevention of radicalization:

- A cross-sector and interdisciplinary working group operates with the participation of East Jutland Police and Aarhus Municipality.

B. Advice and guidance on radicalization:

- An information centre has been established to deal with inquiries about radicalization and to give advice and guidance in respect to those inquiries.
- Employees who teach or work with children and young acquire up-to-date knowledge about radicalization and its prevention.
- Knowledge about radicalization is disseminated to institutions and associations.
- Information on the experiences and the work undertaken by Aarhus Municipality is gathered and disseminated to other municipalities in East Jutland County Police district.
- There is direct dialogue with young people.

C. Identification of radicalization of groups or individuals

- For inquiries about concern of radicalization, investigations will be undertaken to establish whether there is in fact an instance of radicalization, and if so, how this was expressed or came to light.

D. Handling of individual cases of people at risk from radicalization

- Upon detection of troubling, radicalized risk behaviour, advice and guidance on appropriate preventive measures and/or a specialized mentor programme is provided, to prevent or stop the further development of radicalized risk behaviour.
- Potential or returning Syria Volunteers are offered counselling, guidance and possibly an exit strategy.
- Parents of radicalized youths, or youths at risk of radicalization, are offered counselling, for example, in the form of a parent network. In January 2010, 'Infohus' (Infohouse) was inaugurated. Here, public servants and private citizens can bring concerns they might have for a specific youth. 'Infohus' is staffed by police, who have an interdisciplinary work group that support them to clear inquiries, for example, if there was an "innocent youth rebellion", or there is grounds for a survey of a youth's environment, social circles and schooling, etc. Against this background, the working group consider possible initiatives.

Mentor involvement:

From the spring of 2011, it has been possible to assign a mentor as an intervention in relation to a youth, where there is concern about radicalization. Since September 2014, 21 mentors have been assigned to work on the programme (and more are due to be assigned or are under agreement), in cases where a youth and his or her parents have agreed to a mentor being assigned. In the autumn of 2011, a collaboration with Aarhus University Department of Psychology, under the leadership of Professor Preben Bertelsen, got under way. Through his work on the concept of life psychology, Professor Preben 22nd of September 2014 Bertelsen has contributed to developing the skills of a corps of nine mentors and four mentor consultants. The intention is to equip the mentors with useful tools to support them in their work with the young mentees, who often lack basic life skills, which can be instrumental in keeping them attached to extremist circles.

Dialogue-based workshop for young people:

Under the title "Enhanced dialogue and counselling on radicalization for youths in bilingual environments", an idea for a dialogue-based workshop targeting young school children in the 9th and 10th grades, high schools and other youth educations, was developed in the Spring of 2012, with the aid of a grant from the Ministry of Children, Equality, Inclusion and Social Relations. The idea of the project is: through early intervention, to make contact and achieve a more attentive and involved dialogue with young people, as opposed to that which is achieved by simply giving out general paper-based information leaflets. The workshop model consists of a 2-hour session plus a material pack and a teacher's guide including a proposal for a student assignment. From August 2012 to September 2014, there have been workshops for 72 classes/teams. Running concurrently, since the spring of 2013, there has been work on developing a model for an adult workshop aimed partly at parents and partly at adult professionals associated with young people. Funded by departmental grants, this work was run as a project until the 30th of June 2014. As of autumn 2014, the work will continue under funding from SSP. It has been agreed that from the middle of September 2014, there will be 30 classes and teams that will participate in dialogue based youth workshops.

Targeted actions for the over 18's

In the spring of 2012, Aarhus City Council agreed on an action plan for an expansion of the existing anti-radicalization efforts for children and young people in Aarhus. The action plan was adapted and targeted on the over 18-year-olds. This is a temporary project, which will run from the 1st of July 2013 to the 31st of December 2014.

The expansion of the anti-radicalization effort involves five main tasks:

- Local mapping of the area - need, scope and typology.
- Project and organizational development of an exit program for young people over 18 years covering radicalization and extremism.
- Development of a knowledge and competence bank. 22nd of September 2014
- Knowledge sharing with municipalities in East Jutland's Police District and nationally.
- Search for grants and sponsors to finance expansion efforts.

Model Municipality:

On request from the Office of Social Democracy, under the Ministry of Integration and Children, Aarhus has been designated a model municipality in relation to its work both covering this area, and for its continued work on preventing radicalization amongst young people.

Expansion of anti-radicalization efforts in East Jutland's Police District.

Via a grant from The Danish Security and Intelligence Service (PET), the work and experiences that Aarhus has in the prevention of radicalization among young people has been shared throughout the whole of the East Jutland Police District. The project was implemented in the autumn of 2012 and the spring of 2013, with dialogue meetings in the police districts of 6 local authorities, in addition to Aarhus, and there were also presentations for frontline workers.

Dialogue with the Somali community

There has been continuous dialogue with the Somali associations/mosques in Aarhus in connection with the general efforts to prevent radicalization, and as a follow up to a conference on radicalization in the Somali environment. There is an open dialogue on the areas of cooperation that exist between the Somali associations and the municipality/police regarding promoting integration and prevention of radicalization – including prevention of travel to Syria, which is included as a discussion point in the dialogue.

Contingency plans and actions in response to Syria volunteers from Aarhus

At the end of 2013, authorities were on stand by, ready to respond to the potential for volunteers from Aarhus going to or returning from Syria. The state of preparedness was a preventative measure and the work undertaken was a collaboration between East Jutland Police, Aarhus Municipality and Aarhus University. The preventative measures were

carried out with people residing in the Aarhus area. The work was carried out on the basis of international research, which reveals that staying in a conflict zone significantly increases the risk of radicalization. The work undertaken in this area sought to prevent radicalization and violent extremism, of both those thinking of joining the conflict or those who had already participated in the conflict in Syria, with two types of service:

- Individual counselling and advice for people who are thinking of travelling to Syria to participate in the conflict, either as a relief worker or combatant, or have returned after participating in the conflict. For returnees there is a form of after-care that among other things may have consisted of debriefing, a session with a psychologist, medical care, mentor contact and participation in an exit program.
- Guidance and counselling for families of people who intended to travel to Syria to participate in the conflict or have returned after participating in the conflict. Participation can be either as part of a network or as an individual.

Dialogue with the board of Grimhøjvej Mosque and The Muslim Youth Centre of Aarhus

Through the work to uncover risk groups in relation to radicalization it has been established that some individuals spend their time at Grimhøjvej Mosque-both travellers to Syria and people for whom there is some other concern for radicalization. At the beginning of 2014 therefore, dialogue was initiated with the board of the mosque on how to handle the situation and more generally on the prevention of radicalization. As an extension of this, dialogue was launched with The Muslim Youth Centre of Aarhus (A Salafist Association), which is based at the mosque. In 2013, 30 people travelled from Aarhus to Syria to participate in the conflict. As of August 2014, one person has been recorded travelling from Aarhus to Syria. This reduction is largely attributed to the dialogue with the communities from which recruitment takes place.

Exit programme for people in the Municipality of Aarhus involved in violent extremist acts

This memo describes the framework for an exit programme targeting adult citizens in the Municipality of Aarhus that are politically or religiously radicalised to such a degree that they are encouraging, supporting or carrying out violent, extremist acts based on a political or religious conviction. Since 2007 the Municipality of Aarhus has collaborated with the East Jutland Police District on the prevention of radicalisation and discrimination. Previously this programme has targeted young people under the age of 18, with the option to include people over the age of 18 based on specific assessments. In the 2012 budget conciliation in the Municipality of Aarhus, the parties involved in the conciliation decided

to expand the existing work to include adults. As part of the expansion it was decided that the responsibility for the measure targeting those over the age of 18 would unambiguously be placed in the Department of Social Affairs and Employment. However, there would be a professional and organizational link to the existing work which the SSP is in charge of. SSP is a collaboration between Schools, Social Services and Police working with crime prevention among children and youth. The purpose of the exit programme is two-tiered. Firstly, the goal is to help individuals exit extremist religious or political environments. Secondly, to establish conditions that ensure the inclusion of individual citizens as well as the inclusion in the society as fellow citizens. The exit programme primarily applies to local collaborators taking part in the specific exit measures and is to be seen in close connection to the existing work in the field of youth and adults in Aarhus. The exit programme is anchored in a task force and can be provided to citizens in the Municipality of Aarhus. Several of the exit measures described below is under continued development as various financing arrangements are explored. In addition, the exit programme is in a test phase during which the various measures will be regularly evaluated and further developed. The exit programme consists of the following measures:

- Risk assessment and referral
- Counselling and guidance
- Compulsory mentor processes
- Education and employment
- Housing
- Psychology sessions
- Network resources
- Anchoring of faith/political conviction
- Medical treatment

1. Risk assessment and referral

1) Contents:

The Info House is the entrance to the exit programme. This means that all initial inquiries regarding concerns about radicalisation go through the Info House. Contact to potential exit candidates can be established in several ways, e.g. through inquiries from citizens, relatives, or municipal employees. Upon the first inquiry, the Info House employees quickly carry out a process to identify the individual's motivation for participating in an exit process. If needed this process can take place in collaboration with other professionals, e.g. from the task force. The task force is established with the purpose of discussing and handling cases regardless of the age of the individual citizen. The task force members are representatives

from The Department of Children and Young People, The Department of Social Affairs and Employment, and the East Jutland Police District. When it comes to the exit programme, the task force refers to a steering committee with representatives from The Department of Social Services (chairperson), the East Jutland Police District, The Department of Children and Young People, the Department of Employment and the Danish Prison and Probation Service. Individual cases assessed by the Info House as being relevant in regards to exit are presented to the task force which then handles the individual case work in regards to radicalised young people and adults. Based on the various qualifications represented in the task force, the task force performs a broadly-based assessment of the individual case in order to identify which services the individual citizen needs. Upon completion hereof the task force makes its recommendation for an exit process to be approved by the management of the Department of Social Services and the East Jutland Police District. The individual exit programme will typically be financed as individual case in the Department of Social Services and Department of Employment. Therefore the individual programme must be approved by the respective authoritative bodies before the measures can commence. In addition a written consent from the individual exit candidate allowing exchange of information between the authoritative bodies must be procured before approaching the respective authoritative bodies. With this written consent the regular rules regarding exchange of information laps. It is the Info House's responsibility to procure the written consent.

An exit process is an individually planned process and therefore the type of measures provided will vary from case to case depending on the citizen's motivation, eligibility, and needs. A written agreement of cooperation is prepared for every individual in an exit programme with the purpose of targeting the measures and providing clarity regarding the purpose of the exit process. Every individual in an exit process is assigned a contact person from the Info House. This employee is responsible for drawing up the written agreement of cooperation and must keep continuous contact with the individual - as a minimum once a month.

2) Participants and financing:

Risk assessment and referral is initially performed by the Info House under the East Jutland Police District. The Info House is manned by two police constables and an employee of the Department of Social Services. As a prerequisite for making the completion of risk assessment and referral possible the respective authoritative bodies must provide the necessary employee resources.

2. Exit programme - measure components

Counselling and guidance

1) Contents:

The Info House employees can continuously offer the citizen individual counselling and guidance, including guidance and counselling regarding exiting a violent and extremist environment. In addition counselling for relatives and people in the individual's social network can also be offered by the Info House. In cases where the Info House recommends a citizen for an exit process, the case is brought to the task force.

2) Participants:

Usually it is the Info House employees that plan and participate in the meetings. If necessary, other professionals (such as e.g. a psychologist) may be asked to participate.

Compulsory mentor processes

1) Contents:

The individual citizen is always assigned a mentor whose job it is to provide support throughout the various exit measures provided. The purpose of this is to provide coherence and continuity in the exit process - e.g. in regards to the collaboration with various authoritative bodies. The scale and scope of the measure depends on the specific needs of the individual citizen and will always be organized as a temporary and focused measure with the purpose of ensuring the citizen's capability of handling the challenges that the radicalisation has resulted in. Basically the mentor's task is to supervise and provide the support needed to enable the individual's inclusion in society. The target of the mentor's basic task is to facilitate the individual's inclusion in society.

2) Participants:

The individual mentor is assigned a consultant who carries out continuous supervision and consulting regarding the development of the mentor/mentee process. In addition the mentor is part of a specialised mentor corps meeting monthly with the mentor consultants. All mentors must complete an educational programme before being assigned a mentee. Mentor processes in exit cases are expected to be more challenging than mentor processes in the preventive part of the anti-radicalisation work. The mentor processes are therefore closely followed by the mentor consultant who provides monthly status reports on the exit process to the task force. Currently all mentors are males since the majority of the cases are young

men. If more women become part of the target group the mentor corps will be changed accordingly.

Education and employment

1) Contents:

With the purpose of including the citizen in the society his or her attachment to the labour market and educational system will be considered. Based on this status it will be decided whether the citizen needs support in returning to the labour market or the educational system if attachment hereto has been discontinued.

2) Participants:

The assigned mentor must continuously provide the support needed to ensure the individual's continued contact with the system and to support the processes initiated in regards to employment and/or education.

Housing

1) Contents:

As a starting point relocation is not a part of the exit programme. However, it may under exceptional circumstances be necessary for the individual citizen to physically leave the violent environment and therefore assignment of new housing may in rare cases be part of the exit programme. In these cases the agreements known from biker and gang exit programmes may be utilized.

2) Participants:

The Social Housing Department will typically be asked to assist as it does in normal cases of application for emergency housing.

Psychology sessions

1) Contents:

Individuals provided with an exit process are offered a limited number of sessions with psychologist. These sessions are based on the method known as "life psychology". In cases with the need for longer lasting therapy an application for such is made through the health system and the individual's general practitioner.

2) Participants:

Presently these sessions are carried out by Mr. Preben Berthelsen and they are for paid by the SSP. Currently the possibilities of acquiring additional psychological assistance, including buying external psychological assistance and/or whether to hire internal psychologists, are being explored.

Network resources

1) Contents:

As a part of the exit process it is vital to focus on the individual's network and whether there could be some among these people that could be part of and assist in supporting the individual in his or her exit process. For example parents of children who take part in violent environments are offered participation in a network of parents in similar situations. In some cases it may be necessary to look beyond the individual's close network (e.g. family members) and create alternative networks.

2) Participants:

The Info House employees have the initial contact with the individual and therefore perform a screening of the individual to assess whether close relatives or friends can be included in the process or whether there is a need to consider alternative communities. In those cases where it will be meaningful to include parents, spouses or others, the East Jutland Police District will carry out counselling and guidance. In addition parents will receive an offer to participate in the existing parental network. In cases where it is necessary to consider alternative networks the mentor plays a central part in motivating the individual to participate.

Anchorage of faith/political conviction

1) Contents:

Religion or storing political convictions can play a crucial part in people's lives. Individuals offered exit processes may therefore feel a need to discuss religious or political issues and thereby attain a more nuanced view of things.

2) Participants:

At this point it is still uncertain who will be in charge of the measure regarding the anchoring of the individual's faith or political conviction. It may be a priest, philosopher, or other scholar. Therefore it must be considered what the correct help is in each specific case. The intent is not for the participants to be employed as part of the programme but the

measure should instead be volunteer-based. In some specific cases the mentor may be able to fill the role as part of the mentor process. The exit candidate's need for the anchoring of faith or political conviction may be part of the considerations when assigning a mentor.

Medical care

1) Contents:

Exit candidates may be in need of physical medical care. Medical care must go through the ordinary health care system.

2) Participants:

The assigned mentor must, with his or her knowledge of the ordinary system, help the exit candidate gain access to the ordinary health care system.

3. Delimitation of exit processes

An exit process will typically take up to a year but it may be either shorter or longer depending on the needs of the individual citizen. In addition the Info House employee will follow and stay in contact with the citizen both during and after the completion of the exit process. The exit process will be completed once the citizen has reached the objectives identified in the written agreement of cooperation. The exit process may be terminated at any time by either the citizen or the authorities if the citizen does not adhere to the agreement entered into. Termination of an exit process is decided by the management representatives of the steering committee from the East Jutland Police District, the Department of Social Services, and the Department of Children and Young People.

4. Organization

The exit programme is a part of the expansion of the anti-radicalisation work and is rooted in the Department of Social Services. The anti-radicalisation work takes place in close collaboration with the East Jutland Police District, the Department of Employment, and the Department of Children and Young People and is organized in close interaction with the current anti-radicalisation work. This means that it will be the task of the established task force to assess whether an individual citizen should be offered an exit process. The task force then recommends the exit candidate for final decision making by the steering committee for expansion of the anti-radicalisation. The steering committee consists of representatives from East Jutland Police District, the Department of Social Services, and the Department of Children and Young People

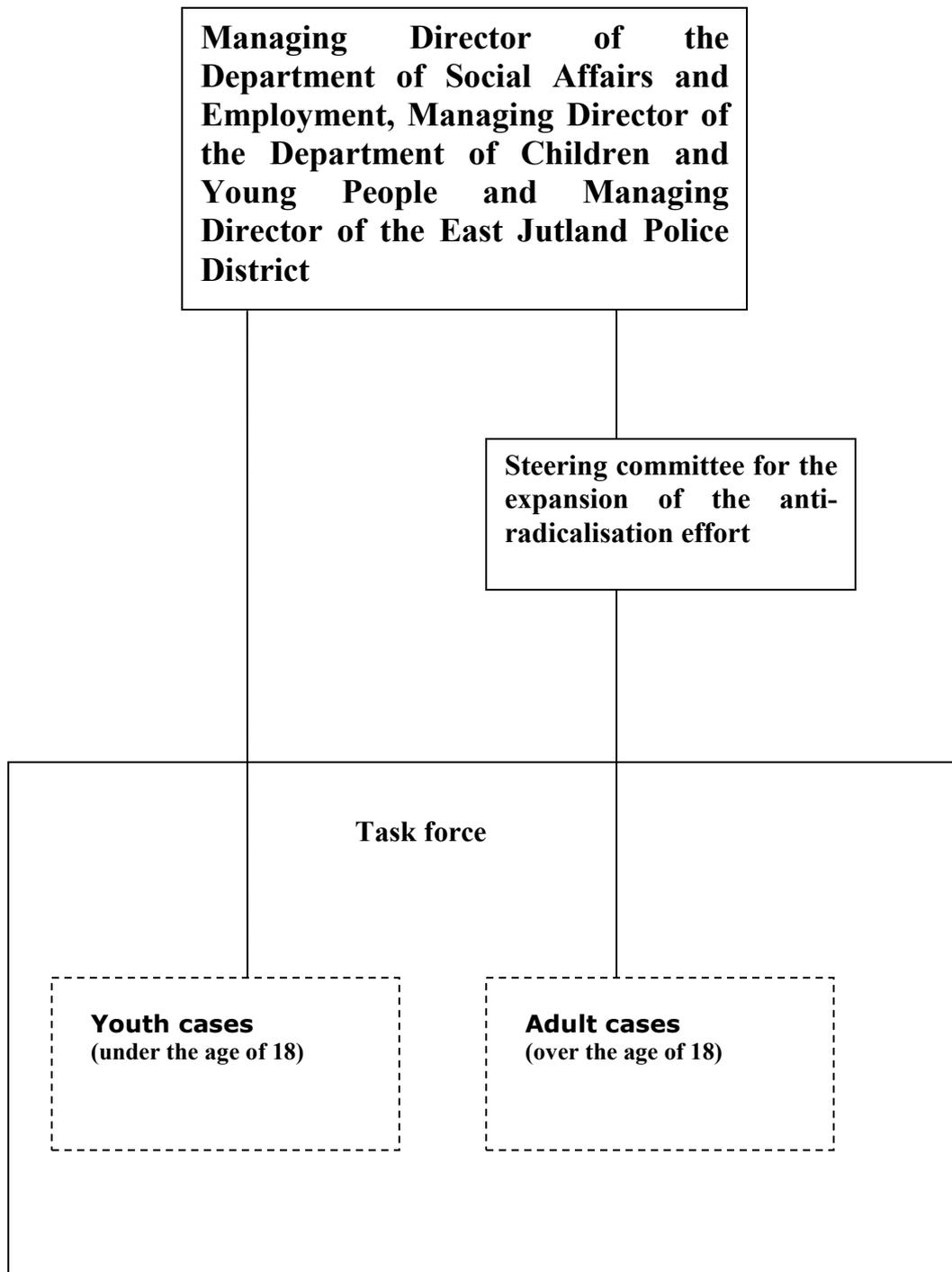
5. Communication

Knowledge of the exit programme is disseminated through existing channels such as presentations, workshops and dialogue meetings. In addition a website providing information on the exit programme will be developed in 2014. Information regarding the exit programme for the specific target group is provided in the introductory paragraph regarding establishment of contact.

6. Collaboration with other parties

Depending on the individual's particular situation, collaboration with e.g. c (the PET) or the Danish Prison and Probation Service may be needed. This will always be based on an individual assessment. Contact with the Danish Security and Intelligence Service will always go through the police district of East Jutland while contact with the Danish Prison and Probation Service will go through the existing SSP+ (Schools, Social Services and Police co-operation work targeting people aged 17-25) collaboration of the Municipality of Aarhus.

Appendix 1
Organizational Chart of anti-radicalisation effort



Appendix 2**Topic: Exit programme specifically for Syria volunteers**

October 2014

The exit programme for radicalised citizens in the Municipality of Aarhus is at first being tried out on individuals who have voluntarily participated in the civil war in Syria, because this is a current problem. This appendix describes a number of points to pay attention to related to this target group.

1. Risk assessment and referral

In connection with the Syria problems emergency measures have been set up ensuring a team responsible for handling individual cases regarding citizens who have participated in the Syria conflict - either as emergency relief personnel or as active participants in the armed conflict. The initial contact with returned Syria volunteers is made by the ready group who performs the initial screening and risk assessment.

The East Jutland Police District chairs the team which consists of employees from the East Jutland Police District, the Department of Social Services, and a psychologist from the University of Aarhus.

2. Exit programme - effort components*2.1 Counselling and guidance*

As the initial target group for the exit programme Syria volunteers are offered e.g. counselling and guidance regarding:

- The risk of staying in a conflict zone: physical trauma, psychological trauma, radicalisation, and derived effects on family and friends.
- The risk of prosecution under the terrorism legislation upon returning to Denmark, if you participate in certain parties in the Syria conflict.
- The possibility of getting help regarding one's own situation, including help to exit the extremist environment.

For individuals who have been in Syria during the civil war and now have returned to Denmark, counselling and guidance may be offered regarding:

- Screening for possible trauma and radicalisation.
- Counselling and guidance on where to find help through the ordinary system and the specialised anti-radicalisation work in Aarhus.

Usually the Info House plans and participates in the meetings. The Info House is part of the East Jutland Police District and is manned by two police constables and an employee of the Department of Social Services. If necessary, professionals (such as e.g. a psychologist) may be asked to participate.

2.2 Education and employment

On the basis of the press coverage of the Syria problems, it is expected that educational institutions will be cautious, when it comes to accepting citizens who have been in Syria. It is therefore necessary to inform the local educational institutions about the local anti-radicalisation work - including information on the team responsible for handling individual cases regarding citizens who have participated in the Syria conflict and the thorough screening that is carried out before an individual is referred to an exit process. Agreements with the educational institutions are not made in advance but rather as needed.

2.3 Therapy sessions with a psychologist

When it comes to Syria volunteers, experts believe that individuals who have stayed in war zones are at risk of developing PTSD. Subsequently a meeting with the Clinic for PTSD and Transcultural Psychiatry has taken place in May 2014. The clinic is very interested in a collaboration regarding young people who have developed PTSD after participating in the Syrian conflict.

Appendix 3
Illustration of exit process

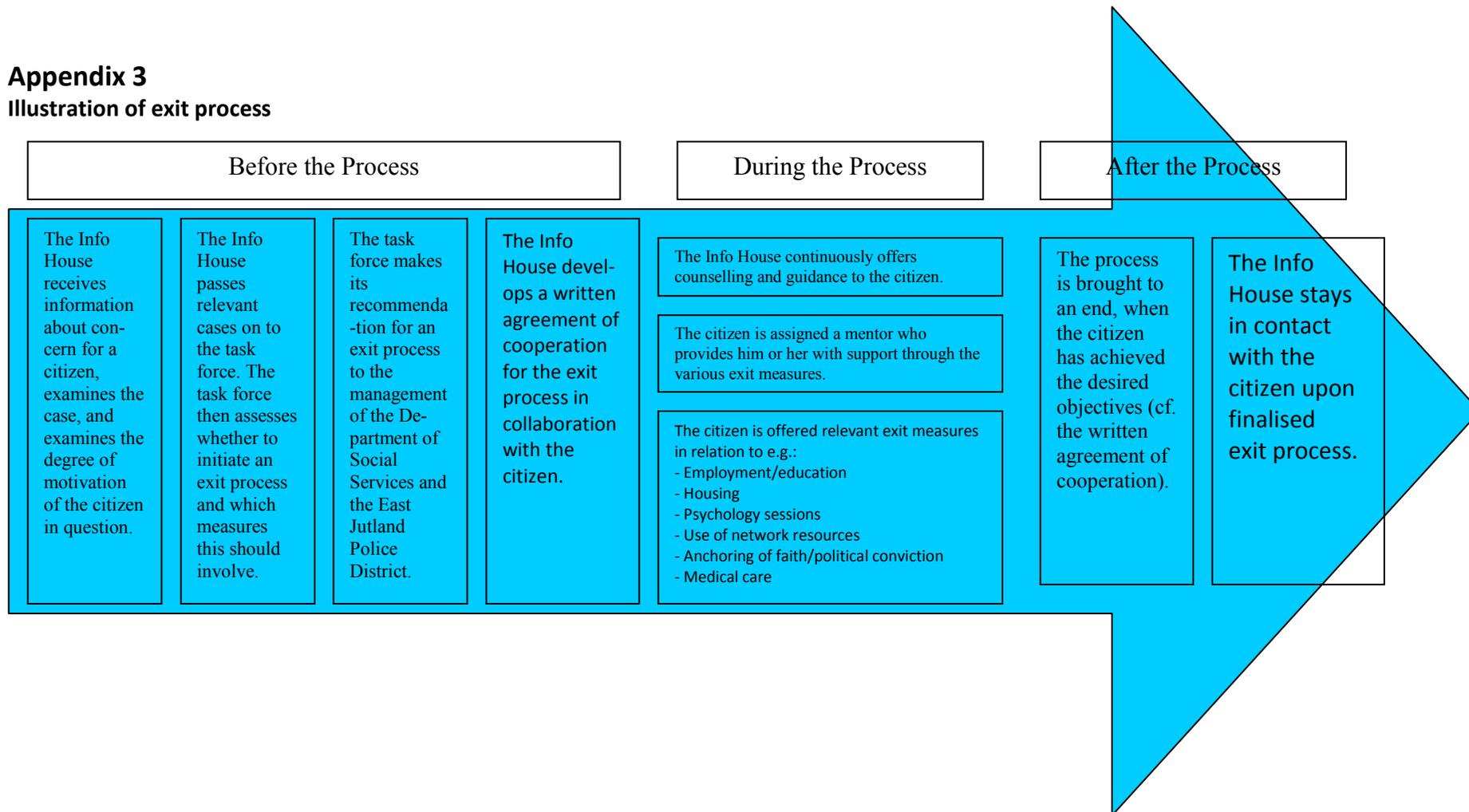


Illustration of process for Syria volunteers

