

The Prevent Strategy:

A Guide for Local Partners in England

Stopping people becoming or supporting terrorists and violent extremists

This guide is aimed at local partners in England. However, much of the cross-cutting information it contains will help local authorities, the police, Community Safety Partnerships and other partners and partnerships in the devolved administrations to develop and implement effective actions that will make their communities safer.

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Ministerial Foreword

Everyone has a right to live in a safe and welcoming neighbourhood where they feel they belong. In 11 years, the Government has invested in the infrastructure and services – housing, schools, colleges, universities, hospitals and police – that help make communities strong, safe and prosperous. But no neighbourhood can truly succeed unless local people define their future by working together to tackle the challenges they face.

When people have a say in the design and delivery of public services, those services better meet their needs. Places where local people have the opportunities, skills and confidence to come together and address the problems they face are more likely to resolve them.

This country, like many others, faces a challenge from terrorism and violent extremism. A very small minority seek to harm innocent people in the name of an ideology which causes division, hatred and violence. It is the role of government to take the tough security measures needed to keep people safe. But a security response alone is not enough; as with so many other challenges, a response led and driven by the community is also vital.

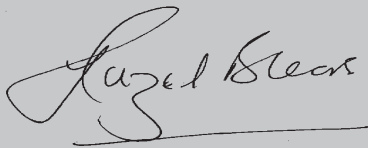
We need to work in partnership with communities to challenge and expose the ideology that sanctions and encourages indiscriminate violence. We need to work together to stop people, especially young people, getting drawn into illegal activities associated with violent extremism. We need to expose and isolate the apologists for violence and protect the places where they operate.

Local authorities, the police, and their partners in schools, other educational institutions and elsewhere, have a critical role in preventing violent extremism. They understand the local context. They are in a unique position to talk to local communities, hear their concerns and enable people to stand shoulder to shoulder, confident in their rejection and condemnation of violence.


Over the past year, our funding has supported projects in 70 local authorities designed to enable local people to support this agenda. This guidance shares examples of success – including multi-agency partnerships to protect vulnerable individuals, leadership programmes, citizenship classes, training for imams, myth-busting roadshows, and projects using sport and drama. It explains how good communication and co-operation has established strong local partnerships. It also makes clear that, at national and local level, we will support only those groups that condemn violence and work actively against violent extremism.

Over the next three years, this guidance and a significant increase in funding are intended to help local partners develop more projects on the ground and ensure that mainstream services are able to contribute to preventing violent extremism.

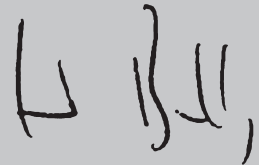
We face a serious and long-term threat from terrorism. But, as we have seen repeatedly in the last few years, people of every creed and background are ready to resist those who threaten both their safety and the cohesion of their communities. This strength of purpose is the most important asset we have in our work against terrorism and violent extremism. It is at the heart of the agenda set out in this document.



Hazel Blears
Secretary of State
for Communities
and Local Government



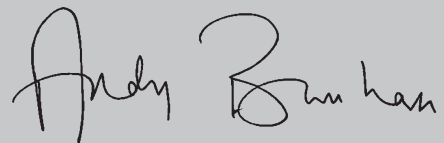
Jacqui Smith
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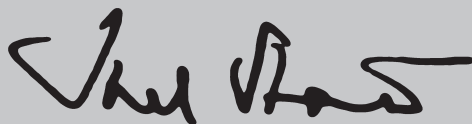
Ed Balls
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Rt Hon Jack Straw MP
Lord Chancellor and
Secretary of State for Justice

Executive Summary

Introduction

The UK faces a severe and continuing threat from international terrorism. The Government is taking tough security measures to keep people safe, but action at a local level is also essential to stop people becoming or supporting terrorists or violent extremists.

Local authorities and the police need to take a lead in ensuring that local partnerships have been clearly tasked with driving delivery of a jointly agreed programme of action.

This guide aims to help local authorities, the police and other partner agencies, including members of Local Strategic Partnerships and Crime and Disorder Reduction Partnerships, to take this work forward.

This guide provides:

- a) advice on establishing effective partnership working, planning and implementing a programme of action and monitoring its impact; and
- b) more detail on each of the objectives of the Prevent strategy, outlining why each is important and how they can be addressed at a local level. For each objective, this guide explains what central government is doing, provides local case studies and signposts additional information and support.

Local partners should not regard this guidance as exhaustive or prescriptive – responses need to be appropriate and proportionate to local circumstances. Although this guide is primarily targeted at local partners in England, partners in other parts of the UK may also find it useful.

Challenge

The most significant terrorist threat to the UK is currently from Al-Qaida and associated groups. Al-Qaida uses a distorted interpretation of Islam, history and contemporary politics to justify attacks against civilians in this country and overseas.

The Director General of the Security Service spoke publicly at the end of 2007 about the threat to this country from Al-Qaida-influenced terrorism. He estimated that there were around 2,000 individuals who the Security Service believed posed a direct threat to national security and public safety because of their support for terrorism. The figure in 2006 was around 1,600. In 2007, 37 individuals were convicted in 15 significant terrorist cases; 21 of those individuals pleaded guilty.

To respond to this threat, the Government has developed a counter-terrorism strategy known as CONTEST. This has four main components, each with a clear objective:

- **Pursue – to stop terrorist attacks;**
- **Prepare – where we cannot stop an attack, to mitigate its impact;**
- **Protect – to strengthen our overall protection against terrorist attacks; and**
- **Prevent – to stop people becoming terrorists or supporting violent extremists.**

The Government is taking tough security measures to keep people safe, but this is not enough. We also need a much broader and longer-term programme of work, notably around Prevent.

Experience in this country and elsewhere has told us a lot about why people are drawn into the world of violent extremism, either as actors or supporters. Our assessment is that violent extremism is caused by a combination of interlocking factors:

- an **ideology** which justifies terrorism by manipulating theology as well as history and politics;
- **radicalisers and their networks** which promote violent extremism through a variety of places, institutions and media;
- **individuals who are vulnerable** to the messages of violent extremists;
- **communities**, which are sometimes poorly equipped to challenge and resist violent extremism; and
- **grievances**, some genuine and some perceived, and some of course directed very specifically against government.

Preventing extremism is a major long-term challenge, which will need to be addressed at every level – international, national and local.

The Prevent strategy

The **Prevent strategy** has five key strands aimed at addressing these causal factors and in support of the overall aim of stopping people becoming or supporting terrorists or violent extremists:

- **challenging** the violent extremist ideology and supporting mainstream voices;
- **disrupting** those who promote violent extremism and supporting the institutions where they are active;
- **supporting** individuals who are being targeted and recruited to the cause of violent extremism;
- **increasing** the resilience of communities to violent extremism; and
- **addressing** the grievances that ideologues are exploiting.

These are supported by two cross-cutting work streams which are key enabling functions in delivering the strategy:

- developing **understanding, analysis and information**; and
- strategic **communications**.

The Prevent strategy requires a specific response, but we must also make the most of the links with wider community work to reduce inequalities, tackle racism and other forms of extremism (eg extreme far right), build cohesion¹ and empower communities.² For example, reducing inequalities undermines the narrative pushed by Al-Qaida and by promoters of violent extremism, which relies on encouraging a sense of victimhood. Likewise, it is recognised that the arguments of violent extremists, which rely on creating a 'them' and an 'us', are less likely to find traction in cohesive communities.

Local delivery

Central government will take forward the national and international aspects of this work, but **local communities need to play an integral part**.

Local authorities and police forces should take the lead in establishing effective multi-agency arrangements to develop and deliver a co-ordinated response. Delivering an effective Prevent response requires the active participation of a wide range of other

¹ The Commission on Integration and Cohesion considered how local areas can make the most of diversity while being able to respond to the tensions it may cause. Its final report – *Our Shared Future* – and the Government's response can be found at www.integrationandcohesion.org.uk/

² Community empowerment is about giving people more control over their lives, creating more active citizens who contribute to their communities. It involves revitalising democracy, involving voluntary organisations in improving people's lives and their neighbourhoods, and improving responsiveness and accountability in public service organisations. The Government published an Action Plan in April 2007 and will publish a White Paper shortly: www.communities.gov.uk/localgovernment/245624

partners, including representatives from the education sector, children's and youth services, the Youth Justice Board through Youth Offending Teams and the secure estate, probation services, prisons and the UK Border Agency. A full list of local partners is at Annex A.

It is essential that local work on preventing violent extremism embraces the experience, energy and ideas of the whole community. The community should be actively engaged in multi-agency partnerships and should shape the development and implementation of a jointly agreed programme of action which meets the objectives of the strategy.

The challenge varies significantly from place to place, depending on existing patterns of radicalisation and the size of the communities which partners need to engage with to build resilience. The programme of action should be proportionate to the local circumstances. Areas with a high level of challenge will need to develop a more detailed and wider programme of action and are likely to require particularly strong partnership arrangements. Areas with a lower level of challenge may wish to select the strategy objectives that are most appropriate locally (eg reviewing the nature of the challenge, awareness raising) and link these into partnership arrangements.

As a result of a wide range of existing programmes, particularly the 2007/08 Preventing Violent Extremism Pathfinder Fund, there is a wealth of innovative work already going on across the country. The publication of this guidance presents an opportunity to review and build on this work in the light of the Prevent strategy, identifying gaps and scope for further development.

The Home Secretary and the Communities Secretary have recently announced additional Prevent-related funding for the police (for an additional 300 officers) and through local authorities (£45 million from 2008/09 to 2010/11). A full list of sources of funding is at Annex B.

As the Communities Secretary made clear in her letter to local authorities of 11 March, the step change in funding for local partnerships building resilience to violent extremism necessitates a step change in activity at a local level.

Preventing violent extremism is firmly embedded in performance management frameworks, including National Indicator 35 (NI 35) and Assessments of Policing and Community Safety Indicator 63 (APACS 63). The Comprehensive Area Assessment process will also embrace Prevent work, but local partners themselves should ensure that arrangements are in place to evaluate the effectiveness of their response and the way risk is managed.

Part A: Delivery Framework

Establishing an effective delivery framework

Preventing terrorism and violent extremism raises some difficult issues, but the underlying delivery principles – and the skills required for effective interventions – are common to many policy areas.

There are gaps in our knowledge and understanding of what methods work best at local level and how effective they are in reducing the risk in the long-term. We need to move forward on the basis of the available evidence and make full use of the approaches that have served us well in other fields.

Experience has shown that the best results are achieved by:

- partnership working and community engagement – getting the right people working together;
- understanding the challenge and its context;
- developing an effective action plan;
- managing risk;
- tracking progress and evaluating success; and
- sharing learning.

Partnership working and community engagement

Multi-agency working is the key to delivering an effective programme of action to prevent violent extremism.

- ✓ A partnership group should be clearly tasked to take forward local action on Prevent with the right level and spread of representation to take effective decisions.
- ✓ Local authorities and the police should take the lead and ensure that other partners from the statutory and voluntary sector – including those representing children's and youth services, schools, further and higher education, the Youth Justice Board through Youth Offending Teams and the secure estate, probation services, prisons and the UK Border Agency – are involved.
- ✓ Communities do not stop at local boundaries. Local partners should work closely with neighbouring areas, and with Government Offices, to deliver effective programmes of action.
- ✓ The local community, including Muslim groups, should be actively engaged in the partnership and in the development and implementation of programmes of action.

- ✓ A ‘whole community’ approach should be taken to ensure that this work does not inadvertently lead to increased pressure on vulnerable sections of the community. All communities should help to support those individuals, institutions and communities that are most vulnerable – making the most of the energy and experience of a range of groups working in other faith and non-faith communities, and fostering a climate of mutual understanding and respect.

Strong multi-agency partnerships focused on preventing violent extremism have been established in many areas, with police forces, local authorities and their partners working closely together to oversee and deliver projects. Some areas have set up a group focused specifically on Prevent. Other areas are using an existing group, such as a Crime and Disorder Reduction Partnership or a Local Strategic Partnership.

Organisations that may be involved in local partnership working at various levels include:

- police forces;
- police authorities;
- county, district and unitary local authorities, including:
 - social services;
 - cultural services, including libraries;
 - sports and leisure services;
 - children’s services;
 - youth services/Youth Offending Teams/youth inclusion programmes;
 - community safety leads;
 - equalities and cohesion leads;
- community representatives;
- further education colleges;
- universities;
- schools (maintained and independent);
- probation services;
- local prisons;
- strategic health authorities;
- local primary care trusts;
- local public health agencies;
- voluntary services (including youth clubs, associations and community groups);
- UK Border Agency regional offices; and
- Government Offices.

Police authorities and their members will have a role to play at force level in working alongside local authority councillors (and others) to oversee local implementation.

Government Offices in the regions, as well as the relevant inspectorates, will wish to assure themselves that effective co-ordination and clear leadership are in place in each locality.

There is a range of partnerships which need to be involved in Prevent work locally. It is up to local partners to decide which takes the lead and how the work of these partnerships will be co-ordinated.

- **Local Strategic Partnerships** will be involved in the preventing violent extremism agenda in the context of their wider role and responsibility for reporting progress through the National Indicator Set. They also provide a vital link to related agendas such as work to reduce inequalities and improve cohesion.
- **Crime and Disorder Reduction Partnerships** need to play a key role in preventing violent extremism as part of their work to prevent crime and address its causes in keeping with Section 17 of the Crime and Disorder Act 1998. They are likely to have a particular involvement in work focused on supporting vulnerable individuals.
- **Children's trusts** bring together local services for children and young people, and focus on providing support for vulnerable young people; they will therefore be important in ensuring that impact is achieved through mainstream delivery. Vulnerable young people not reached by either mainstream or specialist services should be supported through targeted youth support. This ensures co-ordinated multi-agency support, through a lead professional, which is tailored to an individual young person's needs and can include family support if appropriate.

The **National Community Safety Plan**³ and the **Children's Plan**⁴ both make clear the importance of work to prevent violent extremism, as does the **local government White Paper: Strong and Prosperous Communities**.⁵

Communities are not defined by local authority boundaries so **partnership working between areas, as well as within them, will be critical**. The Preventing Violent Extremism Pathfinder Fund enabled valuable partnerships between local areas, which can offer economies of scale, allowing for more efficient use of funding and the sharing of best practice and learning.

- Where local authority funding has been made available at a district level in two-tier areas, we expect county councils to play a strong and active role in developing and delivering work to prevent violent extremism.
- District councils should ensure that they are working closely with county councils, and county councils will wish to consider how they can deliver appropriate outcomes through their role in delivering important mainstream services such as social services, education, culture, sport and leisure provision.

³ www.crimereduction.homeoffice.gov.uk/communitysafety01.htm

⁴ www.dfes.gov.uk/publications/childrensplan/

⁵ www.communities.gov.uk/publications/localgovernment/strongprosperous

West London Alliance

In 2001 six west London boroughs decided to pool their resources and create a partnership called the West London Alliance (WLA). Building on their track record of developing collaborative and innovative programmes, they went on to deliver the Preventing Violent Extremism Pathfinder Fund together. By working in partnership they were able to harness together the expertise across the six boroughs. By overcoming the restrictions of borough boundaries they were able to ensure that they engaged as widely as possible with their Muslim communities. The partnership as a whole was able to represent the interests of the sub-region.

By pooling its resources, the WLA has developed and delivered a number of innovative and unique preventing violent extremism projects over the Pathfinder year across this sub-region, such as the West London Evaluation and the WLA Communications Strategy.

Association of West Yorkshire Authorities

The Association of West Yorkshire Authorities (AWYA) acts as the local government voice for the West Yorkshire authorities.

The five West Yorkshire authorities (via the AWYA) agreed to share the allocated Preventing Violent Extremism Pathfinder monies between them equally and then to provide long-term support for each other as their agreed work plans developed. This included support for sub-regional as well as smaller, more local projects.

The AWYA has its own staff, who manage work on behalf of the authorities in the partnership. As part of their work, two of these co-ordinate and manage meetings on preventing violent extremism that are held between senior West Yorkshire council officers, the police, the Government Office for Yorkshire and The Humber and other key partner agencies. This partnership working will continue and will do all that it can to help support local authority areas in the Government Office region which have recently received preventing violent extremism funding as part of their area-based grant.

The partnership recently produced a joint statement: *Cohesion and Preventing Violent Extremism: Identifying the Links*, which also recognised the difference in these two very important agendas.

Birmingham City Council

Birmingham City Council has worked with a range of partners to deliver a broad range of local projects. The Reclaiming Islam Project, for instance, is delivered in partnership with local mosques, madrassahs and a range of youth groups including Birmingham Central Mosque, Sultan Bahu Trust, Sparkbrook Islamic Centre, the Tyga Youth Forum, the Somali Council Youth Group and Green Light (Birmingham).

Understanding the challenge and its context

Annex I provides an overview of Government's understanding of radicalisation and what draws individuals into violent extremism. In order to develop and deliver an effective programme of action, local partners need to understand the challenge in their locality and develop an understanding of the wider context in which this plays out. There are two key aspects to this:

- ✓ **The threat of individuals and communities in the local area becoming involved in, or supporting, violent extremism should be assessed and regularly reviewed** using information from the community, local partners such as the police, and other sources (see the section on objective 6 in Part B of this guidance). In understanding the extent and nature of the challenge in an area, local partners should assess:
 - where radicalisation is occurring;
 - which groups of people may be most vulnerable to being drawn into violent extremism and why; and
 - which sections of the community are most likely to need support if they are to challenge and resist messaging and overtures from violent extremists.
- ✓ **A deeper understanding of local communities should be developed** to help inform and focus the programme of action – this may include mapping denominational backgrounds and demographic and socio-economic factors as well as establishing community infrastructure and ways of accessing and influencing communities. This will help local partners to develop a richer understanding of the factors underpinning the challenge in a locality, and will provide a firmer basis on which to engage local communities.

It is important that strategic decision-makers, including elected members, are appropriately briefed on the nature of the challenge and the emerging analysis. This will enable their involvement in formulating the response, and will help secure their support for the programme of action and the resources it requires.

Delivering an effective Prevent programme requires action by a range of agencies and front-line workers who come into contact with communities and vulnerable individuals. It is important that they understand the communities they serve and are appropriately briefed about the challenge of radicalisation. This will enable them to engage confidently with diverse communities, provide effective support to vulnerable individuals and refer issues of potential concern to relevant agencies.

Part B sets out further advice and guidance about how this improved understanding can be used to develop an effective programme of action.

Developing an effective action plan

The increase in resources for this strategy reflects the need to deliver a step change in the local response to violent extremism, building on work to date.

Local partners should put in place a programme of action that:

- ✓ meets the specific objectives of the Prevent strategy;
- ✓ is jointly agreed and managed by the police, local authority and other partners;
- ✓ is proportionate to the level of threat in the area;
- ✓ reflects local needs; and
- ✓ sets out clear and tangible milestones in tracking progress.

Information sharing and support between partners will be crucial. A number of local authorities and police forces have put in place protocols on information sharing to help ensure effective working.

Local partners should ensure that current projects and programmes are mapped against the Prevent strategy to identify gaps and opportunities for development.

As well as broadening the scope of projects being delivered at a local level to ensure that a range of work is delivered across all strands of the Prevent strategy, local partners will wish to ensure that they:

- **make full use of community resources and expertise**, involving communities in developing and delivering programmes. Engaging local people in delivering projects (by undertaking surveying work and peer education, for example) will help build confidence and capacity;
- **strike the right balance** between targeted interventions with individuals and community-wide longer-term work to build resilience in communities;
- **mainstream Prevent activity** across the work of all partners, not least in relation to providing support to vulnerable individuals (eg through building on targeted youth support arrangements); and
- **increase the focus on young people of school age**, to equip them with the confidence to reject violent extremism. Working with schools, youth services and colleges is a critical element of work to tackle violent extremism and build long-term resilience.

Given the importance of preventing extremism work, it is important that action plans are discussed and endorsed by key strategic leaders within organisations (and by cabinet in local government) and by multi-agency partnerships.

Managing risk

- ✓ Robust audit and oversight arrangements for the control of funding are an important part of effective risk management; local partners must be clear how funding to prevent violent extremism is being used.

This is a difficult and challenging agenda and one which requires local partners to take carefully managed risks. An effective and innovative programme will involve working with a range of community groups, many of which will have limited capacity. It will involve testing new approaches and trying ideas, accepting the fact that not every project will be a success.

Local partners should, however, take proportionate steps to mitigate risks associated with this work. In particular, there is a strong expectation that local partners will only work with those groups who **uphold our shared values of tolerance, respect and equality** and who **reject and condemn violent extremism**. Local authorities should continue to work with the police and other partners to ensure that they are involving appropriate partners, and that **those who may have aims contrary to this agenda are neither provided with a platform, nor involved in partnerships, and do not receive funding**. Local councillors will, of course, want to be closely involved in assessing the approach taken to manage this risk.

Guidance on how to go about engaging with partners is at Annex E.

Tracking progress and evaluating success

National Indicator (NI) 35 and APACS 63 seek to measure overall progress by assessing the levels of engagement and understanding that local partners have of the local community, the strength of their partnership working, the effectiveness of their strategies and their effectiveness in implementing them. As part of the National Indicator Set, work to prevent violent extremism will, of course, be part of the Comprehensive Area Assessment.

Long-term success is represented by communities that condemn and reject violent extremism and support those most at risk from within their communities. Success will be reflected in the effectiveness of mechanisms in place to support individuals, and also in attitudes within the community.

- ✓ Effective programme and performance management arrangements should be in place to track progress and ensure that learning can be shared.

More information on NI 35 is included in Annex D.

Government expects local partners to put in place project and programme management arrangements to ensure that work streams are implemented as planned and achieve the desired outcomes.

Sharing learning

This is a new and rapidly developing area of work. The Government is committed to ensuring that examples of good practice at a local level are shared and that local solutions help to shape the implementation of the national development programme.

To help local partners, the Government has supported the Improvement and Development Agency (IDeA) to develop a web portal for Prevent practitioners and train and accredit a group of peer mentors. Further details are at Annex F.

Local partners can make use of existing structures – such as regional improvement and efficiency partnerships (RIEPs) – to share learning and identify measures necessary to build capacity.

Local partners should engage closely with Government Offices which facilitate the sharing of good practice across regions, and with central government departments. There is an expectation that local partners will continue to be open to scrutiny, and will continue to share good practice and learning.

Further support and advice

We recognise that this is a far-reaching and challenging policy agenda, and that local partners will continue to require support to deliver it.

This guidance represents only one part of an ongoing dialogue between local partners and central government, as we will continue to provide further guidance, advice and information both nationally and regionally. Annex F provides details of further sources of information and support.

The next section of this guidance sets out the key objectives of the Prevent strategy and how local areas can ensure that these are taken forward.

Annex G sets out the roles of individual government departments and Annex H sets out how the overall governance structure and local delivery arrangements come together.

Part B: The Strands of the Prevent Strategy

This section of the guide explains how local partners can achieve the objectives of the Prevent strategy as part of a jointly agreed programme of action.

As described previously, the Prevent strategy has five key strands and two strategic enablers:

- **challenging** the violent extremist ideology and supporting mainstream voices;
- **disrupting** those who promote violent extremism and supporting the institutions where they may be active;
- **supporting** individuals who are being targeted and recruited to the cause of violent extremism;
- **increasing** the resilience of communities to violent extremism; and
- **addressing** the grievances that ideologues are exploiting.

These are supported by two cross-cutting work streams which are key enabling functions in delivering the strategy:

- developing **understanding, analysis and information**; and
- strategic **communications**.

Local partners have key roles to play in meeting all of these objectives. The following section explains why each objective is important; what local areas should consider when planning and implementing their programme of action; and what support and advice is available.

Objective 1: Challenging the violent extremist ideology and supporting mainstream voices

Why is this important?

Al-Qaida and other violent extremists have developed an ideology which sanctions and even requires violence against civilians. They justify the use of violence by presenting a distorted interpretation of Islam, history and contemporary politics. The ideology is one factor in the radicalisation process – albeit never the only factor and seldom the most important. Countering that ideology – exposing its inaccuracies and shortcomings – is an important part of Prevent. But this work can rarely be done directly by government.

What this means in practice

Supporting local communities, organisations and institutions to challenge the messages of violent extremists who misrepresent the Islamic faith and endanger communities is critical. Muslim voices also play an important role in promoting shared values and providing young Muslims with positive British Muslim role models. Local partners should support those individuals and institutions who can effectively refute the extremist narrative and who positively articulate our shared values, and should encourage new voices to enter into the debate. Communities and individuals should feel confident, and able, to speak up against the extremist rhetoric. It should be noted that in this, as in other areas of Prevent, the wider strategy looks to other governments and communities overseas, in and outside the Islamic world, to contribute.

✓ Build an understanding and awareness of violent extremist ideology

Local partners need to understand the narrative put across by violent extremists and raise awareness of the false theological and historical arguments on which it is based, both within their own organisations and within communities.

✓ Identify credible mainstream voices

Building on existing engagement, local partners should be working with their communities to identify those who can engage with young people and effectively refute the extremist narrative. This will include working with, among others, community leaders and workers and faith leaders and workers.

These individuals and groups should reflect the diversity of Muslim communities, including Muslim women and young people. Women can be a particularly effective voice as they are at the heart not only of their communities but also of their families, while peer-to-peer conversations between young people are often an effective means of communication. It is important to reach beyond would-be gatekeepers to the community when seeking strong community voices.

✓ **Support those voices**

Local partners will need to work with these individuals and groups to:

- develop their communication, representational and leadership skills;
- develop their organisational capacity and capabilities;
- provide them with platforms for their views and help them develop networks which can support them in their work;
- support events and provide training, such as media training, which can make their voices heard more widely;
- support the development of skills which allow them to be more effective in debate and raising awareness of counter-arguments; and
- support events, projects and programmes which allow them to develop their work and which focus on providing a voice for communities.

Nationally we are supporting the development of a Continuous Professional Development programme for faith leaders and workers.⁶ We also sponsor the Radical Middle Way roadshows which provide platforms for mainstream Islamic voices in the UK.⁷

✓ **Promote a stronger understanding of faith, culture and history**

We need to develop a stronger understanding of Islam and Islamic culture, society and history across all communities, breaking down the suspicion and misunderstanding that can result from ignorance. This can be done by:

- using opportunities in the school curriculum – and in colleges, universities and elsewhere – to convey a deeper understanding of faith, history and culture;⁸
- working particularly with the Muslim community to help strengthen religious understanding among young people and in particular support an understanding of citizenship in an Islamic context. This may include work in partnership with Islamic institutions such as mosque schools; and
- working particularly with Muslim communities to undermine the myths and half-truths being peddled by violent extremists and to equip communities with a counter-narrative.

This work should, of course, build on and complement existing inter-faith and community cohesion initiatives. Both these strands of work are important in undermining the ideology of division and conflict. But there must also be work focused more specifically on undermining the distortion of the Islamic faith by violent extremists.

⁶ www.niace.org.uk/projects/leadwithfaith/

⁷ www.radicalmiddleway.co.uk/

⁸ http://publications.teachernet.gov.uk/eOrderingDownload/DfES_Diversity_&_Citizenship.pdf

Nationally, we are supporting the development of citizenship teaching materials for mosque schools across the country, building on existing local initiatives and teaching.⁹ We are also supporting a regional tour of the British Library's 'Sacred' exhibition (see below).

Black Country Imams

The Black Country Imams project is developing a pioneering imam training programme. A total of 36 imams from Dudley, Wolverhampton, Sandwell, Walsall and Birmingham are taking part in training which will make them not only more effective as teachers and community leaders but also more accessible to young people by improving their communication skills.

In partnership with Stourbridge College, the imams have received training in English language, reading, writing and speaking skills. They have also done specialist courses in first aid, child protection and information and communication technology. Further courses will include teaching and learning styles, together with management training. The purpose of the programme is to equip the local imams to deal with the issues facing their communities. It is unique as the imams come to training four times a week, and have already begun to show improvements in confidence by joining interfaith networks and becoming more active within their communities.

"We are making sure the imams are able to meet the challenges of the 21st century. Already some of the imams are confident in delivering part of the Friday sermons in English. The dedication of the imams towards this project and the pathfinder as a whole is an inspiration to us all." **Mohammed Afzal, Dudley and the Black Country Pathfinder co-ordinator**

"We were always told about the problems of extremism but were never talked to about practical solutions. We feel this is one such project that deals with practical solutions to the issues faced by imams every day. The project has not only improved our communication skills but has also increased our confidence in dealing with the growing needs of our congregations, especially our young people. We must remember that imams are great theologians but often lack the communication skills to effectively answer the queries of our young people, and through this project we hope we can address this issue." **Imam Hashmi, Dudley Central Mosque and project co-ordinator**

⁹ www.theiceproject.co.uk/

British Library's 'Sacred' exhibition: regional tour

A touring version of the British Library's recent 'Sacred' exhibition is visiting around a dozen towns and cities across England. The exhibition uses documents held by the British Library to show the many historical links and shared values between Islam, Christianity and Judaism, undermining the extremist narrative of fundamental differences between Islam and the West. The exhibition will be in major public libraries and will be accompanied by a programme of training; this will enable local partners to deliver dedicated and intensive discussion sessions with local communities and, in particular with young people, about the contents of the exhibition.

Luton Ambassadors Project

The 'Ambassadors for Islam' project works with a group of young Muslims to build understanding and equip them with the theological arguments to counter extremist ideologies, dispel misapprehensions and develop their role as citizens, leaders and positive role models, so that they can become 'ambassadors' for mainstream Islam and assert their British identity.

The project was commissioned by Luton Borough Council through the Islamic Cultural Society and is based at the Central Mosque in Luton. Tariq Mahmood is the project manager. The project initially ran from October 2007 to March 2008 and has been extended until July.

Twenty-four young men have taken part in classes. They are taught by a British-born Islamic scholar with seminars from various visiting Muslim and non-Muslim speakers. Visitors to the classes have included a senior rabbi from London, local police officers and church leaders, all of whom have given very positive feedback.

The project is working towards forging strong working partnerships with the Chaplaincy of the University of Bedfordshire, local colleges, the charity Crime Concern and other local and national faith/non-faith organisations. It is now planning a joint seminar with the University of Bedfordshire, with Ed Husain (the author of *The Islamist* and co-founder of the Quilliam Foundation launched in April) as the guest speaker. The seminar will aim to open up theological debate to a wider audience. The Ambassadors for Islam project will be reviewed soon to plan how to progress it beyond July.

Birmingham study circles

Birmingham City Council has helped to support the development of a series of community-led study circles to help young people develop a better understanding of Islam. The study circles have enabled mainstream imams to reconnect with young people as mentors, teachers and authoritative voices, in countering the arguments of violent extremists. Birmingham has worked with the Radical Middle Way project and the British Muslim Forum to facilitate discussions between the study circles and leading Islamic scholars, leading to better understanding of Western values and their shared roots with the Muslim world.

“The study circle enabled me to understand Islam from the original sources, to interpret it in accordance to my life as a British citizen and to know how to live peacefully with other communities.” **Young person, Tyga Youth Forum**

“A critical part of the Radical Middle Way project has been to create spaces where leading Islamic scholars and thinkers can engage with young imams, scholars and scholars-in-training in Muslim communities, in order to build a contemporary approach to Islamic values that connects the classical Islamic tradition to our British context. By addressing critical issues, this engagement has resulted in a number of important programmes across the country that build the capacity of young scholars in Britain to serve their communities, while building a strong theological approach to citizenship and belonging. Birmingham’s study circle project is one such programme that we hope to continue working with in the future” **Abdul Rahman from the Radical Middle Way**

Citizenship and mosque schools

Local community-led projects in many areas (such as Barnet, Birmingham, Bradford, Leicester and Rochdale) are working to develop or have developed teaching materials about citizenship for use in mosque schools (madrassahs). The materials are based on the Koran and Hadith, have approval from local Islamic scholars, and focus on encouraging respect, tolerance, harmony and an active role in local life. They also provide young Muslims with a better understanding of how their faith is compatible with wider shared values and with living in Britain.

Most prominent among these local projects is the work done by the Bradford Council of Mosques through the Nasiha Project¹⁰ ('nasiha' meaning 'good and sincere advice') to develop lesson plans and various teaching materials; and the award-winning work done by Barnet via their Madrassah Citizenship Programme,¹¹ which has trained local youth workers to deliver a 10-week course to teenagers highlighting the links between Islamic sacred texts and good citizenship, and will be delivered to madrassahs, youth centres and supplementary schools in the borough.

Nationally, through the Islam and Citizenship Education (ICE) Project (www.theiceproject.co.uk), Communities and Local Government and the Department for Children, Schools and Families are working in partnership with the Muslim communities and mainstream educationalists to identify good practice from these local projects, to align materials more with mainstream education and to encourage more madrassahs to adopt citizenship programmes.

¹⁰ www.nasiha.co.uk/

¹¹ www.barnet.gov.uk/press_releases.htm?id=1689

Objective 2: Disrupting those who promote violent extremism and supporting the institutions where they may be active

Why is this important?

In this country and overseas propagandists are an essential part of the process by which individuals are recruited to the cause of violent extremism. The medium is as important as the message.

Propagandists make use of a wide range of institutions and other platforms. Local partners with others have an essential role to play in disrupting the propagandists and also in supporting the institutions where they may be active.

What this means in practice

✓ Disrupt those who promote violent extremism

Disrupting those who promote violent extremism requires action by the police and Crown Prosecution Service through the courts and is a vital part of Prevent. But there are often other preventative steps that partners can take. Local partners, in close collaboration with the police, need to establish a process to:

- identify individuals or groups which promote violent extremism;
- create a referral point and context in which agencies can consider appropriate action; and
- consider action that may be required in advance of or in addition to police action: this might include disrupting or removing funding streams or removing the access of groups or individuals to particular locations.

✓ Supporting institutions

While much violent extremist activity is likely to take place behind closed doors, violent extremist networks do often have a public face and can be active community institutions. Local Prevent action plans should consider the following activity:

- Local authorities' Prevent leads, Basic Command Unit (BCU) commanders and counter-terrorism intelligence officers (where relevant) may identify the locations where radicalisation may already be taking place and consider immediate targeted support.
- Local partners may prioritise institutions or places that are in need of support based on a local risk assessment.
- Local partners can assess levels of risk in different institutions, organisations or places, and keep it up to date as risks change.

Local authorities and police should work with local institutions to:

- raise awareness within institutions or organisations about what makes them vulnerable and what warning signs to look out for (by issuing advice on different groups that are active within the area and their methods of recruitment, for example);
- act as a source of advice for other partners locally;
- establish channels of communication for institutions to refer to support services for vulnerable individuals (including a single point of contact in the local authority and police);
- assist institutions and organisations to design policies and procedures that will strengthen them against activities of radicalisers. For example, institutions and organisations could:
 - ask police to conduct pre-appointment checks on candidates who would be working on projects receiving preventing violent extremism funding, and to be a source of broader advice for groups working with young people;
 - organise staff training to ensure awareness and understanding of Prevent issues;
 - adopt policies on working with individuals who may not be reached by mainstream services (eg those young people who are not in education, employment or training); and
 - adopt appropriate policies on internet access.

The Government is currently working to make the internet a more hostile environment for terrorists and violent extremists. We are working with industry partners to scope ways of reducing access to terrorist and violent extremist-related material on the internet, and we are also developing programmes of work to support mainstream websites and increase the volume and profile of popular Islamic websites. Local partners should be aware of the work that is going on at national level and feed in as appropriate.

There are many types of institutions that local partners need to consider, within and outside the remit of local authorities. The process should therefore involve all local partners and partnerships including Local Strategic Partnerships, Crime and Disorder Reduction Partnerships, children's services and probation services, as well as private organisations, other educational establishments and community groups.

Governance toolkits for mosques

Birmingham City Council has worked with mosques to develop a governance toolkit. The project has led to a new positive relationship between the city and its mosques. It has also enabled better governance in those mosques that were a part of the pathfinder pilot, by helping them strengthen and improve existing structures of governance – through increased participation of young people and women, for example. The pilot project was run with nine mosques during the pathfinder year, and the council is aiming to widen this to over 80 mosques over the next three years.

“As the representative of Birmingham Central Mosque (BCM) who took part in the pilot programme I felt that it could not have come at a better time or juncture in time for us as an organisation. We are at the beginning of preparing a new five-year strategy to turn BCM into a ‘model mosque’, a central resource hub for the community offering all sorts of educational, recreational and leisure opportunities, aside from the main congregational prayers, for all sections of the Muslim and non-Muslim community. Looking ahead I feel it is inevitable that faith centres of this kind will need to implement good governance practice to help achieve their full potential and expand the services they currently provide to meet the changing needs of their congregation/target audience.” **Birmingham Central Mosque**

National support

A range of useful guidance has been developed at national level to support local partners in tackling radicalisers, and to support institutions and other meeting places.

- Higher education guidance, *Promoting Good Campus Relations, Fostering Shared Values and Preventing Violent Extremism in Universities and Higher Education Colleges*, was updated in January 2008.¹²
- The Government has consulted on further education guidance, *The Role of Further Education Providers in Promoting Community Cohesion, Fostering Shared Values and Preventing Violent Extremism*.¹³ The final version will be published in due course.
- Guidance on controversial publications in public libraries and how libraries can ensure access to a balanced book stock for everyone in the community was published for consultation earlier this year. The final guidance will be published at the end of July by the Museums, Libraries and Archives Council.
- The Faith and Social Cohesion Unit in the Charity Commission is providing support and advice to faith groups through outreach work, capacity building and training, publications and guidance.¹⁴

¹² www.dius.gov.uk/publications/extremismhe.pdf

¹³ www.dius.gov.uk/consultations/index.html

¹⁴ www.charity-commission.gov.uk/tcc/faithsc.asp

At a national level, Communities and Local Government also supports the work of the Mosques and Imams National Advisory Board (MINAB) to build capacity and improve teaching and governance standards in mosques.¹⁵

¹⁵ www.minab.org.uk

Objective 3: Supporting vulnerable individuals

Why is this important?

Apologists for violent extremism very often target individuals who for a range of reasons are vulnerable to their messages. Although there is presently less evidence on vulnerability in relation to violent extremism compared with other forms of crime, local partners will recognise relevant factors: peer pressure, the absence of positive mentors and role models, a crisis of identity, links to criminality including other forms of violence, exposure to traumatic events (here or overseas), changing circumstances (eg dislocation to a new environment, including migration and asylum) and a sense of isolation from a community. A range of existing structures and programmes are already in place to support people exhibiting many of these vulnerabilities (eg helplines, mentoring programmes) and it is critical that we build on and make the most of these.

What this means in practice

✓ Improving the capacity to identify individuals vulnerable to radicalisation

There is a range of agencies which will routinely come into contact with vulnerable individuals; eg mosques and community organisations, children's and youth services, schools, further and higher education, the Youth Justice Board through Youth Offending Teams and secure establishments, police, probation boards, local prisons and immigration facilities. A key strand of activity for local partners and partnerships in this area is to emphasise the connection between familiar vulnerability and the often less familiar issue of radicalisation and to consider preventative action. This should include:

- identifying and engaging with the full range of agencies in their areas which may come into contact with individuals vulnerable to radicalisation;
- ensuring that those people receive basic training on radicalisation issues and how they can provide support. A range of training is being developed both centrally and locally to raise awareness. Information regarding radicalisation can be found at Annex I; and
- ensuring that arrangements are in place to share information about vulnerability.

✓ Creating points of referral for individual cases

Once a vulnerable individual has been identified, trusted channels of communication are needed so that information about the individual can be passed to those in a position to provide support.

- In order to develop a process for effective referrals, local authorities should consider using their relationships and networks across communities to encourage them to identify cases where support might be appropriate.
- Areas should look to develop effective links between those coming into contact with vulnerable individuals, eg existing hotlines, crime prevention networks, social service networks, neighbourhood organisations and child support networks.
- The place to which a case is referred might be a support service (such as those providing targeted youth support) which is expanded to cover issues around radicalisation or specific schemes.

- It is an important assumption of this part of the Prevent strategy that we do not wish to put through the criminal justice system those who are vulnerable to, or are being drawn into, violent extremism unless they have clearly committed an offence. It is vital that individuals and communities understand this and have the confidence to use the support structures that we shall be developing.

Channel Project

The Channel Project is a multi-agency approach to support vulnerable individuals. It is a local and community-based initiative, which utilises existing partnership working between the police, local authority and the local community. The project takes referrals from a number of sources on individuals that may be vulnerable to becoming involved in violent extremism. A joint risk assessment of each individual case is then made by project members and any issues of concern are identified. A programme of intervention tailored to the needs of the individual is then developed and implemented. Involvement of community partners is key. They will have expertise and insight into the process of assessment, referral and intervention.

Further information is available from the ACPO National Community Tensions Team at nctt@acpo.pnn.police.uk

✓ **Devising, trialling and implementing a range of interventions**

- Annex I sets out a range of factors that we believe may be relevant in an individual's vulnerability to violent extremism. This is included to illustrate the types of issues local areas should consider rather than any attempt to provide a comprehensive account of a radicalising process. Not all these factors are likely to be present in the case of every vulnerable individual.
- Local areas should construct a programme of interventions that address these factors in the round. While in some cases interventions that address faith issues may be appropriate, some factors which can give rise to vulnerability (eg personal issues such as divorce, estrangement from family or community, employment and housing issues and experience of migration) are not specific to violent extremism and local partners need to consider what support can be provided on the full range of factors.
- Delivery of interventions by community partners is critical in the success of this work – they are more likely to understand, and have credibility with, those individuals who require support. Areas should consider whether existing partners or projects funded through preventing violent extremism funding can contribute to this objective.
- At one end of the spectrum, interventions may seek to address those who are believed to be vulnerable to radicalisation but who have not yet become committed to violence. These might include ideological and social interventions such as:
 - referral to youth mentoring projects (an example of a mentoring scheme is set out below);
 - engagement with positive role models;

- providing positive alternative activities such as volunteering; and
- projects aimed at developing a stronger faith understanding.
- At the other end of the spectrum, interventions need to be developed to address those who have already been radicalised. Schemes aimed at reversing that process are sometimes known as ‘de-radicalisation.’ Nationally we are developing a UK de-radicalisation programme. That involves learning from overseas, from other professions, and through pilot programmes. We recognise that more specialised techniques are likely to be necessary but a key element of this approach is for local partners to identify and work with organisations that may be able to provide this capacity. An example of a local scheme is set out below.

Mosaic Mentoring Scheme

The Mosaic Muslim Mentoring Scheme received funding from Communities and Local Government’s Community Leadership Fund with the aim of recruiting 100 Muslim professionals to mentor disadvantaged young Muslims in schools and colleges. The scheme aims to raise aspirations and reduce the sense of isolation experienced by young Muslims in marginalised communities, addressing one of the factors that can contribute to sympathy with violent extremist actions. The mentors benefit themselves by using their experiences to help others maximise their opportunities and contributing to the development of the leaders of tomorrow.

Mosaic has recruited nearly 200 mentors to date who have been carrying out mentoring sessions in London, the East Midlands, Lancashire and Bradford, and are looking to expand over the next few years. So far Mosaic has directly contacted schools but there is clearly a role for local authorities for helping Mosaic target its activities.

Mosaic can be contacted via its website where people can exchange ideas with other mentors online (www.mosaicnetwork.co.uk).

“It’s really encouraging to learn that someone from the same background as me can be really successful and reach the top of their profession, by working hard and being enthusiastic.”

Salwa Abdulraham, Year 11, Brent

De-radicalisation Project

A community-based programme in Leicester is being funded to deliver a mentoring programme for vulnerable individuals. It aims to encourage young people to feel more valued and to eradicate myths and assumptions which lead to young people becoming alienated and disempowered, and thus vulnerable to the threat of radicalisation. The group was already working in the fields of substance abuse and social exclusion before further funding allowed it to expand its work to include preventing violent extremism. It has developed good relationships with local police, primary care trusts, schools, mosques and other key partners and is seen as part of a community response to the problem of radicalisation. Such an approach could be successful for other community organisations.

- Local authorities and police play a key role in this process, but the breadth of factors that can contribute to the radicalisation process means they should consider the full range of statutory partners which may be able to deliver interventions.
- In particular, the link between criminality and radicalisation means that police and offender management teams (eg Youth Offending Teams) should consider whether they are working with those who may become interested in violent extremism and consider what interventions need to be incorporated into processes to rehabilitate offenders or divert people away from criminality. The Government is already funding the Youth Justice Board to deliver this through their existing delivery structures.
- Going forward, the Office for Security and Counter Terrorism will provide resources to local partners, in addition to the preventing violent extremism funding, to assist them in developing their capacity to support those vulnerable to violent extremism.

Objective 4: Increasing the capacity of communities to resist violent extremism

Why is this important?

Strong, organised and empowered communities are better equipped to effectively reject the ideology of violent extremism, to isolate apologists for terrorism and to provide support to vulnerable institutions and individuals. We want communities to take the initiative in these areas but we can work with communities to enable them to do so. Collaborative work itself undermines the narrative of separation and conflict which is often used by violent extremists, emphasising that there is more that unites us than divides us.

What this means in practice

✓ Active engagement with local communities

Local communities must be at the centre of the response to violent extremism, helping to develop and deliver the response to it. Engagement may take place through:

- forums;
- groups and networks;
- events and conferences;
- research and focus groups;
- outreach workers; and
- education services.

The police service is enhancing community engagement through the embedding of neighbourhood policing teams, now in place across England and Wales. Additional resources are being provided for the police to further develop community engagement capacity in key areas. The police service will also use Key Individual Networks and Independent Advisory Groups to inform their approach. From a local authority point of view, engagement must build on dynamic community leadership and basic good councillorship.

The National Muslim Women's Advisory Group provides advice to the Secretary of State for Communities on issues around empowering Muslim women through increasing their participation in civic, economic and social life. The group also provides a regional network of champions with whom local partners can engage in developing local projects to support and empower Muslim women.¹⁶ Communities and Local Government in conjunction with the National Muslim Women's Advisory Group has published a document providing case studies of local work to support and empower Muslim women.

¹⁶ www.communities.gov.uk/documents/communities/pdf/669801
www.communities.gov.uk/news/corporate/680335

✓ **Build community capacity**

The capacity of communities to reject, condemn and isolate violent extremism is built on strong community organisations and an active voluntary and community sector. Working with community groups, local partners can:

- build their organisational reach and sustainability (for instance, by supporting the development of business plans and marketing);
- develop the range of services they provide and their capability to address community issues; and
- support them in delivering products and services to prevent violent extremism.

✓ **Develop leadership**

Developing strong leadership helps give communities a strong voice, and provides individuals with the strength to challenge the arguments put to them. Leadership should particularly focus on developing the skills of Muslim women and young people, but should also involve existing community leaders such as local councillors. Programmes may include:

- developing bespoke leadership programmes focused on the particular issues that may face Muslim communities;
- ensuring that Muslim communities are appropriately represented on existing leadership programmes and opportunities; and
- raising the awareness and understanding of existing leaders.

✓ **Promote positive alternative activities**

Providing positive activities for young people helps them develop skills and motivation, and provides support networks and friendships which can better enable them to counter those who promote violent extremism. Partners can:

- ensure that existing services and activities are delivered in a culturally sensitive way, building on the equalities agenda;¹⁷
- promote positive alternative activities such as volunteering (including those opportunities overseas promoted by the Department for International Development);¹⁸
- provide positive alternatives such as sports participation and skills development; and
- in a further education or university context, ensure that a range of activities is available that will reach out to Muslim young people.

¹⁷ See *Providing Faith and Culturally Sensitive Support Services to Young British Muslims*, www.myh.org.uk/events.php?id=23

¹⁸ www.dfid.gov.uk/news/files/volunteering-scheme.asp
www.dfid.gov.uk/news/files/support-dispora-volunteers.asp
www.cabinetoffice.gov.uk/third_sector/news/news_stories/080411_involved.aspx

There is already considerable expertise across the culture and sport sectors in working with a broad range of vulnerable people. We will now bring this expertise together in one central place under the leadership of the strategic delivery bodies across culture and sport. The aim of this 'centre of excellence' will be to improve the general understanding nationally and locally between Muslim communities and cultural and sporting bodies. It will also work with a wide range of partners to help raise understanding of how cultural and sporting opportunities can be used to build resilience to violent extremism and engage effectively with those who are vulnerable to targeting by violent extremists.

Business in the Community – Business Bridges

With funding from the Community Leadership Fund, Business in the Community has used private businesses to build the capacity of small community-based projects in key Muslim communities which are delivering services and opportunities for individuals and groups in deprived areas.

Waltham Forest Young Muslim Leaders Development Programme

Waltham Forest Council and the local police jointly commissioned two local community organisations to develop a leadership programme for young Muslims in Waltham Forest. Twenty-one young people were trained and, while the activity was under one brand, each organisation had the autonomy to develop a programme to meet the needs of the young people they were working with.

Leytonstone Muslim Community Centre developed a programme based on an understanding of Islam and leadership skills, delivering it to a group of young men and women who were in higher education and were at risk of isolation and detachment from their previous support networks.

The Active Change Foundation worked with a younger group of mostly young men who lived in the most deprived ward in the area. It provided them with interventions in relation to citizenship, conflict resolution and coping skills to deal with the risks of drugs, alcohol and involvement in antisocial behaviour as well as extremism.

The programme has just been independently evaluated by Renaisi, a social regeneration company. The evaluation concluded that the young people demonstrated confidence and pride in their roles, and spoke of an enhanced understanding of their faith and a personal commitment to tackling extremism.

National Muslim Women's Advisory Group

The National Muslim Women's Advisory Group comprises women who are in positions of leadership or are working with the Muslim communities in Britain.

The group is chaired by the Secretary of State for Communities and Local Government, Hazel Blears, and advises Communities and Local Government on issues around empowering Muslim women through increased participation in civic, economic and social life.

The group acts as an ambassador for Muslim women, representing their views and concerns to Government and providing positive role models.

Sizanani Africa

Based in the London borough of Redbridge, Sizanani Africa aims to build the capacity of young people from marginalised communities to achieve integration through economic independence and social well-being.

Sizanani Africa received funding from the Community Leadership Fund in 2007/08 for its Muslim Women's Community Leadership Training Project, which aimed to empower Muslim women to identify and tackle signs of extremism and become peer mentors for women and young people.

The majority of service users are new arrivals in the UK from central and west Africa, and feel isolated and marginalised as English is not their mother tongue. The befriending and outreach services that Sizanani Africa offers are drawing many young people from isolation into expanding social networks. In addition, coaching and workshops to help individuals gain employment are provided.

By empowering Muslim women in identifying and tackling signs of extremism, the project can support those who are vulnerable and use their knowledge to support other women in their community to do the same.

The Muslim Youth Development Partnership

This Nottingham-based partnership comprises three charities: the Karimia Institute, Crime Concern and Muslim Hands. Each organisation contributes different qualities to the partnership, such as designing and delivering Islamic Studies courses, project managing and fundraising. In particular the Karimia Institute is a centre for worship, education, training and self-development and has run successful sports coaching programmes and residential youth camps for young people.

The partnership received support from the Community Leadership Fund in 2007/08 to build the leadership capacity of 45 young Muslims aged 16–25. It did so by training and supporting them to form a network of volunteer youth leaders from two ‘hubs’ – one in the north (Bradford, Halifax and Manchester) and one in the Midlands (Birmingham and Nottingham). The project equipped the youth leaders with the organisational abilities, skills and resources to work with mosques and Islamic centres on the delivery of local youth activities that promote volunteering and community cohesion among Muslim young people.

Objective 5: Addressing grievances

Why is this important?

In the UK and overseas violent extremists exacerbate and then selectively exploit certain grievances to recruit people to their cause. No grievance justifies terrorism. But if a grievance is both well founded and legitimately expressed, we must be ready to address it.

At a local level experiences of racism, perceptions of inequality and community conflict, and the experience of other forms of criminality can all create grievances that may be exploited by apologists for terrorism. Other perceived grievances may relate to the accessibility of services, perceived media hostility, stigmatising Muslim communities (eg through anti-terrorism legislation) and to Islamophobia and extreme far-right activity.

There are existing government programmes which are already intended to address many of these issues. Very often we need only to be making connections between these existing programmes and this strategy.

At a national level, there is clearly a perception that aspects of government policy (eg foreign and defence policy) fuel radicalisation. We are committed to explaining and debating these policies and responding to the misrepresentations of violent extremists.¹⁹ And we need constantly to be repeating that different views about, for example, foreign policy will never justify acts of terrorism.

What this means in practice

✓ Provide safe spaces for debate

Facilitating a space where people can openly discuss grievances – and what can be done about them – allows communities to explore difficult issues and identify ways of taking positive action.

Forums on extremism and Islamophobia, and other matters of concern, allow local communities to influence the development of local policy and shape the response to extremism, contributing to and building on the community empowerment agenda.

Education has a key role to play here, encouraging the space and culture for open debate to take place in schools, colleges and universities as well as through online forums and discussions in more informal settings.

The Association of Chief Police Officers is working with the UK Youth Parliament to run a series of regional conferences to engage with young people and debate and challenge ideological issues.

✓ Identify and consider grievances

Building on the provision of spaces for debate, local partners will need to identify and explore the grievances that resonate most in their local communities through discussion and debate and through formal research.

¹⁹ Senior officials and Ministers at the Foreign and Commonwealth Office are embarking on a series of regional visits to discuss and explain UK foreign policy with communities.

Consideration will then need to be given to determining which grievances can be dealt with locally and which are for national or regional consideration. Local partners will need to consider how they can highlight grievances for action at a national or regional level through Government Offices, central government departments, MPs and Ministers.

✓ **Take action to address grievances**

Local partnerships can address both real and perceived grievances, for example by:

- building on and highlighting existing work to reduce structural inequalities and discrimination;²⁰
- seeking to improve access to, and awareness of, services;
- ensuring that institutions are fully implementing equality duties and have effective anti-bullying policies;
- actively and visibly combating extreme far-right activity and Islamophobia;
- explaining policing activity, such as approaches to the use of stop and search powers and terrorism legislation; and
- ensuring an adequate response to criminality in all communities.

✓ **Effective consequence management**

Dealing effectively at a local level with the potentially difficult aftermath of a security related incident at a local level can do much to build local relations with communities and avoid adding to real or perceived grievances. It is therefore important to link with those delivering the Prepare and Pursue strands of the Government's counter-terrorism strategy to ensure that:

- Plans are in place to reassure communities after counter-terrorism arrests or incidents, building on relationships and networks developed through work to prevent violent extremism.

A comprehensive guide exists to assist police BCU commanders to positively manage the consequences of counter-terrorism operations – *The BCU Commanders Guide to CT Operations* (Association of Chief Police Officers 2008).

²⁰ Such as through the Race Equality and Community Cohesion Strategy, *Improving Opportunity, Strengthening Society* (Home Office, 2005); www.homeoffice.gov.uk/documents/improving-opportunity-strat

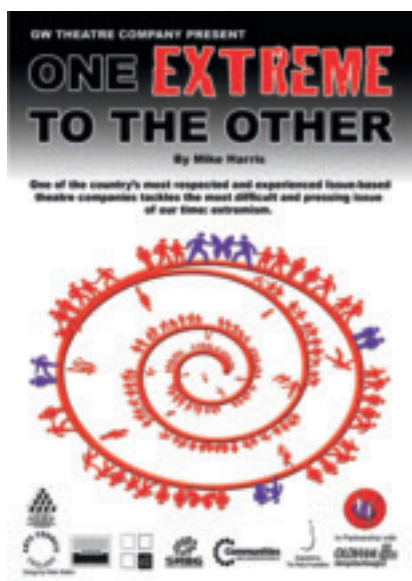
Reading Forum Against Extremism

The Reading Forum Against Extremism (RFAE) received £10,000 of Pathfinder Funding. One of its aims was to encourage grass-root debate on issues around extremism in order to counteract extremist messages. The RFAE worked closely with the Local Strategic Partnership and other local partners to produce a project which provided the opportunity for local people, in particular young people, to discuss what they felt about extremism.

Thirteen discussion events were held from February to April 2007 in a variety of venues around Reading, and were designed to act as forums to discuss these difficult issues. In particular, the events discussed what people believed the causes of extremism to be and what solutions there might be for dealing with it. RFAE used 'project ambassadors', people who already working with their local communities, to facilitate the discussion events. The ambassadors were selected as people who were already trusted faces in their communities and could therefore win the confidence of the attendees. A wide spectrum of views were aired, and were compiled in a project report.

One Extreme to the Other

The play *One Extreme to the Other* was developed in partnership with GW theatre company in 2007. It focuses on extremism, both from the extreme far right and in the name of Islam. The play is aimed at young people from year 10 upwards, but also works well with adult audiences. It is hard-hitting but also a very entertaining and funny piece of theatre which stimulates debate around extremism amongst young people.



The play has been performed to over 2,500 year 10 pupils in Oldham secondary schools, and to students at The Oldham College, Oldham Sixth Form College and the University Centre. It has also been staged at 25 community venues around Oldham. Performances of the play have been commissioned in many other parts of the country, and it was also performed at the national Preventing Violent Extremism conference attended by Hazel Blears MP in October 2008, the Secretary of State for Communities and Local Government.

A website has also been developed as part of the commission; this contains follow-up material (including lesson plans for teachers in participating schools) plus comments from people who have seen

the play. For example, one person commented: *"The play made me think about the issue of extremism and think and respect others. Before the play I never really thought about the issue but it has changed my views now. The play had a strong message, it was very effective."* For further information, see www.extremenews.org.uk

Khayaal Theatre

Khayaal Theatre Company is a registered charity set up in 1997 with the objectives of developing and presenting educational performing arts that explore Muslim world literature, heritage, culture and arts. It is the UK's first award-winning professional theatre company dedicated to the dramatic exploration of classic Muslim world literature and the experience of Muslims in the modern world.

Khayaal Theatre received Pathfinder funding from Communities and Local Government in 2007/08 to develop a play, *Hearts and Minds*, which tells the story of Asif – who is 'Pakistani by memory, urban British by culture and Muslim by sentiment' – by exploring conflicting discourses, loyalties and identities and some of what it means to be young, British and Muslim today. The play is accompanied by a workshop which enables the audience to unpack and make more accessible the wisdom and messages of the play in an intuitive, engaging and enjoyable way.

Hearts and Minds was originally commissioned in late 2007 by the Muslim Education Forum in Luton and the Reading-based Berkshire Forum against Extremism, and subsequently toured schools, colleges, universities and young offender institutions in both regions in March 2008. In the following month, a week-long run of public performances were staged in London attracting large audiences. Khayaal Theatre plans to tour *Hearts and Minds* nationally in the autumn and would welcome expressions of interest from local authorities and their community delivery agencies.

The theatre company worked closely with its local commissioning partners to shape the project and choose the schools where the play was presented.

Operation Nicole

Operation Nicole is a two-day 'storyboard' counter-terrorism tabletop exercise, developed by Lancashire Constabulary and recommended for wider use across forces by the Association of Chief Police Officers. The exercise is designed to explore community concerns, giving the police greater understanding of the community and the community greater understanding of counter-terrorism operations. The participants make decisions and are provided with legislative guidance by a specialist senior investigating officer. The process is designed to give participants a better understanding of the factors that support the decision-making process from the time that information is received through to the point of planned police action. The strength of these exercises is the opportunity for communities to explore the reasoning behind the need to arrest people for terrorist offences. These exercises very clearly demonstrate the hard choices that have to be made and the care that is taken in making them.

The Oxford Muslim Pupils' Empowerment Programme

In late 2007 Imam Monawar Hussain, the imam of Eton College, devised the Oxford Muslim Pupils' Empowerment Programme, using funding from the Oxford Pathfinder Fund. The programme was designed to engage Muslim school pupils by creating a space where they could discuss issues which concerned them. The project, which was based in a local secondary school, consisted of a series of lunchtime forums at which pupils could discuss subjects such as Afghanistan and Iraq, Islamic history and the Sunni/Shia divide.

The aim throughout was for Muslim pupils to be equipped with a deeper understanding of the Islamic tradition, be able to recognise the complex nature of identity, and to equip them with arguments against a violent extremist ideology.

Objective 6: Developing Prevent-related research and analysis

Why is this important?

Both local and national projects must be underpinned by a strong evidence base. While our understanding of radicalisation and how to counter it is increasing, we recognise that it needs to be more advanced. Among a broad range of questions, we want to know more about the nature and scale of radicalisation and about both vulnerability and resilience, in order to help target support where it is most needed.

What this means in practice

More research and analysis is being commissioned against these priorities and findings will be shared widely and will inform policy-making and local delivery. Ongoing interventions will prompt further research, as more projects and interventions are tested. Best practice must be shared between practitioners, and between the centre and local partners.

The role of central government

- Nationally, we will take stock of current knowledge and look to develop shared understanding, providing a central point to keep track of research and analysis.
- We are developing additional capacity for analysis of Prevent issues by building a new team to address the most pressing questions. This team will work closely with the full range of key government departments and agencies involved in Prevent.
- We will continue to commission and share research into communities, violent extremism and the assessment of various approaches to countering it, co-ordinating priorities across departments according to the Prevent strategic objectives.
- We will share research and analysis findings with local partners to help inform future work, including through the development of online resources.
- Where it is needed, we will offer advice on information-sharing procedures and relationships, and on appropriate handling and use of outputs.
- We are carrying out an assessment of awareness of issues around radicalisation among front-line staff and will follow this up by developing core training materials that can be adapted by sectors, institutions or local areas to their particular circumstances and needs.

The role of local partners

Local knowledge and understanding must complement national work along the lines of the Prevent strategy. Local partners need to:

- take stock of current understanding and identify knowledge gaps and research questions;
- commission research and analysis to build the evidence base specific to their local area, avoiding duplication with central government departments and agencies. This will help build an understanding of demographics, infrastructure and attitudes, and directly inform local policy and interventions as well as contributing to the national and regional picture;
- where a knowledge gap has a national or international dimension, feed a requirement up to the centre via Government Office or police contacts;
- evaluate the impact of local delivery, building an evaluation component into all new interventions and projects in this area; and
- work with local police to develop trusted mechanisms for information on risk and vulnerability to be passed between local and national levels (going both ways).

Who to work with or contact for more information

While local areas should develop their own expertise on delivering Prevent – and some are already relatively advanced – we recognise this may take time. To guide local areas, help with sharing of knowledge and best practice, and provide an interface with national structures, each regional Government Office has a lead on Prevent. Either they or the local police contacts will be able to help; within the police, dedicated Prevent posts are being created to work alongside Neighbourhood Policing teams, while counter terrorism intelligence officers (CTIOs) will also have a key role.

The Government Offices and the police will have a role in passing information generated by central research, analysis and evaluation, and working with local partners to develop relationships and capacity. At other times information will be shared directly: we are looking to develop a new Prevent website to distribute findings, offer contact with central Prevent officials and encourage networking. This will build upon the current online resources at www.idea.gov.uk/idk/core/page.do?pagelId=7890410.

Objective 7: Strategic communications

Improving strategic communications is a cross-cutting work stream which supports and enables delivery across the five main objectives of the Prevent strategy.

Why is this important?

Violent extremists rely on propaganda and are assiduous in crafting and distributing their messages. Much of this propaganda comes into this country from overseas. Our own communications play a critical role in exposing this propaganda, but unless well prepared and considered can inadvertently fuel the terrorist narrative.

We need to ensure consistency of message across departments, and from the local through the regional to the national. Local practitioners will, of course, need to use their knowledge of their own communities to develop effective communication channels and messages related to this agenda.

Key actions for local partners

- Effective communication should be a key element of a local programme of action.
- Partners should engage with the media to communicate the rationale for Prevent activity and explore the role that the media can play in building a climate of trust, understanding and mutual respect in communities.
- Communications need to be coherent across partnerships and across work areas.
- Communications need to be effective, and for that reason messages and information must be kept clear.

There are a number of central principles for partners to bear in mind when developing local communications. They should:

- ensure that they understand the audiences they are seeking to reach;
- construct messages that are effective in reaching and engaging those audiences;
- use delivery channels that are effective in delivering these messages to the audiences that they are seeking to reach; and
- ensure that these communications cannot be easily manipulated.

National support

Both local and national practitioners have a key role to play in implementing these headline objectives, and there is support available to assist with this.

The Research, Information and Communications Unit (RICU) was created in June 2007 to help government to understand and counter the communications challenge. RICU is a trilateral unit, jointly owned by three departments – Communities and Local Government, the Foreign and Commonwealth Office and the Home Office – and is hosted by the Office for Security and Counter Terrorism in the Home Office. RICU has a wide range of tasks but its key function is to improve communications by developing a better understanding of our target audiences and a clearer understanding of terrorist propaganda and dissemination, to support policy-makers and communications professionals in their work. RICU uses this understanding, based on in-depth research and analysis, to provide guidance on effective communications, particularly in respect of audiences, messages and the channels through which these messages might be delivered. RICU should be a point of contact for advice on counter terrorism-related communications.

Local support

RICU is setting up a small local delivery team. It will draw on RICU's research and analysis, as well as local examples of best practice, to provide a series of information and guidance products targeted at key local practitioners. We will also start making summaries of research information available. There is already a wealth of excellent work under way and we will work with local partners to develop some work areas further:

- **Language:** We are working in an area where there are often no commonly agreed or widely understood terms to describe the problems we face. Some guidance on different perceptions of the language we have used (*Counter Terrorism Communications Guidance: Communicating Effectively with Community Audiences (RICU/12/07)*) has already been circulated, and more will follow.
- **Events:** We will bring together national and local partners to support the development of clear, consistent messages through a series of events that will identify and share lessons learned and best practice, especially from areas that have overcome specific challenges.
- **Media channels:** We are planning to share the results of research on the most effective ways of disseminating key information.
- **Training:** We will also facilitate a range of training events to support local practitioners to develop their communications skills and strategies.

RICU will also develop strong links with key local practitioners in order to engage on specific issues as practitioners require. This will also help ensure that local experience shapes the national understanding.

And how you can help us

RICU's guidance is not intended to be prescriptive. The success of local partners' communication depends, for example, on the consideration of specific local factors of which they will be more aware than we are. RICU will seek to support local communications approaches and the sharing of best practice. To develop and inform our advice, we need feedback from local partners on their specific communications requirements, such as toolkits, guidance or training.

For further information, email RICU@homeoffice.gsi.gov.uk

Birmingham City Council

Birmingham City Council's Communications and PR department has run a series of workshops between Muslim leaders, young people and women with senior editors and producers, to explore how the community can use the media effectively to put over positive images and challenge the negative messages of violent extremists.

"I hope we've been able to encourage the participants to think about using the media to make their voices heard and, at the same time, by bringing them and some of the city's most senior journalists together, to break down barriers." **Bob Calver, Senior Lecturer in Broadcast Journalism, Birmingham City University**

Annex A

Local Partners: Roles and Responsibilities

Local authorities

Local authorities have a unique leadership and ‘place shaping’ role in local communities. Working closely with Government Offices which provide co-ordination at the regional level, local authorities in priority areas (identified on the basis of the size of the Muslim population) are already funding a wide range of community-led projects aimed at tackling violent extremism. Increasingly, these projects are delivered through multi-agency partnerships. Moving forward, local authorities will work with these partnerships to support work across the Prevent strategy and to mainstream Prevent across local service delivery.

Local authorities also are responsible for – or work closely with – a range of local delivery partners:

- **Statutory and voluntary youth services**

Positive activities for young people and youth services can both help to build resilience and be a mechanism for supporting vulnerable young people through more targeted support and mentoring. Local authorities should ensure that their youth provision is sensitive to both culture and faith, and helps to bring young people of different backgrounds together. Youth workers can also be both mentors and role models for young people. Local authorities should take steps to raise the awareness and confidence of youth workers to be able to discuss issues around faith and identity openly with young people, and to know who to turn to if they have particular concerns or need advice.

- **Arts and cultural delivery bodies**

There are an enormous number of cultural and sporting delivery bodies, which are active in every community in the country. They can also act as a valuable way of supporting mainstream civic engagement and building community resilience to resist those who would seek to divide and isolate communities. The cultural and sporting sectors are heavily involved in working with vulnerable people – eg those in the youth justice system, those not in education, employment or training, and those at risk of drug or alcohol misuse. There will often be a crossover with those at risk of supporting violent extremism, and in some cases the potential beneficiaries will already include some of the same groups of people. The cultural and sporting sectors can play an important role in delivering specific key interventions to those who are at risk of radicalisation.

- **Schools**

Schools can play an important role in helping young people to become more resilient to the messages of violent extremists, and in tackling the sorts of grievances extremists seek to exploit, through creating an environment where all young people learn to understand others, value and appreciate diversity and develop skills to debate and analyse. Through the curriculum, schools can help young people learn about and explore the values shared by different faiths and cultures, the historical context and issues around citizenship, identity and current affairs. Young people see schools as a safe place where they can explore controversial issues, and teachers can encourage and facilitate this. Through their engagement with external organisations, schools can also broaden young people's horizons and help foster good links with different community groups. If schools have concerns that a pupil may be being exposed to extremist material or influences, they can offer support through mentoring and by ensuring that the school is involved in the local partnership structures working on preventing violent extremism. It is important that there are effective channels of communication and agreed arrangements for dealing with concerns as part of their wider child protection duties.

- **Colleges and universities**

Colleges and universities have an important role to play in creating resilience and providing support to young people. With 80% of people passing through further or higher education at some point in their lives, colleges and universities can foster shared values and encourage integration across cultures and faiths. They are crucial venues for real, open and honest debate on a wide range of issues. Local authorities and police should have clear links with their local colleges and universities, and should engage them in wider efforts to support vulnerable individuals and build longer-term resilience to violent extremism.

Local policing

Local police have a critical role to play in working with local communities to build their resilience to violent extremism and intervening to support individuals at risk of violent extremism. Prevent community engagement will be delivered locally through local policing units – basic/borough command units (BCUs) – supported, in the areas of highest priority, by dedicated Prevent policing resources. Local forces will work to mainstream the Prevent agenda across all existing engagement activities, including neighbourhood mapping, support for those individuals in the community most at risk of becoming involved in violent extremism (through the Channel Scheme), schools liaison and community intelligence.

Local forces will be supported by regional Prevent delivery managers, counter terrorism unit Prevent teams and a newly formed national co-ordination team which will link into the work of central government and provide support and assistance to all forces.

Prevent counter terrorism intelligence officers (CTIOs) will also be deployed into BCUs to enhance the role of acquiring, interpreting, assessing, developing and disseminating national security intelligence, and will also act as a crucial link or bridge with local community information.

Police authorities

The police authority sets the strategic direction for a police force and holds the chief constable to account on behalf of the local community. In fulfilling its statutory role, the police authority consults widely with local people to find out what they want from their local police. The police authority therefore has a role in ensuring that the force's approach to preventing violent extremism is appropriate, is effective and makes good use of resources and partnership arrangements.

National Offender Management Service

The National Offender Management Service (NOMS) brings together Her Majesty's Prison Service and the National Probation Service. NOMS makes a key contribution to Prevent – and other strands of the CONTEST strategy – by holding and supervising extremist offenders safely, and by working to reduce the chances of extremists reoffending or seeking to radicalise others. NOMS works closely with partner agencies at national and local level to deliver its programme.

Local partners should also consider how they can best support prison establishments (through the Governor/Director) in their response to issues of extremism/radicalisation; and how they might build on links between prisons and the community.

Youth justice programmes

Prevention is one of the statutory aims of the Youth Justice Board (YJB) and is at the heart of its overall strategy. The young people with whom youth justice programmes engage are among the most socially excluded and are highly vulnerable to influence from those promoting violently extreme views, either in the community or in custodial establishments. That is why £3.5 million is being made available to Youth Offending Teams and the youth secure estate in 2008/09 and 2009/10 for work to prevent violent extremism, focused on supporting young individuals who have had contact with the criminal justice system. The Prevent projects are currently being developed by local areas for rollout at the end of summer 2008. They will include a range of programmes such as work with Muslim families in supporting at-risk children, mentoring and helping young people to challenge perceptions relating to violent extremism and develop avoidance strategies.

Annex B

Sources of Funding

Local authorities

On 31 October 2007 the Secretary of State for Communities and Local Government, Hazel Blears, announced £45 million in funding for local partnerships from April 2008 to March 2011. Seventy-nine priority local authorities have been provided with £12 million for 2008/09. Both the level of funding and the number of authorities in receipt of funding will continue to grow. In order to build resilience in those communities where it is most needed, the distribution of funding has been based on the size of local Muslim communities.

Full details of authorities receiving funding can be found at www.communities.gov.uk/communities/preventingextremism. Individuals who are keen to contribute to local projects should contact the relevant local authority.

Police forces

Forces are expected to contribute to preventing violent extremism as part of their policing responsibilities provided for in their police grant.

Additional funding has been provided through the Government's comprehensive spending review process for 2008–2011, which in the first year (2008/09) has been allocated across the 24 forces with areas of most vulnerability. (Additional funding for Prevent policing in 2008/09 exceeds £18 million.) These additional funds will primarily fund new staff in key BCUs who will take on community engagement and Counter Terrorism Intelligence Officer roles. Full details are provided in the Association of Chief Police Officers' Strategy and Delivery Plan.

Youth Offending Teams

Some £3.5 million in funding is being made available to Youth Offending Teams and young offender institutions in 2008/09 and 2009/10 for work to prevent violent extremism. This work will be focused on those individuals who have had contact with the criminal justice system.

Other funding sources

Going forward, the **Office for Security and Counter-Terrorism** will provide resources to local partners, in addition to Communities and Local Government preventing violent extremism funding, to assist them in developing their capacity to support those vulnerable to violent extremism.

The **Community Leadership Fund** is a central grants fund run by Communities and Local Government with the aim of supporting work that will build the capacity of individuals, organisations and communities to take the lead on tackling violent extremist influences. The fund is intended to support forums on extremism and Islamophobia in local authority areas that have not received funding as part of their area-based grant.

Local partners may wish to work with their community partners to encourage them to apply for national grants. All funding streams change over time and any precise information rapidly becomes out of date. However, this section highlights some sources of funding and information:

Association of Charitable Foundations

www.acf.org.uk

The website of the leading membership association for grant-making charities in the UK lists useful information regarding various grant-providing trusts and foundations.

Capacitybuilders

www.capacitybuilders.org.uk

This third sector-led agency delivers the ChangeUp programme, which aims to help develop the quality and availability of support services to front-line voluntary and community organisations.

Directgov

www.direct.gov.uk

The Government's website has some useful information for third sector organisations looking for funding, including where to look locally and details of the Big Lottery Fund and Grantnet.

Directory of Social Change

www.dsc.org.uk

This independent source of funding information for voluntary and community organisations publishes comprehensive details of funders, including charitable trusts and foundations.

Futurebuilders

www.futurebuilders-england.org.uk

This Government-backed fund provides loans, repaid through contracts with public bodies, to build organisational capacity and capability, increasing the scale and scope of an organisation's public service delivery.

The Government Funding Portal

www.governmentfunding.org.uk

The Office of the Third Sector publishes details of grant programmes on this online portal, which shows central government department grants available for third sector organisations and allows visitors to register to receive regular email updates of new grant rounds.

The Office of the Third Sector

www.cabinetoffice.gov.uk/third_sector/

The website for the Office of the Third Sector is a good starting point for finding out about funding and support for voluntary and community organisations, including government funding, charitable trusts and foundations and social enterprise funding.

Arts Council England

www.artscouncil.org.uk

The strategic body for the arts in England provides information on its website about the funding opportunities it provides.

Sport England

www.sportengland.org

The website for the strategic body for sport in England provides information about the organisation's work and funding opportunities.

Bedford: Harpur Trust

Bedford received £50,000 from the Preventing Violent Extremism Pathfinder Fund. A local charity, the Harpur Trust, matched this funding to bring Bedford's fund to £100,000. This allowed Bedford to broaden and deepen its work, with measures including a range of diversionary activities for young people.

European funding

European funding has been made available for work to prevent violent extremism in 2007 and again in 2008. In 2007 'the Prevention of and Fight Against Crime' call for proposals made €600,000 available for 'counter-radicalisation' work.²¹ Further funding of approximately €1 million, principally for cross-country work, has been made available in 2008 – the deadline for bids is 24 June 2008.²²

²¹ http://ec.europa.eu/justice_home/funding/isec/doc/og_call_2007_en.pdf

²² http://ec.europa.eu/justice_home/funding/isec/wai/funding_isec_en.htm

Annex C

NI 35 – Building Resilience to Violent Extremism

This is an APACS indicator			
Is data provided by the LA or a local partner?		Y	Is this an existing indicator?
			N
APACS number	For APACS, this indicator will be trialled and evaluated in 2008/09 and as a consequence, it will not be published in APACS or used for assessment in APACS in 2008/09.		
Rationale	<p>The aim of the Prevent work stream of the CONTEST strategy is to stop people becoming or supporting violent extremists. The revised Prevent work stream has seven core objectives (see further guidance section below) which require action at local, national and international levels. Local partners have a key role to play in developing programmes in support of each of these objectives – notably objectives to enhance the resilience of communities to violent extremism and to identify and support individuals vulnerable to recruitment to the cause of violent extremism.</p> <p>The context for Prevent work will be subject to regional variations and an approach specific to local circumstances will be essential. The work needs to be done in close conjunction with the local community. The policing response will be guided by the emerging ACPO strategy.</p> <p>Given the issues concerned it is inherently difficult to directly measure outcomes. This indicator therefore assesses the standard of local areas' arrangements against a number of key factors.</p>		

Definition	<p>Assessment framework which evaluates the effectiveness of Prevent related work programmes on a 1 – 5 scale against 4 main criteria. These four criteria are:</p> <ul style="list-style-type: none"> • understanding of, and engagement with, Muslim communities; • knowledge and understanding of the drivers and causes of violent extremism and the Prevent objectives; • development of a risk-based preventing violent extremism action plan, in support of delivery of the Prevent objectives; • effective oversight, delivery and evaluation of projects and actions. <p>The assessment framework will be available shortly at http://www.communities.gov.uk/communities/preventingextremism/</p> <p>Performance is defined at each stage of the scale, eg when considering ‘understanding of, and engagement with, Muslim communities’ [Local Strategic Partnerships] would rate their performance between a 1, where:</p> <p>‘The community are engaged on an ad hoc basis and through wider faith/ minority groups. Mechanisms and engagement is/are not self sustaining or productive. Understanding of the make-up of the local Muslim community is cursory and limited’;</p> <p>and a 5:</p> <p>‘A self sustaining, dynamic and community driven engagement which takes place on a number of different levels and in a number of different ways, with innovative approaches to communication and engagement of all groups. Sophisticated understanding of local Muslim communities is used to drive policy development and engagement.’</p>		
Collection interval	Annual (Financial year)	Data source	Assessment is carried out by the Local Strategic Partnership
Reporting organisation	Local authority		
Spatial level	<p>Single tier and district councils.</p> <p>All authorities are expected to report, except those areas where agreed otherwise with Government.</p>		

Further guidance	<p>Her Majesty's Inspectorate of Constabulary and the Audit Commission will work with a number of priority areas during 2008/09 to identify good practice which can be shared, with a view to building up learning and effective implementation across the country. In due course, this indicator will be captured as part of the Comprehensive Area Assessment (CAA) process.</p> <p>This indicator also forms part of the APACS (Assessments of Policing and Community Safety), which is available at http://police.homeoffice.gov.uk/apacs</p> <p>For APACS, this indicator will be trialled and evaluated in 2008/09 and as a consequence, it will not be published or used for assessment in APACS in 2008/09.</p> <p>Further detail on the Prevent Strategy can be found at www.security.homeoffice.gov.uk and at www.communities.gov.uk/communities/preventingextremism/ and www.idea.gov.uk/idk/core/page.do?pagelId=7890410</p> <p>Further guidance on Prevent will also be published shortly.</p> <p>The revised Prevent work stream of CONTEST has seven core objectives:</p> <p>1) Challenge the violent extremist ideology and support mainstream voices; 2) disrupt those who promote violent extremism and support the institutions where they are active; 3) support individuals who are being targeted and recruited to the cause of violent extremism; 4) increase the resilience of communities to violent extremism; 5) address the grievances which ideologues are exploiting; 6) develop understanding, analysis and evaluation; 7) strategic communications.</p>
Notes	<p>For the latest guidance for this indicator, including any corrections or clarifications, please consult the APACS technical guidance which is available at: http://police.homeoffice.gov.uk/performance-and-measurement/assessment-methods/assessment-technical-guidance/</p>

Annex D

NI 35 – Building Communities Resilient to Violent Extremism

Assessment Framework

Understanding of, and engagement with, Muslim communities

Score	Description
1	Community engaged on an ad hoc basis and through wider faith/minority groups. Mechanisms and engagement is/are not self sustaining or productive. Understanding of the make-up of the local Muslim community is limited and superficial.
2	Regular mechanisms for consulting and working with Muslim community, but attendance and reach not wide. Tendency to engage with individuals and interest groups rather than communities. Basic knowledge of structure of local Muslim community in terms of ethnicity and geographical extent.
3	Regular and reliable mechanisms for frequent contact with whole communities, as well as individuals within communities. Strong knowledge of the make-up of the Muslim communities, including different ethnic groups, denominations, social and economic status, elected representatives and community leaders, knowledge of location and denomination of mosques, awareness of community groups. Knowledge of partner agencies appropriately utilised.
4	Regular and reliable mechanisms which include all communities and under-represented groups such as women and youth in an ongoing dialogue. That dialogue influences and informs policy. Sophisticated and segmented understanding of Muslim communities, the structures within them, and the cultures which make them up.
5	A self sustaining, dynamic and community driven engagement which takes place on a number of different levels and in a number of different ways, with innovative approaches to communication and engagement of all groups. Sophisticated understanding of local Muslim communities is used to drive policy development and engagement.

Knowledge and understanding of the drivers and causes of violent extremism and the Prevent objectives

Score	Description
1	Awareness of the issues, but no thinking about what it means for the locality or how to engage fully with the agenda. Poor understanding of causes of violent extremism and the Government's Prevent strategy objectives.
2	Basic understanding of what is required from local partners, and familiarity with key documents and guidance material. Attempts to draw together an evidence base and to analyse the underlying causes of violent extremism.
3	Good understanding of the Prevent objectives and drivers of violent extremism among partners. Established evidence base draws on a number of sources, including evidence from a number of local partners about violent extremism within the local area. Awareness of appropriate research. Attempt to take into account specific local circumstances and build evidence of strength of drivers locally, including sharing of information between partners.
4	Strong understanding of the Prevent objectives and the drivers of violent extremism, as well as of the interfaces with related policy areas. Full use of local, national and international research, guidance and expertise on the agenda, including good information sharing between partners. Good understanding of local circumstances and drivers.
5	Sophisticated understanding of the Prevent objectives and the drivers of violent extremism. Full use of local, national and international research, guidance and expertise on the agenda to build a wide-ranging and sophisticated evidence base. Clearly strong information interchanges between local partners across delivery organisations and strands of activity. Strong understanding of local circumstances and drivers.

Development of a risk-based preventing violent extremism action plan, in support of delivery of the Prevent objectives

Score	Description
1	Basic, narrowly focused action plan in place.
2	Action plan with clear resource allocations and timeframes attached to actions. Some linkages to Government's Prevent strategy objectives and to the drivers of violent extremism. Some links to feedback from community engagement.
3	Risk-based comprehensive and clear action plan which makes clear links to the Prevent strategy. Links to community engagement and knowledge and understanding of the drivers of violent extremism. Range of activity covering different strands of the Prevent strategy.
4	Risk-based and strategically focused action plan with clear links to the knowledge and understanding of the drivers of violent extremism, the Prevent strategy and to extensive consultation with communities. Clear buy-in from senior officers and strategic partners. Necessary actions, capabilities, policies and projects clearly identified. Strong focus on multi-agency partnership working, including synergies with [Crime and Disorder Reduction Partnerships] CDRPs and other bodies. Broad range of activity delivering all strands of the Prevent strategy, including through a range of mainstream services.
5	Risk-based and strategically focused action plan with strong links to the knowledge and understanding of the drivers of violent extremism, to the Prevent strategy and to extensive consultation with communities and local partner agencies. Agenda effectively 'mainstreamed' through consideration of existing service delivery and policies, alongside the development of specific actions, projects and capabilities. Awareness of agenda throughout partner organisations. Full range of activities across all strands of the Prevent strategy. Innovative actions, projects and capabilities clearly identified. Strong evidence of multi-agency approach to deliver across a broad range of partners and agencies, including synergies with CDRPs and other bodies.

Effective oversight, delivery and evaluation of projects and actions

Score	Description
1	Loose and informal monitoring of projects, leading to haphazard delivery and frequent overruns and changes of scope. Evaluation is informal and haphazard. Audit arrangements in place.
2	Clear plans for delivery and oversight. Some level of formal evaluation, but no clear mechanism for follow-up. Audit arrangements and risk management in place.
3	Monitoring mechanisms in place with regular reviews to ensure delivery. Oversight group in place. Formal evaluation but which has no real effect on developing future projects and actions. Strong audit arrangements and risk management in place.
4	Proven monitoring mechanisms in place which help ensure regular delivery of projects within timescale, to the required standard and budget constraints. Oversight group with range of skills and representing appropriate range of interests. Formal evaluation using appropriate methodology which has some impact on the development of future projects. Strong audit arrangements and risk management in place.
5	Strong tried and tested monitoring mechanisms which allow highlighting and resolution of issues, track progress and ensure consistent delivery of projects and actions within timescale, to the required standard and budget constraints. Oversight group with appropriate skills and seniority in place and actively involved in monitoring. Professional and extensive evaluation of project against agreed objectives, which has real impact on development of future projects. Strong audit arrangements and sophisticated risk management in place.

Annex E

Engaging with Partner Organisations

It is vital that the broader voice of Muslim communities is heard nationally and locally. Government, both national and local, has a duty to ensure that small groups of violent extremists and those who sympathise with them are not allowed to claim to represent Muslim communities. We must focus on supporting the wider Muslim community to actively reject and condemn violent extremists and extremism. This is not about funding people who only agree with the individual policies of national government – there is always room for disagreement and debate. But we must ensure that we do not support, or provide a platform for, the promotion of violent extremism.

The national approach

The Communities Secretary announced in October 2006 that the Government would fundamentally rebalance its engagement with Muslim organisations towards those actively taking a leadership role in rejecting and condemning violent extremism and upholding shared values.

In doing so, the Government aims to broaden and diversify the range of stakeholders with whom it engages, reflecting the diversity of Muslim communities in the UK. It seeks to develop and empower those who are taking a proactive leadership role in tackling violent extremism.

Local engagement

There is a strong expectation that local authorities and their partners will consider the extent to which those with whom they engage show leadership in preventing violent extremism and upholding shared values and use this to inform engagement strategies.

Local authorities and their partners must not, of course, knowingly engage with any organisation that has been proscribed under the Terrorism Act 2000,²³ works with a proscribed group or receives funding from a proscribed group. Due diligence must be taken to ensure that authorities and partners are not inadvertently engaging with or supporting such groups. Close partnership working with the police locally is an important part of this.

²³ See <http://security.homeoffice.gov.uk/legislation/current-legislation/terrorism-act-2000/proscribed-terrorist-groups?version=1>

Engagement criteria

Local authorities and their partners must ensure that decisions to engage with organisations are deliberate and grounded in suitable evidence about an organisation, its intentions and aims. The more comprehensively an organisation meets the criteria below, the more closely we engage with them.

- a) The organisation actively condemns and works to tackle violent extremism. Factors to consider as part of this criterion include whether the organisation:
 - publicly rejects and condemns violent extremism and terrorist acts, clearly and consistently;
 - can show evidence of steps taken to tackle violent extremism and support for violent extremism;
 - can point to preventing violent extremism events it has supported, spoken at or attended;
 - can show that its actions are consistent with its public statements; and
 - can show that its affiliated members or groups to which it is affiliated meet these criteria.
- b) The organisation defends and upholds shared values including:
 - respect for the rule of law;
 - freedom of speech;
 - equality of opportunity;
 - respect for others; and
 - responsibility towards others.

There are a number of indicators which will help local partners judge how well an organisation meets these two criteria. These may include:

- its stated aims;
- the nature of its work;
- public statements made by its representatives or members; and
- the consistency with which this is evident in its internal practices and its engagement with wider society.

Much of this information should be available publicly or on request, but **both Government Offices and central government departments can provide additional advice** and support on engagement as and when necessary.

Assessments of where the focus of engagement lies should not be static and should be regularly reviewed in the light of developing relationships, shifting positions and changes in guidance and local circumstances.

Central government's approach, expressed in this guidance, does not seek to curtail in any way the democratic right of groups and individuals to represent their views or to criticise Government policy. Encouraging safe spaces for debate and lawful freedom of expression is an important part of work to prevent violent extremism. Equally, central government's approach does not displace the legal obligation on public authorities not to discriminate unlawfully on grounds of religion or belief under Part 2 of the Equality Act 2006, or the positive duty to eliminate discrimination and promote race equality under the Race Relations (Amendment) Act 2000.

Withdrawing funding

Local partners will wish to ensure that they are clear with their delivery partners about the standards they expect and the need to work to uphold shared values and prevent violent extremism. Active monitoring of spending will be important to ensure that these values are being upheld.

Where these standards are not met, local partners will wish to ensure that they can take action to withdraw funding or terminate funding agreements.

Annex F

Sources of Support and Information

We are working closely with the Improvement and Development Agency (IDeA) to develop and share best practice around preventing violent extremism. A key aim is to develop a way in which this knowledge and experience can be deployed and made available to help local government address the challenges involved in preventing violent extremism.

Preventing violent extremism web portal and community of practice

The IDeA has developed a web resource, available on the 'Knowledge' section of its website, which sets out the policy context and provides links, information resources and up-to-date information about the preventing violent extremism programme. In addition, an online community of practice (CoP) has also been launched. The resource will provide a private forum for all those working on this agenda to share information, ideas and best practice. It will be the first port of call for current case studies from the pathfinder programme as well as providing opportunities to interact with the accredited peers, ministers and other key figures, and to contribute to policy development (including development of the new national performance indicator).

To access the web portal, visit www.idea.gov.uk/idk/core/page.do?pageId=7890410

In order to access the CoP, click on the link 'Support for councils and practitioners' and then click on 'PVE Community of Practice'.

IDeA Peer Mentoring Programme

At a local level, councils are engaged in a wide range of activity to counter and prevent violent extremism. By consolidating and building on this local knowledge and experience and developing a pool of accredited peers through its peer clearing house, the IDeA will make this knowledge and experience available to local authorities which can really benefit from it.

The IDeA has accredited approximately 30 peers to support local authorities on the preventing violent extremism programme. The peers are a mix of local politicians and cabinet members with responsibility for preventing extremism; senior local government officers; and senior members from the voluntary sector.

The IDeA piloted the peer mentoring scheme within the Greater Manchester Partnership in April/May. The learning from this pilot will inform how local authorities use peer mentors in the future. Going forward, Communities and Local Government (CLG) and the IDeA are looking to organise an ongoing programme of training and support for the peer mentors to develop their core skills and their expertise on this particular agenda.

The peer mentors will be formally launched in June 2008, and more information about how local authorities can access their support will be available on the web portal in due course. In the meantime, if you think your local authority could benefit from the support that peer mentors can offer, please contact Rose Doran, Community Cohesion Programme Manager at the IDeA: rose.doran@idea.gov.uk

Government Offices

CLG and the Home Office have jointly provided the nine regional Government Offices with funding to support the delivery of this agenda. Government Offices will provide a regional source of expertise, linking with national programmes and policy development, and facilitating the sharing of good practice and the delivery of programmes across the region.

National learning

Nationally we will seek to gather and learn from the Preventing Violent Extremism Pathfinder Fund and nationally supported schemes such as the Channel Project, and to share this learning as widely as possible with local partners.

Further reading on the radicalisation process²⁴

The Role of Muslim Identity Politics in Radicalisation (a study in progress) by Tufyal Choudhury

Islamic Political Radicalism: a European Perspective edited by Tahir Abbas

Understanding Terror Networks by Marc Sageman

Al-Qaeda: Casting a Shadow of Terror by Jason Burke

Jihad: the Trail of Political Islam by Gilles Kepel

The Age of Sacred Terror by Daniel Benjamin and Steven Simon

What Terrorists Want: Understanding the Enemy, Containing the Threat by Louise Richardson

Inside Terrorism by Bruce Hoffman

Leaderless Jihad: Terror Networks in the Twenty-First Century by Marc Sageman

Jihadi Terrorism and the Radicalisation Challenge in Europe edited by Rik Coolsaet

Research on Terrorism: Trends, Achievements and Failures edited by Andrew Silke

The Psychology of Terrorism by John Horgan

Terror in the Name of God: Why Religious Militants Kill by Jessica Stern

Dying to Kill: the Allure of Suicide Terror by Mia Bloom

Policy Memorandum on Radicalism and Radicalisation by the Directorate of General Judicial Strategy, Dutch Ministry of Justice

Globalised Islam: the Search for a New Ummah by Olivier Roy

The Great Theft: Wrestling Islam from the Extremists by Khaled Abou El Fadl

²⁴ The inclusion of books or articles in this list does not imply that Government endorses the authors' views and opinions. This reading list represents only a selection of the reading available. A longer list may be found on the best practice web portal at www.idea.gov.uk

Useful links:

The Security Service's appraisal of threats currently facing the UK can be found at www.mi5.gov.uk/output/Page16.html

Examples of terrorist plots against the UK can be found at www.mi5.gov.uk/textonly/Page551.html

The National Security Strategy can be found at:
http://interactive.cabinetoffice.gov.uk/documents/security/national_security_strategy.pdf

Annex G

Role of Central Government Departments

The **Office for Security and Counter Terrorism (OSTC)** in the **Home Office** is responsible for co-ordinating activity to deliver the Government counter-terrorist strategy (CONTEST) and, in this context, the Prevent agenda. It will increasingly become the central co-ordinating point for guidance and support on a number of key issues to all practitioners engaged with this agenda. Key to our work is supporting the police and police authorities in fulfilling their roles across the Prevent agenda.

Communities and Local Government (CLG) is responsible for leading the community-based response to violent extremism, and works to build the capacity of British Muslim communities and wider society to resist and challenge the activities and ideas of violent extremists. CLG works with Muslim communities at every level to build their resilience and enable them to challenge robustly the ideas of those extremists who seek to undermine our shared values. Key to our work is supporting Government Offices and local authorities to make the Prevent agenda core business, in order to ensure the delivery of local solutions for local challenges.

The **Foreign and Commonwealth Office (FCO)** leads on the international aspects of preventing violent extremism. The Counter-Terrorism Department's Prevent teams work with the FCO's network of posts overseas and with international organisations, foreign governments and international mainstream voices to deliver the strategy. The FCO also works with CLG on outreach to domestic Muslim communities, in particular to engage in a dialogue on foreign policy issues.

The **Research Information and Communication Unit (RICU)** is a new unit located in the Home Office but governed by the OSCT, the FCO and CLG. Its purpose is to improve counter-terrorism communications. It has already provided tools for practitioners to use in communicating in this area.

The **Department for International Development (DFID)** is required to use its resources for the purpose of poverty reduction overseas. The Department's activities can also contribute to the Prevent strategy by helping to address the underlying social and economic causes of radicalisation. It does this by helping governments in key countries to deliver basic services which benefit the poor and excluded communities. In the UK, DFID is working to make concern for development a national value around which the UK's diverse communities can come together.

The **Department for Innovation, Universities and Skills (DIUS)** is responsible for supporting the development of the higher and further education sectors' contribution to tackling violent extremism by providing national guidance developed in consultation with those sectors, by working closely with student bodies to develop their capacity to protect and support students against violent extremist influences, and by establishing improved structures for support and advice between the police and these sectors. DIUS also recognises that higher and further education have a key role to play in countering violent

extremist ideologies, both by providing the space for challenge and debate and through the improved provision of Islamic studies, now designated a strategic subject.

The **Department for Children, Schools and Families** (DCSF) recognises the importance of focusing on younger age groups to build resilience to the threat of violent extremism in the longer term. DCSF is leading work with partners across children's and youth services and schools in order to raise awareness and capability to contribute to preventing extremism, as well as engaging directly with young people to encourage them to take a lead in rejecting violent extremism.

The **Department for Culture, Media and Sport** (DCMS) recognises that the cultural, creative and sporting sectors can play an important role in giving people the opportunity to make the most of their talent; in developing a common sense of shared values and identity; and in presenting a modern and progressive image of British society both in this country and overseas.

One of the key aims of the **Ministry of Justice** (MoJ) is to protect the public and reduce re-offending. Through the work of the National Offender Management Service (including Her Majesty's Prison Service) and its joint sponsorship of the Youth Justice Board with the DCSF, the Ministry of Justice is working to manage the risks posed by Al-Qaida-influenced offenders.

The **United Kingdom Border Agency** (UKBA) is responsible for managing the citizenship process, supporting asylum seekers, managing migration, immigration detention and the public presentation of immigration policy. It thus has a wide range of opportunities to contribute to all aspects of the Prevent strategy.

The **Government Offices** manage the strategic relationship between central government and localities across the full spread of government work. On preventing violent extremism issues, Government Offices work to ensure good communications between central government and localities in both directions, build capacity, facilitate cross-boundary working and identify and disseminate good practice.

Annex H

The Public Service Agreement and Governance Arrangements

High-level performance management of Prevent will be measured nationally through the Counter Terrorism Public Service Agreement (PSA 26) and at a local level through local area agreements (LAAs).

The current version of the PSA aim is “to reduce the risk to the UK and its interests overseas from international terrorism” through four specific objectives (the 4Ps). Performance under Prevent will be measured through three outcomes with agreed baselines and improvement targets:

- Outcome 1 – **Increase the extent to which domestic Muslim communities reject and condemn violent extremism.**
- Outcome 2 – **Reduce the risk of individuals who come into contact with key sectors/services becoming or remaining violent extremists.**
- Outcome 3 – **Deliver a positive UK contribution to the resilience of priority countries to violent extremism.**

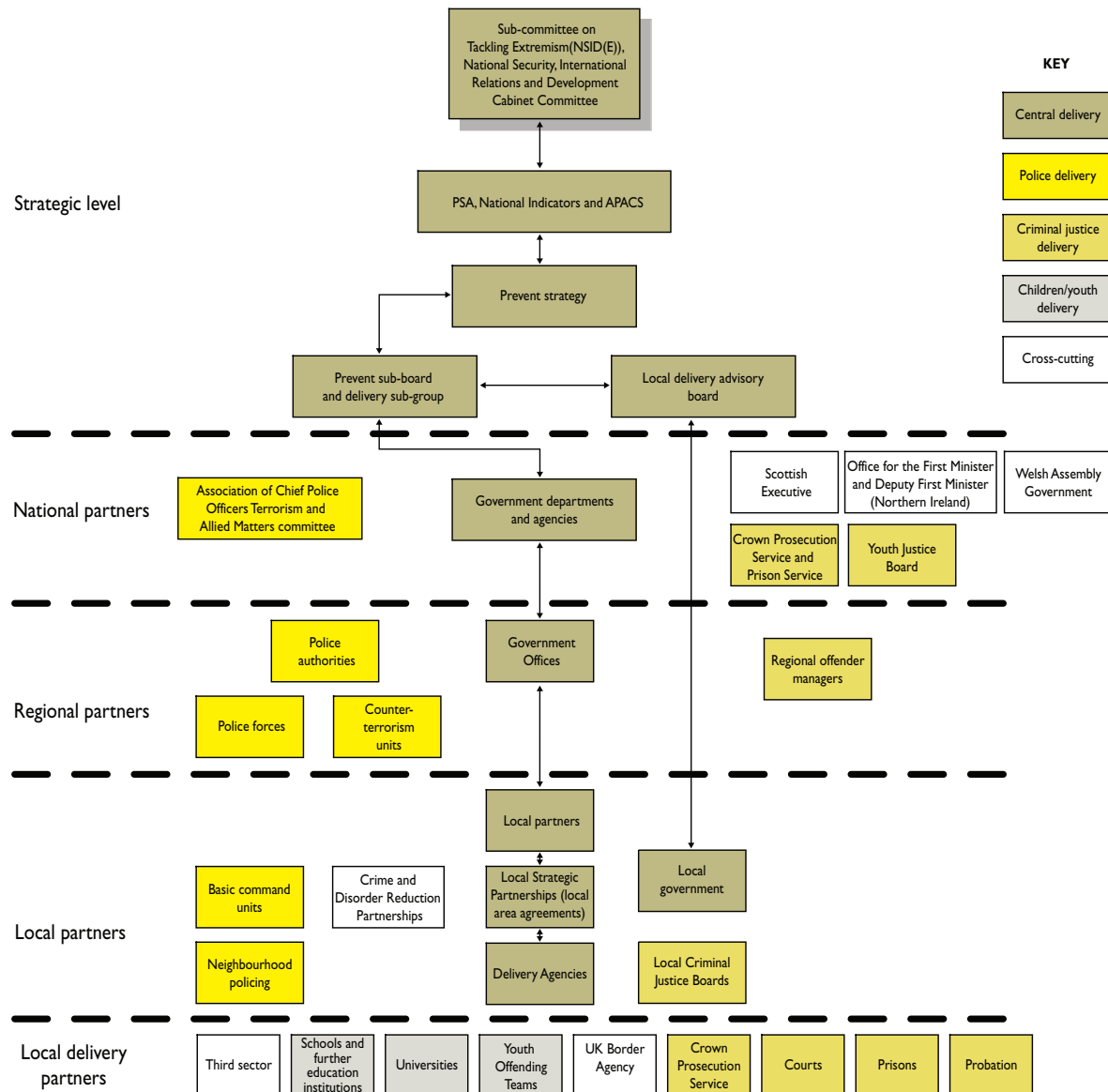
Internal performance monitoring of the PSA’s Prevent objectives will be through the Prevent governance structures. The **external performance monitoring** process has yet to be agreed, but is likely to be through some sort of security and intelligence parliamentary committee.

The **CONTEST Board**, chaired by the Director-General of the OSCT as Senior Responsible Officer (SRO) with senior representation across Government, security agencies and police, is intended to provide “*assurance that all aspects of the UK counter terrorism effort are being delivered as planned and that we are measuring progress towards achieving our objectives*”. The Board also provides oversight of PSA 26.

The Director-General of the OSCT, as SRO for CONTEST, is **supported by subsidiary SROs** with responsibility for Prevent, Protect, Pursue and Prepare. The subsidiary SRO for Prevent is the **Director-General for Cohesion and Resilience, CLG**. Cross-cutting groups in key areas have also been established.

We intend to report on **progress and performance** – delivery of key outputs and key outcomes respectively – escalating material as needed through the CONTEST governance structure shown overleaf.

Governance structure



Annex I

Understanding Radicalisation

We have a growing body of knowledge about the radicalisation process from academic and government research and from case histories of those who have attempted or perpetrated terrorist attacks. From this data it is clear that there is no single profile of a violent extremist or a single radicalisation pathway. There are, however, factors and vulnerabilities which repeatedly appear in different cases and which can leave a person more susceptible to exploitation by violent extremists.

These factors are set out below. The list is neither exhaustive nor detailed. It is important to emphasise that the presence of these factors presumes neither radicalisation nor engagement in violent activity.

Radicalisers – Radicalisation is often a social process, involving interaction with others. Radicalisers may be propagandists, ideologues or terrorists and may be in face-to-face contact with the subject or in dialogue over the internet.

Global extremist narrative – Radicalisers use a particular interpretation of history, politics and religion to convince individuals of the necessity for indiscriminate violence.

Extremist material – Books, pamphlets and audio/visual material (including websites) reflecting the extremist narrative, and often including images of violence that could be portrayed as representing an ideological or religious conflict, can influence people towards supporting violent extremism.

Group identity – There are strong psychological and emotional benefits to involvement in extremist networks, including a strengthened sense of identity, social support and a feeling of belonging. An individual may seek to belong to a group that supports violent extremism for reasons of protection and/or social inclusion.

Personal crisis – A trigger event or crisis point, particular to an individual's circumstances (although it might be experienced on behalf of others), that may be a culmination or confluence of events, or related to life changes/milestones – eg divorce; estrangement from family; entering or leaving the prison system – may leave an individual vulnerable to exploitation.

Changed situation or circumstance – A change of environment or circumstance (eg migration, asylum), particularly without a support structure, can lead people to experience uncertainty and may – at least temporarily – create vulnerability. There is some further evidence that the experience of trauma also creates a situation conducive to radicalisation.

Underemployment – Where employment is not commensurate with actual or perceived skills, education or ability and where this is not through choice or design, it can lead to frustration and a sense of grievance.

Links to criminality – A number of violent extremists have had involvement with criminality, either before or after radicalisation. Individuals may espouse a religious doctrine in an attempt to escape from a criminal past, or may use it to justify previous or ongoing criminal activity.

Identity – Adolescence is often a time when young people explore issues of faith, heritage, identity and their purpose in the world. It is also a point at which individuals may become vulnerable to extremist ideas that may help to provide a spurious sense of purpose or a feeling of belonging to a wider extremist community.

Social exclusion – An individual may experience social exclusion personally or perceive it in the surrounding community; this may be at a family, neighbourhood or a wider level.

Grievances – Real or perceived grievances may develop about aspects of Government policy (particularly foreign policy), discrimination or racism, lack of social mobility, perceived mistreatment in the criminal justice system and counter-terrorism measures. Perceptions of distorted media representations of communities or conflicts are also relevant. A shared sense of grievance locally, nationally and internationally may reinforce group identity.

Lack of trust in political structures and civil society – Individuals may lack confidence in the ability of British society and its governance and legal systems to represent their interests and those of the communities with which they identify.

