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# National Action Plan for the Prevention and Combating of Violent Radicalisation and Violent Extremism 2024–2027

Government resolution 11 July 2024

Publications of the Ministry of the Interior 2024:14

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Ministry of the Interior Helsinki 2024

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**National Action Plan for the Prevention and Combating of Violent Radicalisation  
and Violent Extremism 2024–2027**  
Government resolution 11 July 2024

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**Abstract**

The Programme of Prime Minister Petteri Orpo's Government states that an updated national action plan for the prevention and combating of violent radicalisation and extremism will be drawn up. The Ministry of the Interior prepared the action plan, which was adopted as a government resolution on 11 July 2024. Government resolutions are binding on the Government that adopted them.

The Action Plan for the Prevention and Combating of Violent Radicalisation and Violent Extremism 2024-2027 defines actions for preventing and combating violent radicalisation and violent extremism. The actions are divided into national-level, regional-level and local-level activities and individual-level work. The total number of actions is 43 and they are related to the areas of responsibility of several different stakeholders. The key themes of the Action Plan are the prevention and combating of all forms of violent extremism, cooperation between different stakeholders, strengthening competence and raising awareness.

The Action Plan is based on earlier work and action plans carried out in Finland and continues the key themes identified in them. In addition, the Action Plan takes into account the current situation and needs, and aims to anticipate changes that may occur in phenomena related to violent extremism. New stakeholders are also involved in the implementation of the Action Plan.

**Keywords** radicalisation, extremism, prevention, combating, security

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Kansallinen väkivaltaisen radikalisoitumisen ja väkivaltaisen ekstremismin  
ennaltaehkäisyn ja torjunnan toimenpideohjelma 2024–2027  
Periaatepäätös 11.7.2024

<b>Sisäministeriön julkaisuja 2024:14</b>		<b>Teema</b>	Sisäinen turvallisuus
<b>Julkaisija</b>	Sisäministeriö		
<b>Tekijä/t Kieli</b>	Jenni Raitanen suomi	<b>Sivumäärä</b>	47

**Tiivistelmä**

Pääministeri Petteri Orpon hallituksen ohjelmassa on linjattu päivitettävän kansallisen väkivaltaisen radikalisoitumisen ja ekstremismin ennaltaehkäisyn ja torjunnan toimenpideohjelman laatimisesta. Sisäministeriössä valmisteltiin toimenpideohjelma, joka hyväksyttiin valtioneuvoston periaatepäätöksenä 11.7.2024. Periaatepäätökset sitovat sitä hallitusta, joka on ne hyväksynyt.

Väkivaltaisen radikalisoitumisen ja väkivaltaisen ekstremismin ennaltaehkäisyn ja torjunnan toimenpideohjelma 2024–2027 määrittelee toimenpiteitä väkivaltaisen radikalisoitumisen ja väkivaltaisen ekstremismin ennaltaehkäisyyn ja torjuntaan. Toimenpiteet on jaoteltu kansallisen tason toimintaan, alueellisen ja paikallisen tason toimintaan sekä yksilötason työskentelyyn. Yhteensä toimenpiteitä on 43, ja ne liittyvät useiden eri toimijoiden toimialaan. Keskeisiä teemoja toimenpideohjelmassa ovat kaikkien väkivaltaisen ekstremismin muotojen ennaltaehkäisy ja torjunta, yhteistyö eri toimijoiden välillä sekä osaamisen vahvistaminen ja tiedon lisääminen.

Toimenpideohjelma pohjautuu aiemmin Suomessa tehdylle työlle ja toimenpideohjelmille, ja jatkaa näissä tunnistettuja keskeisiä teemoja. Lisäksi toimenpideohjelmassa on huomioitu nykypäivän tilanne ja tarpeet sekä pyritty ennakoimaan muutoksia, joita väkivaltaiseen ekstremismiin liittyvissä ilmiöissä voi tapahtua. Toimenpideohjelman toteutukseen on saatu mukaan myös uusia toimijoita.

**Asiasanat** radikalisoituminen, ääriajattelu, ennaltaehkäisy, torjunta, turvallisuus

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## Det nationella åtgärdsprogrammet för förebyggande och bekämpning av våldsbejakande radikaliserings och våldsbejakande extremism 2024–2027 Statsrådets principbeslut 11.7.2024

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### Referat

I regeringsprogrammet för statsminister Petteri Orpos regering ingår en föresats om att utarbeta ett uppdaterat nationellt åtgärdsprogram för förebyggande och bekämpning av våldsbejakande radikaliserings och extremism. Åtgärdsprogrammet bereddes vid inrikesministeriet, och programmet godkändes i form av statsrådets principbeslut den 11 juli 2024. Principbesluten binder den regering som har godkänt dem.

I åtgärdsprogrammet för förebyggande och bekämpning av våldsbejakande radikaliserings och våldsbejakande extremism 2024–2027 fastställs det åtgärder för att förebygga och bekämpa våldsbejakande radikaliserings och våldsbejakande extremism. Åtgärder har delats upp i arbete på nationell, regional och lokal nivå och på individnivå. Antalet åtgärder är sammanlagt 43 och de anknyter till flera olika aktörers verksamhetsområden. Centrala teman i åtgärdsprogrammet är att förebygga och bekämpa alla former av våldsbejakande extremism, samarbetet mellan olika aktörer samt att stärka kompetensen och öka informationen.

Åtgärdsprogrammet baserar sig på tidigare utfört arbete och de tidigare åtgärdsprogram som utarbetats i Finland och fortsätter med de centrala teman som identifierats i dessa. I åtgärdsprogrammet har man dessutom beaktat nuläget och dagens behov och försökt förutse hur fenomen som anknyter till våldsbejakande extremism kan komma att förändras. Också nya aktörer medverkar i genomförandet av åtgärdsprogrammet.

**Nyckelord** radikaliserings, extremism, förebyggande, bekämpning, säkerhet och trygghet

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# 1 Background

## 1.1 Introduction

Violent radicalisation describes a process whereby people come to view violence as an acceptable means of achieving their ideological goals. People of varying age and background may become violently radicalised, and there is no common profile describing the members of this group.

Violent extremism means the ideologically inspired use, threat, encouragement or support of violence. This action may also cause tangible damage. Examples of the forms taken by violent extremism in practice include assaults, menace, acts of damage, and terrorist attacks in extreme cases. Violent extremism arises in the form of various ideologies, including radical Islamism, extreme right-wing ideology, and anti-establishment attitudes that are held to justify violence. Violent extremism is a continually evolving phenomenon. Work to prevent and combat violent radicalisation and violent extremism in Finland targets all forms of violent extremism. Preventing and combating violent radicalisation and violent extremism are an important part of counter-terrorism.

Violent extremist ideologies are typically associated with a notion of some kind of threat to an individual's reference group that is of such gravity that the use of violence in response to it is viewed as justified, or even as a duty. This generally reduces the deterrent effect of criminal penalties. It is more effective to seek to prevent violent radicalisation and violent extremism at the earliest possible stage. Various means of countering radicalisation and extremism nevertheless become important in situations where preventative measures are no longer sufficient.

The starting point and objective of preventing and combating violent radicalisation and violent extremism in Finland is to respect and safeguard human and fundamental rights and the rule of law. Successfully preventing and combating violent radicalisation and violent extremism also helps to reinforce public confidence and the experience of fairness in society.

Cooperation between various stakeholders is key to preventing and combating violent radicalisation and violent extremism. For prevention in particular, it is important for the whole of society to be involved. Preventative measures can help to avert violent radicalisation, violent extremism and other harmful phenomena.

Other parallel strategies and action programmes may also help to prevent violent radicalisation and violent extremism. For example, the Government action programme to combat racism and promote equality<sup>1</sup> also helps to achieve the goals of this Action Plan. Interfaces between various action programmes and strategies also highlight the need for interdepartmental collaboration to prevent violent radicalisation and violent extremism.

On the other hand, violent radicalisation and violent extremism are also influenced by factors that this Action Plan cannot affect. It is also worth noting that even though the Action Plan focuses on guiding various stakeholders in society with respect to prevention and resistance, this does not exclude the importance of actions taken by individuals and families in preventing and resisting phenomena. Comprehensive attention should also be paid, when formulating Action Plan measures and communications, to people who need support, guidance or information outside of their professional roles. Progress in several Action Plan measures will also improve the ability of various professionals to promote the involvement of this target group in preventing and combating violent radicalisation and violent extremism.

The expertise of various specialists has been broadly applied in preparing this updated Action Plan. The Action Plan is based on previous work and action plans implemented in Finland, and it continues the key themes that they identified. It also accommodates the current situation and needs, and seeks to anticipate changes that may occur in phenomena related to violent extremism. New stakeholders will also be involved in implementing the Action Plan.

The name of the Action Plan has now been updated to include not only preventative but also combating functions, meaning measures taken in response to conditions in which prevention is no longer sufficient. This modification nevertheless does not reflect any change in the target area of the Action Plan, as previous action plans have also included combating measures alongside prevention.

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1 The action programme is under preparation at the time of preparing this Action Plan. A draft version of the action programme may be viewed through the [Commenting Service](#). [in Finnish and Swedish]

## 1.2 Background and basis of the work

Finland has sought to prevent and combat violent radicalisation and violent extremism as a policy objective since the first national action plan<sup>2</sup> was adopted in 2012. Two further national action plans have subsequently been prepared<sup>3</sup>. This new updated Action Plan is the fourth of its kind, following a policy announcement in the Government Programme of Prime Minister Petteri Orpo<sup>4</sup>.

An external assessor evaluated implementation of the 2016 national Action Plan, and the assessment report was published in April 2019<sup>5</sup>. *The United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)* also conducted a country assessment on Finland in April 2019, submitting pertinent recommendations in the report of its assessment visit<sup>6</sup>.

The starting points for the background and working basis of the updated Action Plan for the Prevention and Combating of Violent Radicalisation and Violent Extremism are similar to those specified in the previous action plan. Violent extremism is a threat to democracy, fundamental and human rights, and social stability. The Constitution of Finland (731/1999) includes provisions ensuring that everyone has the right to life, personal liberty, integrity and security, and that no one shall, without an acceptable reason, be treated differently from other persons on the ground of sex, age, origin, language, religion, conviction, opinion, health, disability or other reason that concerns his or her person<sup>7</sup>. The ideology of violent extremism nevertheless typically divides people into *us and them*, assigning differing notions of human dignity to people and groups who are classed as opponents. This fundamental division also serves as a justification for using

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- 2 [Towards a Cohesive Society – National Action Plan to Prevent Violent Extremism 2012](#) [in Finnish with description sheet in Swedish]
  - 3 [National Action Plan for the Prevention of Violent Radicalisation and Extremism 2019–2023](#) [in Finnish with description sheet in Swedish], [National Action Plan for the Prevention of Violent Radicalisation and Extremism 2019–2023: Government resolution 19 December 2019](#)
  - 4 [A strong and committed Finland: Programme of Prime Minister Petteri Orpo's Government, 20 June 2023](#)
  - 5 [Assessment of the National Action Plan for the Prevention of Violent Radicalisation and Extremism by the Ministry of the Interior](#)
  - 6 [Report of the Counter-Terrorism Committee on its follow-up visit to the Republic of Finland \(9–11 April 2019\)](#)
  - 7 [The Constitution of Finland \(731/1999\)](#)

violence based on the ideology. The objective of preventing and combating violent radicalisation and violent extremism is to protect democracy, fundamental and human rights, and key principles of the rule of law.

The National Action Plan for the Prevention and Combating of Violent Radicalisation and Violent Extremism guides prevention and combating measures nationally, regionally and locally. International activity is also an important part of operations.

### 1.3 Preparation of the updated Action Plan

The National Action Plan for the Prevention and Combating of Violent Radicalisation and Violent Extremism was drafted in broad collaboration with various stakeholders. A steering group was appointed to guide preparation of the Action Plan, with representatives from the National Bureau of Investigation, the Ministry of Justice, the Finnish National Agency for Education, the National Police Board, the Finnish Defence Forces, the Prison and Probation Service of Finland, the Ministry of the Interior, the Ministry of Social Affairs and Health, the Finnish Security and Intelligence Service and the Ministry of Finance.

The work of preparing the Action Plan included arranging workshops on various themes related to violent radicalisation and violent extremism. A total of seven workshops were arranged<sup>8</sup>, involving representatives of ministries, agencies, universities, organisations and communities. The varying backgrounds of participants provided insight into diverse perspectives through versatile expertise. Recurring topics emerged in the discussions, despite the varying workshop themes. These included evolving ideologies and worldviews, the importance of community in violent radicalisation and in preventing it, and the importance of individual encounters in client work. Besides the thematic workshops, preparation of the updated Action Plan included commissioning a workshop based on future research. This assessed the most significant trends in violent extremism and formulated scenarios related to the phenomenon. These future-oriented scenarios enabled the workshop to provide a perspective for use in planning measures.

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8 Workshop themes: 1) Ideologies, current phenomena, anticipating future phenomena, 2) Defining the most important terms, 3) The gender perspective, 4) Children and young adults, 5) Internet, social media, new technologies, 6) Cooperation, 7) Other important issues

Besides the workshops, preparation of the Action Plan included a broad consultation with various stakeholders, initially in relation to drafting of individual measures, and subsequently with respect to drafting the Action Plan as a whole. A gender impact assessment recommended by the Ministry of Social Affairs and Health was also made when drafting the Action Plan.<sup>9</sup> The findings of the EU-funded INDEED project, in which the University of Helsinki was involved, were also applied when planning the assessment of the Action Plan.<sup>10</sup> The Police University College also produced material for the Ministry of the Interior related to drafting the Action Plan. Customised support for strategic communications of the Action Plan was in turn secured through the *Radicalisation Awareness Network* (RAN) of the European Commission. National and international documents and academic research were also considered when preparing the Action Plan.

## 1.4 National definitions

There are no established international definitions of violent radicalisation, violent extremism or terrorism.

Work in Finland has been based on the definitions adopted in the 2016 national action plan, and the same definitions were also substantially applied in the 2019-2023 action plan. These definitions have been further refined in this current Action Plan.<sup>11</sup>

**Violent radicalisation** describes a process whereby people come to view violence as an acceptable means of achieving their ideological goals. Violent radicalisation can lead to violent extremist or terrorist acts. There are always several root causes behind violent radicalisation, and violently radicalised people do not match any single profile. The factors that influence violent radicalisation have been studied quite extensively, and are related to general societal, social and individual-level factors.

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9 [Ministry of Social Affairs and Health: gender mainstreaming website](#)

10 [INDEED project website](#)

11 Since completing the previous action plan, terrorism has also been defined in the [Internal security glossary](#) [with English index]. This definition was applied in the definition used for this Action Plan.

**Violent extremism** means the ideologically inspired use, threat, encouragement or support of violence. Violent extremist activities can also cause tangible damage. Violent extremism may be associated with any ideology that justifies violence. It often involves an attempt to evoke feelings of fear and insecurity. Terrorism is the most extreme form of violent extremism. Hate crimes<sup>12</sup> are extremist offences when motivated by the extremist ideology of their perpetrator. Distinguishing concepts may nevertheless be problematic at times. The terrorist intent of the perpetrator of a terrorism-related offence is determined in Finland according to the definitions set out in chapter 34a, section 6 of the Criminal Code.

**Terrorism** as a phenomenon is typically an ideologically motivated, targeted activity that seeks to give rise to social unrest and fear, and to influence policymaking, through the use or threat of violence, or associated supportive measures. Terrorist attacks may cause loss of life and serious tangible damage. They may also have political and economic implications. Terrorism also involves supportive activities, such as disseminating propaganda, providing financial support to individuals and groups involved in terrorist activities, and recruiting new members to terrorist organisations.

Terrorist offences are specified in chapter 34a of the Criminal Code. The provisions of European Union statutes and the international obligations of Finland have also been accommodated when defining terrorist offences. A National Counter-Terrorism Strategy guides counter-terrorism operations in Finland.<sup>13</sup>

**Ideology** is understood in this Action Plan as thought structures based on such factors as interpretations of human communities, the world, religion, relations between people and states, human dignity and sanctity. These affect individual identity, moral concepts and other aspects of life.

**Target area for preventing and combating violent radicalisation and violent extremism.** Decisions and measures taken in various social policy fields may affect the prevalence of violent extremism. Successful policies in such areas as education, social affairs and health, and employment may help to prevent violent radicalisation and violent extremism. The failure of such policies may conversely create a breeding ground for these phenomena. While promoting wellbeing and preventing social exclusion are important functions for society, they will not alone suffice to

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12 For the definition of hate crimes, see the [Ministry of the Interior website on hate crimes](#) and the [police website on hate crimes](#).

13 [National Counter-Terrorism Strategy 2022–2025](#)

prevent violent radicalisation and violent extremism. It is also worth noting that even though the Action Plan focuses on guiding the prevention and combating measures of various stakeholders in society, this does not negate the significance of prevention and combating measures taken by individuals and families.

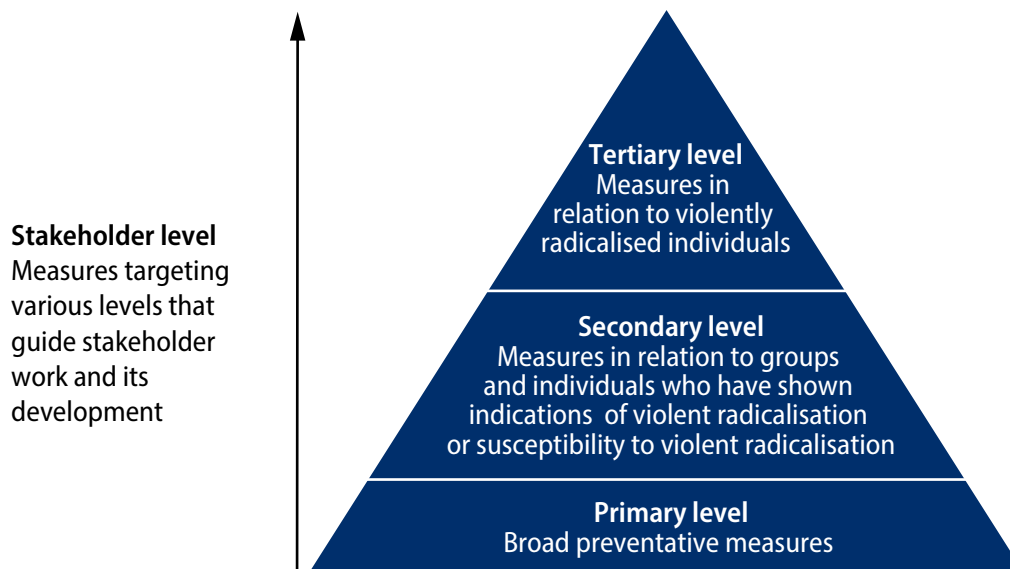
This Action Plan includes measures related to preventing and combating violent radicalisation and violent extremism.<sup>14</sup> Preventative measures are those that seek to preclude the emergence of violent radicalisation and violent extremism. Combating measures in turn concern situations in which prevention is no longer sufficient. These include situations in which the aim is to combat some threat related to violent extremism, or those involving work with individuals who have already been violently radicalised. Measures are divided into a primary, secondary and tertiary level<sup>15</sup>, and target individuals, groups and society more broadly.

The Action Plan also directs stakeholder measures at the primary, secondary and tertiary levels. For example, stakeholder work may include developing preventative services at the primary level, establishing operating procedures for managing observations that give cause for concern at the secondary level, and developing information exchange and collaboration between public authorities with respect to individuals who have already been violently radicalised at the tertiary level.

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14 Literature in English uses the concepts of *Preventing violent extremism* (PVE) and *Countering violent extremism* (CVE).

15 The primary, secondary and tertiary levels have been previously described with no stakeholder level description in several publications, such as [Challgren et al. 2016. Countering Violent Extremism: Applying the Public Health Model.](#)

**Figure 1.** Action Plan activity levels

## 1.5 Objectives of the Action Plan

Chapter 10 of the Government Programme of Prime Minister Petteri Orpo entitled “A safe, secure and resilient state governed by the rule of law” specifies the following scenario and objectives:

### **Situation picture**

Finland is a safe and stable state governed by the rule of law. However, the challenges facing our society and our citizens are becoming increasingly complex. These phenomena affect many sectors of society, and we need more cooperation and new practices to identify and address them. Changes in the operating environment also require an increase in the powers and resources of actors in the field of internal security and administration of justice. The rule of law rests on people’s trust in a fair society and justice system.

### **Long-term objectives for 2031**

Finland is a society built on trust, where security and justice are realised. The rule of law is the backbone of society. Public authorities lay the foundation for

a good life. The chain of administration of justice functions efficiently. Finland promotes the principles of democracy, civil society, fundamental and human rights and the rule of law in all of its activities.<sup>16</sup>

The Action Plan for the Prevention and Combating of Violent Radicalisation and Violent Extremism seeks to prevent and combat violent radicalisation and violent extremism in Finland. Successfully achieving this objective will promote the goals of the Government Programme.

## 1.6 Finland's strategy for preventing and combating violent radicalisation and violent extremism

The work of Finland in preventing and combating violent radicalisation and violent extremism is based on the following strategic guidelines for objectives and measures:

1. Work to prevent and combat violent radicalisation and violent extremism is based on respect for fundamental and human rights, a democratic society, and the rule of law. This work also promotes the realisation of these ideals in society.
2. Prevention of violent radicalisation and extremism targets all forms of violent extremism.
3. The work of preventing and combating violent radicalisation and violent extremism is based on verified data, sharing of information and informed leadership. Verified data are also needed concerning conditions in Finland.
4. Measures will be taken locally, nationally and internationally to prevent violent radicalisation and extremism. The work will be based on a partnership of various stakeholders and on multidisciplinary cooperation. Stakeholders will share information within the permitted statutory framework, with efforts made to eliminate obstacles to information exchange. The need to involve stakeholders from various sectors of society and all over Finland when planning and implementing the work is recognised, as is the importance of international cooperation.

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16 [A strong and committed Finland – Programme of Prime Minister Petteri Orpo's Government](#), p. 176

5. The expertise of people of varying background and a diversity of skills when preventing and combating violent radicalisation and violent extremism is also recognised.
6. This work involves identifying the threats to various individuals, groups and communities, to society more broadly, and to other potential targets arising from violent extremist ideologies.
7. Work to prevent and combat violent radicalisation and violent extremism has determined that violent radicalisation is an individual process influenced by many factors. The means applied in this work also vary accordingly in diverse situations and for different individuals.
8. Work to prevent and combat violent radicalisation and violent extremism also accommodates the gender perspective throughout.<sup>17</sup>

## 1.7 National coordination of measures to prevent and combat violent radicalisation and violent extremism

The Ministry of the Interior coordinates national measures to prevent and combat violent radicalisation and violent extremism.

A cooperation group coordinates joint national efforts in this field. The national cooperation group seeks to share current information among various stakeholders, to formulate a common vision of the state of violent radicalisation and violent extremism in Finland, and to share good prevention and combating practice. The Ministry of the Interior also forms small teams from the national cooperation group with a view to more concrete collaboration on individual themes. The Ministry of the Interior is responsible for chairing the national cooperation group and coordinating the small teams. The parties invited to the national cooperation group and the nature and number of small teams may be updated as required.

Besides national cooperation, the Ministry of the Interior and other parties involved in this work actively participate in international cooperation to prevent and combat violent radicalisation and violent extremism. The Ministry of the Interior also shares invitations to international training events with national partners, and seeks to promote deployment of international best practice in Finland.

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<sup>17</sup> For example, gender may influence someone's violent radicalisation process or activity related to a violent extremist ideology.

The Ministry of the Interior pays special attention to ensuring the comprehensive growth of competence throughout Finland when disseminating information nationally and forwarding training invitations.

## 1.8 Parties responsible for advancing the Action Plan

The Action Plan measures are divided into national, regional and local, and individual level work. The measures specify the *main responsible authority* together, where necessary, with some *other responsible party* and *important stakeholders* involved in the measure.

The work of preventing and combating violent radicalisation and violent extremism relates to the domains of a wide range of stakeholders in Finland, providing opportunities for broad and effective operations. The large number of stakeholders also raises problems of demarcation in precisely specifying the parties responsible for some measures. This applies in particular to measures that seek objectives related to the work of multiple stakeholders.

The definition of responsible parties also acknowledges such factors as the autonomy of municipalities and wellbeing services counties, and the dependence of organisation operations on available funding. Parties of this kind have accordingly *not been specified as responsible for measures*. Involvement of these stakeholders in preventing and combating violent radicalisation and violent extremism would nevertheless also be very important, and is particularly highlighted in local and individual activities. These parties have accordingly been specified as *important stakeholders* in several measures.

The starting point is to enable various stakeholders to identify the measures that relate to their own operations, sectors and possible statutory functions<sup>18</sup>, and to assess their means and opportunities for promoting these measures. Stakeholders are also always free to promote measures, even where they have not been specified as responsible parties. It is nevertheless crucial for advancing the Action Plan that various stakeholders are aware of the measures, and capable of identifying those measures that relate to their own sectors. The communications of various ministries and government agencies concerning measures are particularly highlighted for

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18 For example, a wellbeing services county may decide to confine functions within its territory to those that support its statutory mission. See the [Ministry of Finance website](#) for further details.

measures in which a planned activity focuses on local or individual work. Besides communications, any guidance, support and promotion of measures related to the role of ministries and government agencies in them will be determined in accordance with the responsibilities of these parties and the functions assigned to their operating sectors, and may include such elements as information guidance for their own administrative branches.

Several measures refer to the third sector, meaning such parties as organisations, religious congregations, sports clubs, foundations and various other communities.

The reform of regional state administration must also be accommodated in relation to the roles of Regional State Administrative Agencies and Centres for Economic Development, Transport and the Environment while implementing the Action Plan.<sup>19</sup>

As coordinator of work to prevent and combat violent radicalisation and violent extremism nationally, the Ministry of the Interior has the key function of ensuring the transmission of information related to the Action Plan. The Ministry of the Interior will be responsible for general regular communications related to the Action Plan.

Parties promoting measures will prepare their own more detailed plans for implementing them and review the need for collaborating with others as necessary. The Ministry of the Interior may support the preparation of implementation plans and the establishment of cooperation between various stakeholders as required.

## 1.9 Assessment of the Action Plan

As part of national coordination, the Ministry of the Interior is responsible for planning assessment of the progress of the Action Plan and for arranging its implementation. The progress of Action Plan measures will be assessed annually as a process evaluation based on verified information. A questionnaire will be used in the evaluation to ensure that it remains commensurate both between stakeholders and over time.

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<sup>19</sup> See the [Ministry of Finance website](#) for further details of the reform of regional state administration.

The annual assessment will seek to determine how implementation of the Action Plan is progressing, what kind of outcomes it has achieved, and whether there are any measures in which progress has yet to be made. A further assessment will be made in the latter case of the reason for lack of progress, and of how such progress could be assisted. The possible impact of the applied resources on advancing the measures will also be considered at the time of assessment.

The findings of the annual assessment will provide a basis for any required planning of more detailed measures by the Ministry of the Interior and the national partners. This enables the application of practical experience throughout the duration of the Action Plan. To ensure that any further more detailed measures are proportionate to ongoing conditions, any assessment of those measures will also always accommodate the latest national terrorism threat assessment published by the Finnish Security and Intelligence Service, together with other relevant current information and research on violent extremism. The Ministry of the Interior will be responsible for communications relating to the assessment and further more detailed measures.

Besides assessing the progress of measures, the Ministry of the Interior will also jointly pilot an evaluation of their effectiveness in relation to individual measures together with parties involved in implementation.

## 2 Measures

### 2.1 National operations

National work to prevent and combat violent radicalisation and violent extremism is done especially by ministries and government agencies that operate nationally. Researchers, organisations and other partners may also assist in promoting measures nationally. The active role of the Ministry of the Interior in coordinating measures nationally and harmonising the work of various stakeholders is highlighted at this level.

1. **Increasing researched information on violent radicalisation and violent extremism in Finland.** The objective is to gather more information on how violent radicalisation and violent extremism are expressed in Finland. A great deal of research on violent radicalisation and violent extremism has been done internationally. While this research can be applied, it is also important to gather more detailed research data related to the Finnish context, including such areas as examining factors related to age and gender, and considering possible regional differences or the effects of segregation. Researchers would play an especially important role in conducting the associated studies, while various investigations may also be conducted by third sector and other parties. The review may also use various official materials where possible, and may draw on such resources as phenomenon-level observations made regionally and locally. Promoting this measure will support informed leadership and annual planning of potential measures to refine the Action Plan.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:* researchers, third sector, National Institute for Health and Welfare

2. **Promoting communications in support of preventing violent radicalisation and violent extremism.** The goal is to promote prevention-boosting, systematic and current communications nationally and locally, accommodating the narratives and propaganda of violent extremist operators, misinformation and disinformation related to violent extremism, and the way in which these evolve.<sup>20</sup> The review of communications will also consider ways of reaching various target groups, including non-professionals. The Ministry of the Interior will promote this goal by coordinating a cooperation group of various parties engaged in communications related to the phenomenon in order to discuss related themes and share good practice.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:*

3. **A national violent extremism scenario will be compiled regularly based on commensurate information.** The goal is to obtain a rolling scenario for official use that may also assist in reviewing potential regional disparities and changes occurring in them. The scenario will draw on crime statistics and information acquired from various stakeholders, and will apply the *Sentimentti* data tool designed for use by security authorities of the Ministry of the Interior. The Ministry will be responsible for promoting the measure as part of its national coordinating role. A document intended for wider use may also be drafted from the scenario as required.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:*

4. **Increasing information on the link between violent extremism and other criminality in Finland.** The goal is to secure more information on the extent to which there are interfaces between violent extremist activity and other criminality in Finland. Each main responsible authority will be responsible for promoting the measure within its own sector. The Ministry of the Interior will coordinate a cooperation group of responsible parties in order to share information and apply it in the violent extremism scenario as agreed with the responsible parties. Researchers and other stakeholders may also assist in promoting the measure.

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20 [The National Counter-Terrorism Strategy 2022-2025](#) also includes a measure related to official communications after a terrorist attack.

*Main responsible authority:* National Police Board, Finnish Security and Intelligence Service, National Bureau of Investigation, Prison and Probation Service

*Other responsible parties:* Ministry of the Interior

*Important stakeholders:* Police departments, local cooperation networks, researchers, national cooperation group

5. **Increasing recognition of the impact of hate speech.** The goal is to increase recognition of the impact of hate speech on violent radicalisation and violent extremism. Hate speech may be related to such factors as a person's ethnic background, religion, gender or its expression, or sexual orientation. Hate speech often seeks to foster an image of its target group as inferior, untrustworthy or otherwise undesirable. For example, racism or misogyny may be expressed in the form of hate speech. The Ministry of the Interior will be responsible for promoting this measure as part of its national coordinating role, engaging in such activities as exchanging information on the phenomenon with key national, regional and local stakeholders while also having regard to parties working in digital environments.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:*

6. **Monitoring the international situation and events, evaluating their impact on Finland, and sharing information among stakeholders.**

The goal is to ensure that Finland is able to prepare proactively for the potential ramifications of the international situation and events, and that the necessary relevant information is available to various stakeholders. The international situation and events may concern such aspects as conflicts, the consequences of climate change, ideological shifts in how violent extremist operators perceive their adversaries, disinformation or misinformation. International, regional or internal conflict may cause growth in the foreign fighter phenomenon and other such developments. Each responsible party will take charge of promoting the measure in its own sector. The Ministry of the Interior will coordinate a cooperation group of responsible parties in order to share information and apply it in the violent extremism scenario as agreed with the responsible parties.

*Main responsible authority:* Ministry for Foreign Affairs, Finnish Security and Intelligence Service, Finnish Immigration Service, National Bureau of Investigation, Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:* researchers

7. **Increasing the knowledge of parties in an influential position about the impact of public debate on violent radicalisation.** The goal is to make people in influential positions more knowledgeable about the impact of public debate on violent radicalisation through discussion and disseminating of information. It is important to acknowledge the potential impact of public debate, for example, because violent extremist operators may exploit such debate as an instrument for weaving narratives related to their own ideologies. Public debate can also affect the general atmosphere of discussion in Finland. People in influential positions may include media representatives, politicians, religious leaders, and social media influencers. While the Ministry of the Interior will be responsible for promoting this measure, the third sector and other participants may also assist in this work.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:* the third sector

8. **Harmonising police department practices.** The goal is to develop policing so that practices supporting the identification of violent extremism and operating procedures for recording offences are optimally uniform nationwide. It is important to coordinate promotion of this measure with other developments related to policing.

*Main responsible authority:* National Police Board, Ministry of the Interior

*Other responsible parties:* police departments, National Bureau of Investigation

*Important stakeholders:*

9. **Strengthening the role of forensic psychiatry.** The goal is to reinforce expertise on violent radicalisation in the field of forensic psychiatry, while increasing the use of this expertise in preventing and combating violent radicalisation and violent extremism. This measure may be promoted in particular through training, cooperation and improved operating procedures. The Ministry of the Interior will promote this measure as part of its national coordinating role, while other responsible parties will advance it within their own sectors.

*Main responsible authority:* Ministry of the Interior, National Institute for Health and Welfare, Niuvanniemi Hospital national outpatient clinic

*Other responsible parties:*

*Important stakeholders:*

10. **Increased consulting with Niuvanniemi Hospital in circumstances involving a threat of targeted violence and a need for psychiatric evaluation.** The goal is to ensure adequate consideration of the symptoms of an individual's mental health, and that various stakeholders are aware and optimally capable of drawing on the services of the Niuvanniemi Hospital national outpatient clinic for consultation, assessment of the risk of violence, or planning of treatment and rehabilitation.  
*Main responsible authority:* National Institute for Health and Welfare, Niuvanniemi Hospital  
*Other responsible parties:* Ministry of the Interior  
*Important stakeholders:* local cooperation networks, national cooperation group
11. **Developing cooperation in identifying the impact of evolving technology in relation to violent radicalisation and violent extremism.** The goal is to increase the common expertise of private technology sector and national stakeholders involved in preventing and combating violent radicalisation and violent extremism concerning the special features of violent radicalisation and violent extremism in digital environments, and forecasting of the effects that artificial intelligence and other evolving technologies may have on violent radicalisation and violent extremist activities. Collaboration may also assist in reviewing ways of applying evolving technologies to prevent and combat these phenomena. The Ministry of the Interior will promote this measure through its national coordinating role, inviting various stakeholders to collaborate.  
*Main responsible authority:* Ministry of the Interior  
*Other responsible parties:*  
*Important stakeholders:* national cooperation group, private technology sector
12. **Establishing new partnerships.** The goal is to increase the participation of various stakeholders in society in preventing and combating violent radicalisation and violent extremism. Ways of building new cooperative partnerships with public, private and third sector stakeholders nationally, regionally and locally are being considered to promote this measure. The Ministry of the Interior and the national cooperation group will jointly examine promotion of this measure nationally, while also accommodating stakeholders that work in digital environments. Local cooperation networks in particular will play an important role locally and regionally in identifying needs and opportunities related to new cooperative partnerships, while

recognising the special features of their own regions.

*Main responsible authority:* Ministry of the Interior, national cooperation group, local cooperation networks

*Other responsible parties:*

*Important stakeholders:* municipalities

13. **Charting proven international practice for developing national operations.** The goal is to review operating models for arranging national coordination and cooperation between various stakeholders internationally, and especially in other Nordic countries, and to develop national cooperation models and national coordination by the Ministry of the Interior on this basis.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:*

14. **Increasing national coordination in relation to third sector funding.** The goal is to increase coordination with respect to finance received by the third sector for preventing and combating violent radicalisation and violent extremism in order to promote funding that is optimally systematic in the long term and nationally. The Ministry of the Interior will be responsible for promoting this measure through its national coordinating role, and will invite the required parties to participate in associated discussion, including a hearing of the views of third sector stakeholders.

*Main responsible authority:* Ministry of the Interior

*Other responsible parties:*

*Important stakeholders:*

15. **Applying the skills of young adults in preventing violent radicalisation and violent extremism.** The goal is to involve young adults from varying backgrounds and life situations in planning and implementing work to prevent violent radicalisation and violent extremism by enabling those young adults to highlight their own knowledge and skills. It is important to apply the expertise of young adults in such areas as social media and the world of digital games when planning prevention measures. Young adults also understand such aspects as the topics that arouse discussion in their age group, the venues for such discussion, and the experiences of young adults. It is important to apply the skills of young adults nationally, regionally and locally.

*Main responsible authority:* Ministry of the Interior, Ministry of Education and Culture

*Other responsible parties:* national cooperation group, local cooperation networks

*Important stakeholders:* the third sector, municipalities, Regional State Administrative Agencies, young adult advocacy groups<sup>21</sup>

16. **Training of Finnish Defence Forces personnel in identifying violent extremism and violent radicalisation.** The goal is for key Finnish Defence Forces personnel to be aware of phenomena related to violent extremism, to be able to recognise signs of violent radicalisation as part of their basic duties, and to receive advanced training for this function as required. The Ministry of the Interior may assist in promoting this measure as part of its national coordinating role.

*Main responsible authority:* Finnish Defence forces

*Other responsible parties:* Ministry of the Interior

*Important stakeholders:*

17. **Ensuring that the Finnish Defence Forces know the operating methods and procedures that govern the response to observations related to violent radicalisation and violent extremism.** The goal is for Finnish Defence Forces personnel to know how to respond to observations related to violent radicalisation and violent extremism, and where to turn for any necessary additional information or instructions. Observations related to violent radicalisation or violent extremism may arise, for example, in the course of national military service or military reserve training.

*Main responsible authority:* Finnish Defence forces

*Other responsible parties:*

*Important stakeholders:*

18. **Regular meetings of the Finnish Defence Forces with key partners in the context of preventing and combating violent radicalisation and violent extremism.** The goal is for cooperation to help ensure a common understanding of the situation, a flow of information, and cooperation between key stakeholders.

*Main responsible authority:* Finnish Defence forces

*Other responsible parties:*

*Important stakeholders:*

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21 See the [Suomi.fi website](https://suomi.fi) for examples of ways to influence young adults.

19. **Maintaining and developing the competence of Prison and Probation Service staff.** The goal is for staff engaged in various capacities at the Prison and Probation Service of Finland to receive support training in discharging their own duties, thereby enabling them to prevent and combat violent radicalisation and violent extremism more effectively as part of their basic functions. The Ministry of the Interior may assist in promoting this measure as part of its national coordinating role.  
*Main responsible authority:* Prison and Probation Service of Finland  
*Other responsible parties:* Ministry of the Interior  
*Important stakeholders:*
20. **Ensuring that the Prison and Probation Service has clear operating guidelines and procedures for managing observations related to violent radicalisation and violent extremism.** The goal is to ensure that all Prison and Probation Service staff know how to respond to observations of violent radicalisation or violent extremism, and enjoy the necessary support with respect to follow-up work related to such observations.  
*Main responsible authority:* Prison and Probation Service of Finland  
*Other responsible parties:*  
*Important stakeholders:*
21. **Improving information exchange of the Prison and Probation Service.** The goal is to streamline information exchange in order to reduce risks related to violent extremism within the Prison and Probation Service and with other public authorities. This development work will be harmonised with policies set out in the Government Programme.  
*Main responsible authority:* Ministry of Justice, Prison and Probation Service of Finland  
*Other responsible parties:*  
*Important stakeholders:*
22. **Reviewing risk assessment related to violent extremism as part of the client assessment practice of the Prison and Probation Service, and considering potential needs for improvement.** The goal is systematic recognition of risks related to violent extremism at various assessment stages, such as when conducting sanction assessments and preparing the sentence plan and individual risk assessment for those serving a combination sentence. The assessment enables better planning of individual measures for prisoners and clients of the Prison and Probation Service that respond to their requirements in relation to factors of risk and prevention.

*Main responsible authority:* Prison and Probation Service of Finland

*Other responsible parties:*

*Important stakeholders:*

23. **Specifying criteria for potential partners of the Prison and Probation Service, based on the values and strategic objectives of the Service.** The goal is to ensure that prisoners in particularly vulnerable positions are not targeted by potential partners for radicalisation into violent extremist ideologies.

*Main responsible authority:* Prison and Probation Service of Finland

*Other responsible parties:*

*Important stakeholders:*

24. **Cooperation related to discharged violently radicalised prisoners.** The goal is to ensure the ability to reduce risks and reinforce preventative factors related to violent extremism of discharged prisoners following their release. Highlighted partners in this respect will be municipalities, wellbeing services counties, police departments and third sector stakeholders.

*Main responsible authority:* Prison and Probation Service of Finland

*Other responsible parties:*

*Important stakeholders:* municipalities, wellbeing services counties, police departments, the third sector

25. **Maintaining and developing the competence of reception centre staff in relation to violent radicalisation and violent extremism.** The goal is for reception centre employees to receive training on violent radicalisation and violent extremism, together with training and information on current phenomena related to violent extremism. Already existing materials may be used in this training.<sup>22</sup> The Ministry of the Interior may assist in promoting this measure as part of its national coordinating role.

*Main responsible authority:* Finnish Immigration Service, reception centres

*Other responsible parties:* Ministry of the Interior

*Important stakeholders:*

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22 For example, [Worried about radicalisation? A guide for working with young adults](#) [in Finnish], University of Helsinki HY+ online training: [Preventing violent radicalisation and extremism in education](#) [in Finnish], Finnish Institute for Health and Welfare: [Online course on preventing violent radicalisation](#) [in Finnish], Save the Children Finland: [Encountering violent extremism and radicalisation in youth work](#) [in Finnish]. The Finnish Institute for Health and Welfare has also prepared the RATTI support tool for [assessing the need for support related to radicalisation](#) [in Finnish].

26. **Reporting observations at reception centres that are indicative of violent radicalisation and violent extremism.** The goal is for reception centre staff to report observations that are indicative of violent radicalisation and violent extremism in accordance with agreed procedures and legislation governing the disclosure of information.  
*Main responsible authority:* Finnish Immigration Service, reception centres  
*Other responsible parties:*  
*Important stakeholders:*
27. **Focusing support measures on reception centre clients for whom observations that are indicative of violent radicalisation have been made, or who are subject to concern in this respect.** The goal is for reception centres to focus support measures at the earliest possible stage on individuals of concern due to observations that could indicate violent radicalisation. Support measures and their adequacy should be reviewed at transitional stages, for example when a client comes of age or is transferred between reception centres.  
*Main responsible authority:* Finnish Immigration Service, reception centres  
*Other responsible parties:*  
*Important stakeholders:*
28. **Developing cooperation between reception centres, public authorities and other stakeholders.** The goal is for reception centre staff to collaborate actively with their own local and national stakeholders. This will emphasise multidisciplinary cooperation within the confines of statutes governing the disclosure of information. Cooperation may concern such activities as consulting, scenario sharing, and planning client service pathways.  
*Main responsible authority:* Finnish Immigration Service, reception centres  
*Other responsible parties:*  
*Important stakeholders:*

## 2.2 Regional and local operations

A wide range of parties are engaged in preventing and combating violent radicalisation and violent extremism regionally and locally. Regional state administrative agencies, municipalities, wellbeing services counties, local police departments and the third sector are particularly important stakeholders, as are centres for economic development, transport and the environment in the context of integration guidance and counselling.

Effective regional and local work to prevent and combat violent radicalisation and violent extremism relies on identification of phenomena, commonly understood operating procedures, and cooperation between various stakeholders. For example, various local stakeholders, such as public authorities and the third sector, may conduct discussions with a view to finding common objectives and ways of working.

It is important for operations to recognise and accommodate regional and local special features, and to use already existing and effective operating models. It is also important to continue policies on training and sharing of information that were already adopted under previous action plans in order to ensure the competence of new staff and keep the skills of previously trained employees up to date. Regional and local operations should also pay attention to how individuals and families in need of information or guidance in a non-professional capacity may also be taken into account as part of the process and outcome of promoting measures. Enhancing the competence of professionals working locally and regionally, for example, will better enable them to guide local residents in matters of violent radicalisation.

Local activities may be supported nationally and regionally by such means as developing operating models, and providing information guidance and advice. The Ministry of the Interior also supports local and regional stakeholders as part of its national coordinating role.

29. **Increasing expertise on violent radicalisation and violent extremism.** The goal is for professionals working locally to be aware of violent radicalisation and violent extremism as phenomena, and to know how to allow for them in their own work. The measure includes strengthening the competence of new staff and keeping the skills of previously trained employees up to date. It may be promoted by such

means as notifying colleagues of training and support materials in use<sup>23</sup>, and posting pertinent information on websites used by professionals. The Ministry of the Interior may assist in promoting this measure as part of its national coordinating role.

*Main responsible authority:* ministries, government agencies (communications on the measure, possible guidance, support and promotion of the measure), national cooperation group, local cooperation networks (communications on the measure).

*Other responsible parties:* Ministry of the Interior

*Important stakeholders:* municipalities, wellbeing services counties, regional state administrative agencies, the third sector, Association of Finnish Municipalities

30. **Informing professionals of the information exchange that is enabled and required under legislation governing their sector and sharing information within statutory limits.** The goal is for professionals to know the statutes that govern information exchanges in their field, and to be capable of applying this legislation in order to share information on observations that give cause for concern in the context of violent radicalisation or violent extremism with the appropriate parties and within statutory limits. Professional expertise may be promoted by such means as updating websites used by professionals to include details of legislation governing information exchanges in their own sector, reinforcing opportunities for consulting, and providing more detailed training.

*Main responsible authority:* ministries, government agencies (communications on the measure, possible guidance, support and promotion of the measure)

*Other responsible parties:*

*Important stakeholders:* municipalities, wellbeing services counties, regional state administrative agencies, the third sector, Association of Finnish Municipalities

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23 For example, [Worried about radicalisation? A guide for working with young adults](#) [in Finnish], University of Helsinki HY+ online training: [Preventing violent radicalisation and extremism in education](#) [in Finnish], Finnish Institute for Health and Welfare: [Online course on preventing violent radicalisation](#) [in Finnish], Save the Children Finland: [Encountering violent extremism and radicalisation in youth work](#) [in Finnish]. The Finnish Institute for Health and Welfare has also prepared the [RATTI support tool for assessing the need for support related to radicalisation](#) [in Finnish].

31. **Establishing a national cooperation network of regional and local authority operators.** The goal is for a national network to assist in increasing the competence of regional and local operators in the field of violent radicalisation and violent extremism, and to enable cooperation between regions and sharing of good practice. The Ministry of the Interior will be responsible for promoting this measure, inviting operators primarily from police departments and from public authorities working in the fields of risk management and security with municipalities, wellbeing services counties and regional state administrative agencies to join the cooperation network. Network functions will include enabling the Ministry of the Interior to circulate current information on phenomena related to violent extremism.  
*Main responsible authority:* Ministry of the Interior  
*Other responsible parties:* Ministry of Social Affairs and Health  
*Important stakeholders:* police departments, municipalities, wellbeing services counties, regional state administrative agencies, National Bureau of Investigation
32. **Continuing the work of existing local cooperation networks and establishing new ones, or accommodating phenomena related to violent extremism in existing local cooperation networks.** The goal is to promote cooperation of local stakeholders and the formulation of local scenarios in relation to violent extremism. It will often be expedient to apportion the work of local cooperation networks to existing local operating models. For example, if a cooperation network concerning some other aspect of security or crime prevention is already operating in a region, then it would be important to consider whether phenomena related to violent extremism could be added to the subject areas covered by this network. Key stakeholders in promoting this measure will be local and regional operators, with the Ministry of the Interior also promoting the measure as part of its national coordinating role.  
*Main responsible authority:* Ministry of the Interior, local cooperation networks  
*Other responsible parties:*  
*Important stakeholders:* municipalities, wellbeing services counties, regional state administrative agencies, police departments, the third sector

33. **Developing local operating models.** The goal is to ensure that local professionals know how to act and where to turn for more information when they have concerns about violent radicalisation or violent extremism. This measure would be promoted by supporting cooperation between local stakeholders, such as police departments, municipalities and wellbeing services counties, to establish procedures and specify a local or regional contact person. It would also be important to pay attention to ways of maintaining the phenomenon-level expertise of any such contact person. The Ministry of the Interior may support promotion of this measure as part of its national coordinating role, for example by sharing good operating models.  
*Main responsible authority:* ministries, government agencies (communications on the measure, possible guidance, support and promotion of the measure)  
*Other responsible parties:* Ministry of the Interior  
*Important stakeholders:* police departments, municipalities, wellbeing services counties, regional state administrative agencies, local cooperation networks
34. **Accommodating violent radicalisation and violent extremism in policing operations.** The goal is for the police to integrate combating of violent radicalisation and violent extremism into their operations, including as a part of criminal intelligence work, the pre-trial investigation of offences, preventative operations (such as in accordance with the powers and role of the police in Anchor work)<sup>24</sup>, and policing in digital environments. It is also important for the police to recognise the threats to various individuals, groups, communities and other parties (such as organisations) that emerge from how violent extremist ideologies perceive their adversaries. The threats that arise from such perceptions may relate to such characteristics as religion, political activity, ethnic extraction, gender or its expression, or sexual identity.  
*Main responsible authority:* National Police Board, police departments, National Bureau of Investigation  
*Other responsible parties:* Ministry of the Interior  
*Important stakeholders:*

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24 See the [Manual on multi-professional Anchor work](#) for further details.

35. **Boosting critical thinking skills and media literacy.** The goal is for people of varying age living in Finland to have the ability to evaluate the information that they receive, to recognise propaganda material, misinformation and disinformation, and other forms of influencing, and to behave responsibly in media environments. This measure may be linked to such topics as general media literacy, social media phenomena, or the identification of new phenomena that arise from evolving technology, such as various fake images and audio recordings at the phenomenon level. Municipal and other local stakeholders<sup>25</sup>, such as schools, educational institutions, libraries and youth workers, and the third sector, would play an important role in promoting this measure. The measure may be promoted nationally and regionally by such means as developing operating models and relevant modes of communication. The media will also have opportunities to influence the themes of this measure locally, regionally and nationally.

*Main responsible authority:* National Audiovisual Institute (promoting the measure), Ministry of Education and Culture, Finnish National Agency for Education, Ministry of Economic Affairs and Employment (communications concerning the measure, possible guidance, support and promoting the measure)

*Other responsible parties:*

*Important stakeholders:* municipalities, regional state administrative agencies, Centres for Economic Development, Transport and the Environment, the third sector, the media sector

36. **Supporting the development of interaction and constructive conflict resolution skills among children and young adults.** The goal is for children and young adults to learn how to act constructively in situations of disagreement, to be capable of accommodating the views of other dissenting individuals and groups with due regard for human rights, and to know where to turn for support in difficult situations. For example, schools, educational institutions, and municipal and third sector stakeholders working with young adults would play an

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25 This measure is already promoted as part of the basic work of various stakeholders, such as operations under the [national core curriculum for basic education](#) [in Finnish]. It would also be important for stakeholders to recognise the potential benefits of work that is already ongoing from the perspective of preventing violent radicalisation and violent extremism, and to develop forms of action related to the measure.

important role in promoting this measure locally.<sup>26</sup> The measure may be promoted nationally and regionally by such means as developing operating models and relevant modes of communication.

*Main responsible authority:* Ministry of Education and Culture, Finnish National Agency for Education, Ministry of Economic Affairs and Employment (communications on the measure, possible guidance, support and promoting the measure)

*Other responsible parties:*

*Important stakeholders:* municipalities, wellbeing services counties, the third sector, young adult advocacy groups<sup>27</sup>

37. **Increasing and developing the presence of professionals in digital environments.** The goal is to find ways for professionals to be present in various digital environments where children and young adults in particular spend their time, and thereby to increase the opportunities and expertise of professionals in preventing and tackling activities that give cause for concern and are indicative of or promote violent radicalisation. Municipal and third sector youth work and preventative police action locally would play an important role in promoting this measure in practice. The third sector and the private technology sector may also promote this measure. Previously developed activities may also be used to promote the measure.<sup>28</sup> The Ministry of the Interior will promote the measure as part of its national coordinating role.
- Main responsible authority:* Ministry of the Interior, National Police Board (communications on the measure, possible guidance, support and promoting the measure), national cooperation group (communications on the measure)

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26 This measure is already promoted as part of the basic work of various stakeholders, such as operations under the [national core curriculum for basic education](#) [in Finnish]. It would also be important for stakeholders to recognise the importance of interaction skills and constructive conflict resolution skills from the perspective of preventing violent radicalisation and violent extremism.

27 See the [Suomi.fi website](#) for examples of ways to influence young adults.

28 For example, a concept has been formulated in the [police gaming operations development project](#) that can help to prevent offences committed in gaming communities and on gaming platforms. [The GAMING POLICE project](#) is also developing new multidisciplinary operations related to the digital gaming world. This project targets children, and also focuses on preventing and combating violent radicalisation and extremism. [Digital youth work materials are also available on the Verke website](#). Other stakeholders, such as the City of Helsinki through its [digital game detective project](#) [final report in Finnish], have also developed activities for digital environments.

*Other responsible parties:*

*Important stakeholders:* municipalities, regional state administrative agencies, Police University College, police departments, National Bureau of Investigation, the third sector, the private technology sector

38. **Recognising potential violent radicalisation in education.** The goal is to identify whether children or young adults are subject to radicalisation into violent extremist ideologies in education.<sup>29</sup> Signs of this may become apparent, for example, in behaviour of children or young adults that gives cause for concern, or where there are indications of teaching that conflicts with curriculum principles at a school or educational institution. Concerns related to this phenomenon may also arise for non-educational stakeholders.<sup>30</sup> Promotion of this measure would also be boosted by an increase in expertise (measure 29) and by local operating models for managing situations that give cause for concern (measure 33). The measure will depend on the field of work and responsibilities of various stakeholders, which will promote it within the scope of their own competencies. The measure may be promoted locally in particular as part of practical work with children and young adults, and in relation to the responsibilities of municipalities and regional state administrative agencies. The Ministry of Education and Culture and the Finnish National Agency for Education will promote the measure within the scope of their own competencies with respect to teaching in early childhood education, pre-primary

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- 29 This measure understands teaching in particular as part of compulsory education, including teaching in basic education, home schooling or teaching provided by the student's own religious community in lieu of classes in religious studies or ethics at a school or educational institution. Various forms of teaching involve varying responsible parties. For schools and educational institutions, the measure relates to such aspects as compliance with the core curriculum and, more broadly, to the work of teachers in terms of monitoring student wellbeing. Teaching provided by a religious community refers in turn to religious instruction that is not arranged by, and is consequently neither an activity nor a responsibility of any school or educational institution. Perspectives related to replacement instruction have been reviewed in the Ministry of Education and Culture publication [Report on the current state of instruction in different worldview education and need for reform](#) [in Finnish with description sheet in English]. The municipality of residence is required to monitor the progress of a home schooled student who is subject to compulsory education. Regional state administrative agencies are empowered to investigate complaints concerning whether education providers have complied with the law. See the [Finnish National Agency for Education website](#) [in Finnish and Swedish] for the role of municipalities, and the [Regional State Administrative Agency website](#) for the role of regional state administrative agencies.
- 30 The [Child welfare manual](#) [in Finnish and Swedish] of the Finnish Institute for Health and Welfare includes guidelines on submitting a [child welfare report](#) [in Finnish and Swedish] and on the associated obligations where concerns arise as to the wellbeing of a child or young adult.

education, schools and educational institutions, and the Ministry of the Interior will do so as part of its national coordinating role.

*Main responsible authority:* Ministry of Education and Culture, Finnish National Agency for Education, Ministry of the Interior (communications on the measure, possible guidance, support and promoting the measure)

*Other responsible parties:*

*Important stakeholders:* municipalities, regional state administrative agencies, wellbeing services counties, the Association of Finnish Municipalities, local cooperation networks, the third sector

### 39. **Promoting the participation of young adults in social activities.**

The goal is to find ways of promoting the participation of those young adults in particular who feel that they are outsiders, who lack confidence in the way society works, or who feel that they have no influence over the social issues that they consider important. Ways of promoting this measure include communications that make young adults more aware of the channels of action and influence in their own area, in the context of social integration, through various cooperation projects, or through guidance in client work. Existing tools and practices may also be applied in planning activities.<sup>31</sup> Municipalities, wellbeing services counties and the third sector in particular would play important roles in promoting the measure locally. The measure may be promoted nationally and regionally by such means as developing operating models and relevant modes of communication.

*Main responsible authority:* Finnish Institute for Health and Welfare, Ministry of Social Affairs and Health, Ministry of Education and Culture, Ministry of Justice, Ministry of Economic Affairs and Employment (communications on the measure, possible guidance, support and promoting the measure)

*Other responsible parties:*

*Important stakeholders:* municipalities, wellbeing services counties, regional state administrative agencies, Centres for Economic Development, Transport and the Environment, Finnish Immigration Service, reception centres, the third sector, Association of Finnish Municipalities, young adult advocacy groups<sup>32</sup>

31 See, for example, the collection of materials on the [website of the coordination project for promoting social inclusion](#). Some materials on social inclusion may also be found elsewhere on the [website of the Finnish Institute for Health and Welfare](#).

32 See the [Suomi.fi website](#) for examples of ways to influence young adults.

40. **Increasing the community and group inclusion experiences of children and young adults.** The goal is to support the sense of community and group inclusion of children and young adults, and thereby reduce the potential tendency to seek a sense of inclusion through networks or groups involved in violent extremism. Potential ways of increasing the sense of community and experience of belonging to a group include various hobby and organisation activities to which access free of charge would support the broadest possible participation. Schools, educational institutions, and youth sector stakeholders in municipalities and the third sector would play a particularly important role in promoting this measure locally.<sup>33</sup>

*Main responsible authority:* Ministry of Education and Culture, Finnish National Agency for Education, Finnish Institute for Health and Welfare, Ministry of Economic Affairs and Employment (communications on the measure, possible guidance, support and promoting the measure)

*Other responsible parties:*

*Important stakeholders:* municipalities, wellbeing services counties, regional state administrative agencies, Finnish Immigration Service, reception centres, the third sector, Association of Finnish Municipalities, young adult advocacy groups<sup>34</sup>

## 2.3 Work at individual level

Working at the level of individuals may be done as part of work done locally. Parties that operate nationally, such as the Prison and Probation Service of Finland, may also work at the individual level.

The measures of this section focus on describing work from the perspective of combating violent radicalisation and violent extremism, meaning work with individuals who have already been violently radicalised or display indications of this. One way in which the need to work with an individual may begin is when a concern related to violent extremist ideology is raised by a professional, by a

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33 [The Finnish Institute for Health and Welfare Safe streets package](#) [in Finnish] also accommodates targets related to strengthening the knowledge base of staff working in social affairs and health and in education concerning violence and preventing violent radicalisation. One measure in this package is strengthening the community inclusion of children and young adults and the social cohesion of the environments in which they are raised.

34 See the [Suomi.fi website](#) for examples of ways to influence young adults.

close relative, or by the individual in person. Individual work will be based on the voluntary participation of the person concerned. Particularly at the time of initial meetings, it will be important to consider the manner of encountering the individual, and to avoid stigmatisation.

Individual work will always accommodate the individuality of the violent radicalisation process. Besides ideological factors, the work will identify factors that may influence the process of violent radicalisation, such as the effects of gender, age, close relationships and mental health. The close relationships of an individual, for example, may be a factor that affects violent radicalisation or, on the other hand, disengagement from violent extremist ideology and activity. The mutual interaction of various individual factors will also be considered. Giving due consideration to the services and support measures needed by the family of a client is another important aspect of individual work.

The Finnish Institute for Health and Welfare has developed a tool that may be applied for reviewing individual situations.<sup>35</sup> Various assessment tools for more detailed evaluation have been developed internationally, and their use often calls for special training.<sup>36</sup> A guide to encourage professionals to meet and converse with young adults in circumstances where their symptoms raise concerns about possible radicalisation has also been developed in Finland<sup>37</sup>, as well as a guide to exit measures<sup>38</sup>. The possibility of consulting Niuvanniemi hospital (measure 10) may be explored where concerns related to mental health disorders emerge with potential links to violent radicalisation.

A publication has been released concerning a proposal to arrange cooperation between public authorities with respect to combat zone returnees.<sup>39</sup> The circumstances of any children accompanying a combat zone returnee must be recognised, with special support and sufficiently long-term work provided for such

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35 [Website of the Finnish Institute for Health and Welfare on the RATTI support tool for assessing the need for support related to radicalisation.](#) [in Finnish and Swedish]

36 For the evaluation tools, see e.g. the [RAN MANUAL 2017. Responses to returnees: Foreign terrorist fighters and their families](#)

37 [Worried about radicalisation? A guide for working with young adults](#) [in Finnish]. The guide nevertheless indicates that the discussion framework is not intended for disengagement from violent ideology, but for assessing the need for support.

38 [Exit work in Finland: Information and support for disengaging from violent extremism](#) [in Finnish].

39 [Proposal for Arranging Cross-sectoral Cooperation on Managing Returnees from Conflict Zones including a proposal for combining NGOs' services with the action of the authorities](#) [in Finnish with description sheet in Swedish and English].

aspects as managing traumatic issues. The potential influence of other individuals arriving from conflict or crisis zones should also be recognised as part of individual work, allowing for such aspects as the possible influence of war trauma.

41. **Supporting the violently radicalised or those in change processes when undergoing radicalisation.** The goal is to apply optimal international practices to work with individuals, supporting and motivating them to disengage from activities or ideologies related to violent extremism. It is also important for this work to recognise the importance of preventative factors, for example supporting an individual in strengthening social relationships that support the change process, or in securing housing, education or employment. It is important to reinforce factors related to psychological wellbeing where necessary, and to support an individual in such aspects as contacting mental health services. The measure will be related to individual work in the public and third sectors. Disengagement work related to the theme of this measure has been done in the third sector, for example.  
*Main responsible authority:* ministries and government agencies (communications on the measure, possible guidance, support and promoting the measure)  
*Other responsible parties:*  
*Important stakeholders:* National Bureau of Investigation, police departments, municipalities, wellbeing services counties, reception centres, the third sector
42. **Individual work will accommodate multidisciplinary cooperation and client transfers on the escorted exchange principle.** The goal is to ensure charting of the need for multidisciplinary cooperation in individual work and its appropriate implementation, and to support the commitment of individuals to the work when client accounts are transferred. The *escorted exchange principle* refers to the planned referral of a client to another professional, for example through a jointly arranged meeting in which the client is involved. Individual work that seeks to reduce the risks of violent extremism will be based on voluntary participation of the person concerned, highlighting the importance of measures related to commitment to the work.  
*Main responsible authority:* ministries and government agencies (communications on the measure, possible guidance, support and promoting the measure)  
*Other responsible parties:*  
*Important stakeholders:* National Bureau of Investigation, police

departments, municipalities, wellbeing services counties, reception centres, the third sector

43. **Recognising the effects of violently radicalised family situations in individual work.**

The goal is for professionals working with violently radicalised people to recognise the potential individual repercussions of a person's violent extremist ideology on family relationships.

A violent extremist ideology may sometimes become apparent, for example, when individuals raise their own children in such an ideology, potentially giving rise to the need to review the necessity for multidisciplinary cooperation or to consult with child welfare authorities.<sup>40</sup> Individual family relationships may also be conflicted or broken due to a violent extremist ideology, potentially leading to a need for further support measures.

*Main responsible authority:* ministries and government agencies (communications on the measure, possible guidance, support and promoting the measure)

*Other responsible parties:*

*Important stakeholders:* National Bureau of Investigation, police departments, municipalities, wellbeing services counties, reception centres, the third sector

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40 The [Child welfare manual](#) [in Finnish and Swedish] of the Finnish Institute for Health and Welfare includes guidelines on submitting a [child welfare report](#) [in Finnish and Swedish] and on the associated obligations. The manual also includes sections on [child welfare and taking a child into a combat zone](#) [in Finnish], and on [long-term support for children and parents returning from a combat zone](#) [in Finnish]. Special issues related to children and young adults are also discussed in the Ministry of the Interior publication [Proposal for Arranging Cross-sectoral Cooperation on Managing Returnees from Conflict Zones including a proposal for combining NGOs' services with the action of the authorities](#) [in Finnish with description sheet in Swedish and English], and in various international publications, such as [A Practitioner's Guide to Working with Children in VE-Affiliated Families: Protecting the Rights of the Child](#).

## Annex 1: Action Plan consultation round

### Annex 1: Action Plan consultation round

The Ministry of the Interior circulated the draft Action Plan for comments between 23 May and 13 June 2024. The call for comments was published with annexes on the Gateway to Information on Government Projects, and was sent separately to the following stakeholders: the Ministry of Justice, the Ministry for Foreign Affairs, the Ministry of Economic Affairs and Employment, the Ministry of Social Affairs and Health, the Ministry of Finance, the Ministry of Education and Culture, the Ministry of the Interior, the Regional State Administrative Agency for Southern Finland, the Regional State Administrative Agency for Eastern Finland, the Regional State Administrative Agency for Lapland, the Regional State Administrative Agency for Southwest Finland, the Regional State Administrative Agency for Western and Inland Finland, the Regional State Administrative Agency for Northern Finland, the Finnish National Agency for Education, the National Police Board, the Finnish Defence Forces, the Prison and Probation Service of Finland, the Finnish Security and Intelligence Service, the National Bureau of Investigation, the Finnish Immigration Service, the Finnish Institute for Health and Welfare, the National Audiovisual Institute, the Police University College, the Finnish Transport and Communications Agency (Traficom), Reform Schools, Old Vaasa Hospital, Niuvanniemi Hospital, the Finnish Association of Municipalities, Save the Children Finland, the Finnish National Youth Council Allianssi, the Union of Local Youth Councils in Finland NUVA, the Youth Muslim Forum, the National Council of Women of Finland, Seta – LGBTI Rights in Finland, the Central Association for Men’s Organisations in Finland, Neogames Finland, HelsinkiMissio, Verke, the National Forum for Cooperation of Religions in Finland, Deaconess Foundation, MIELI Mental Health Finland, University of Helsinki – Leena Malkki, University of Helsinki – Katja Vallinkoski, University of Helsinki – Saija Benjamin, local cooperation networks.

The Ministry of the Interior received statements from the following parties: Verke, the National Forum for Cooperation of Religions in Finland, the Ministry of Finance, the National Police Board, the Ministry of Economic Affairs and Employment, the National Audiovisual Institute, MIELI Mental Health Finland, the Ministry of Education and Culture, the Ministry of Justice, University of Helsinki – Saija Benjamin, University of Helsinki – Leena Malkki, the Ministry of the Interior, the National Council of Women of Finland, the Finnish Immigration Service, the Finnish

National Agency for Education, Deaconess Foundation, Safe Helsinki Network, the Regional State Administrative Agency for Southern Finland, the Union of Local Youth Councils in Finland NUVA, the National Bureau of Investigation, Neogames Finland, the Finnish Institute for Health and Welfare, the Police University College, Save the Children Finland, the Central Association for Men's Organisations in Finland, the Finnish Association of Municipalities.

The statements and the summary of statements prepared by the Ministry of the Interior on their basis may be viewed on the project page of the Ministry of the Interior<sup>41</sup>.

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41 [Ministry of the Interior project website on preparing the Action Plan](#) [in Finnish and Swedish].

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