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. 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.

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.


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.

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**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?pageld=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](http://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.capicitybuilders.org.uk](http://www.capicitybuilders.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](http://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](http://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](http://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.govemmentfunding.org.uk](http://www.govemmentfunding.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. 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 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

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Rationale
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.

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.

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.
Assessment framework which evaluates the effectiveness of Prevent related work programmes on a 1 – 5 scale against 4 main criteria. These four criteria are:

- 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.

The assessment framework will be available shortly at http://www.communities.gov.uk/communities/preventingextremism/

Performance is defined at each stage of the scale, e.g. when considering ‘understanding of, and engagement with, Muslim communities’ [Local Strategic Partnerships] would rate their performance between a 1, where:

- ‘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’;

and a 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.’

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| **Further guidance** | 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.

This indicator also forms part of the APACS (Assessments of Policing and Community Safety), which is available at http://police.homeoffice.gov.uk/apacs

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.

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?pageId=7890410

Further guidance on Prevent will also be published shortly.

The revised Prevent work stream of CONTEST has seven core objectives:

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. |
| **Notes** | 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/ |
Annex D

NI 35 – Building Communities Resilient to Violent Extremism

Assessment Framework

_Understanding of, and engagement with, Muslim communities_

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<tr>
<td>1</td>
<td>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.</td>
</tr>
<tr>
<td>2</td>
<td>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.</td>
</tr>
<tr>
<td>3</td>
<td>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.</td>
</tr>
<tr>
<td>4</td>
<td>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.</td>
</tr>
<tr>
<td>5</td>
<td>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.</td>
</tr>
</tbody>
</table>
Knowledge and understanding of the drivers and causes of violent extremism and the Prevent objectives

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>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.</td>
</tr>
<tr>
<td>2</td>
<td>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.</td>
</tr>
<tr>
<td>3</td>
<td>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.</td>
</tr>
<tr>
<td>4</td>
<td>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.</td>
</tr>
<tr>
<td>5</td>
<td>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.</td>
</tr>
</tbody>
</table>
**Development of a risk-based preventing violent extremism action plan, in support of delivery of the Prevent objectives**

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Basic, narrowly focused action plan in place.</td>
</tr>
<tr>
<td>2</td>
<td>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.</td>
</tr>
<tr>
<td>3</td>
<td>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.</td>
</tr>
<tr>
<td>4</td>
<td>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.</td>
</tr>
<tr>
<td>5</td>
<td>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.</td>
</tr>
</tbody>
</table>
### Effective oversight, delivery and evaluation of projects and actions

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>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.</td>
</tr>
<tr>
<td>2</td>
<td>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.</td>
</tr>
<tr>
<td>3</td>
<td>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.</td>
</tr>
<tr>
<td>4</td>
<td>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.</td>
</tr>
<tr>
<td>5</td>
<td>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.</td>
</tr>
</tbody>
</table>
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.

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**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 process**

*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

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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:
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

Sub-committee on Tackling Extremism (NID(E)), National Security, International Relations and Development Cabinet Committee

PSA, National Indicators and APACS

Prevent strategy

Prevent sub-board and delivery sub-group

Local delivery advisory board

National partners

Association of Chief Police Officers’ Terrorism and Allied Matters committee

Police authorities

Government departments and agencies

Local partners

Basic command units

Neighbourhood policing

Local delivery partners

Third sector

Schools and further education institutions

Universities

Youth Offending Teams

UK Border Agency

Crown Prosecution Service

Courts

Prisons

Probation

Regional partners

Police forces

Counter-terrorism units

Local delivery agencies

Local Strategic Partnerships (local area agreements)

Local government

Local Criminal Justice Boards

KEY

Central delivery

Police delivery

Criminal justice delivery

Children/youth delivery

Cross-cutting
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.