



Research into best practice in Preventing Violent Extremism and understanding the causes of violent extremism

Final report

London Borough of Newham

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Executive Summary

The London borough of Newham (LBN) commissioned the Office for Public Management (OPM) to conduct research into best practice in preventing violent extremism (PVE) in the borough of Newham. The aims of this research were to:

- Identify what is currently being done in the borough by the LBN and partners under the Prevent agenda and the context within which this work is delivered
- Understand the risk factors for violent extremism and the factors that can potentially contribute to support for far right extremism
- Identify what is being done to address violent extremism in other local areas

As part of this research, OPM have completed the following activities:

- Desk-based research and review which included: a review of evidence to construct a context for PVE in Newham and; a targeted literature review of the risk factors for violent extremism amongst Muslim communities as well as a brief review of some of the factors that contribute to support for far right extremism. The full list of evidence and literature reviewed can be found in Appendix 1.
- Qualitative research consisting of: 8 in-depth interviews with key stakeholders involved in Prevent delivery; 30 in-depth interviews with stakeholders, including voluntary and community sector representatives and Muslim community representatives; five focus groups with grass roots Muslim communities and White communities and consultation with five other boroughs which have commissioned PVE work (London boroughs of Brent, Lambeth, Waltham Forest and Redbridge and Leicester City Council).

Muslim communities in Newham

According to 2001 Census data, one quarter of Newham's population is Muslim. A slim majority of Newham's Muslims are first generation migrants; 53% were born overseas compared to 47% born in the UK. Eighty percent are of South Asian origin, with a roughly even split between Pakistani, Bangladeshi and Indian Muslims. The largest concentrations of Muslim residents are in Green Street West, East Ham North and Green Street East.

As of 2010, the Newham Crime and Disorder Reduction Partnership (CDRP) estimate that there are around 44 Mosques located in the borough.¹ The majority of mosques in the local area are Sunni, the largest branch of Islam. Most Muslims in Newham follow the Hanafi school of thought, which is one of the four schools of thought within Sunni Islam. There is also a spread of both Barelvi and Deobandi Muslims in the borough, which represent two other schools of thought within Sunni Islam.

The Muslim population experiences higher levels of worklessness, unemployment and unstable employment. Eleven percent of Muslim men have never worked compared to 8% of the men in the general population, whilst 45% of Muslim women have never worked compared to 17%. Overall, the educational status of Muslims is below the average for the rest of the borough, but this reflects the low educational attainment of the older generations.

¹ This figure has been provided by the local Police

Between the ages of 15-24, the difference in educational attainment levels between Muslims and the general population aged 15-24 is very slim indeed².

Perceived extent and risk factors for radicalisation in Newham

The majority of research participants did not think that they were in a position to comment on the extent of Muslim radicalisation in Newham. Those that did feel comfortable commenting reported that it was nonexistent, limited or 'moderate' at worst. However, it should be noted that participants did not feel the problem was that visible, and thus difficult to assess its extent in the Borough.

Evidence concerning the perceived extent and risk factors for radicalisation in Newham was gathered through qualitative research conducted with a range of local stakeholders and through a targeted literature review. It is important to note that the associations between the risk factors and radicalisation are largely *perceived associations* based on the opinions of research participants. With this in mind, none of the factors should be thought of as causes of radicalisation in the sense of a having *a direct and necessary link to individuals or groups becoming radicalised*. It is only fair to acknowledge that quantitative and longitudinal evidence on the impact of Prevent programmes is limited.

A significant proportion of research participants reported that there was a lack of community infrastructure to discuss contentious issues and air grievances in Newham and that this was a key risk factor where radicalisation is concerned. It should be noted that these issues were often beyond the control of the council, for example grievances about British foreign policy, and the foreign policies of other 'Western' governments were highlighted as issues which could contribute to radicalisation unless such grievances were more freely and publicly aired. Participants reported a perceived closing-off of existing public forums or spaces for the airing of grievances and discussion although the examples cited were not accurate interpretations of council policy.

Mosques were also seen as not doing enough to offer any forum for questioning, discussion and debate on societal and political concerns, with participants suggesting that some mosques did not want to be labelled as "extremists" by opening up their spaces for dialogue. A lack of necessary skills amongst mosque leaders to organise and chair public debates on 'difficult' issues was also seen as a barrier to such discussions. Imams, who were seldom born in the UK, were also regarded as having a poor grasp of the English language and little familiarity with societal issues, particularly those facing the young generation. The lack of generational diversity on mosque committees was also felt to contribute to a lack of skills on the part of religious leaders to engage with political and societal issues.

Research participants reported that existing cultural and intergenerational tensions were associated with increased feelings of confusion over identity and social isolation, particularly amongst 'vulnerable' groups such as the young, a factor re-enforced in the literature on causes of radicalisation. Intergenerational and cultural disjunctures seemed most perceptible across different institutional settings, particularly between the home and school, with young people living holding different identifies when at home and school. Additionally, parents were regarded as often lacking sufficient knowledge about British educational

² From 2001 census

systems and conventions or having poor English language skills. It was felt that this could further exacerbate any socio-cultural disjunctures between home and school settings.

There was a deep-seated feeling among some research participants that they are often misunderstood by members of different communities and misrepresented or negatively stereotyped in the UK national press and news media. This, it was thought, often led to a pervasive sense of victimisation and persecution amongst Muslim communities which poses another risk of people becoming radicalised. In the literature review, many reports found that Muslims felt that British and Western-based media report global events using terminology that implies an association between *all* Muslims and violent extremism. It is recognised however that there is limited scope for the Council to respond to this issue.

Another key risk factor viewed as being associated with radicalisation was a lack of knowledge about the core teachings and principles of Islam, particularly recent converts who were seen as a particularly 'at-risk' group. There was a divergence of views amongst research participants about the relationship between socio-economic deprivation and radicalisation. This echoes findings from the literature review with some of the evidence suggesting that being excluded from the mainstream propels some young Muslims towards violent extremism in frustration whereas other evidence argues that violent extremists are neither from disadvantaged backgrounds or poorly educated (as demonstrated by the backgrounds of known suicide bombers).

Where interview respondents were asked about 'far-right' radicalisation in Newham, social-deprivation was consistently reported as a key risk factor, and that 'white working class communities' may, often out of frustration with their socio-economic circumstances, blame migrant communities. Participants of the White-British community focus group all agreed that far-right extremism or support for far right parties was not a problem in the borough, although they felt other boroughs like Barking may have a problem. For this group, immigration was clearly felt to be one of the most 'visible' forms of social change that has occurred in their local area and the group had deep concerns about its impact on community cohesion.

Developing a vision and narrative for Prevent

The research participants told us that they have significant concerns about Prevent, mistrusting its intentions. In addition, many feel that there are more pressing concerns facing the Muslim community than the threat of radicalisation. For example, a large part of the Muslim community experiences poverty and lack of opportunities, a situation that might worsen with the recession. The Council has recognised these concerns and they have shaped the local approach to Prevent which is outlined in the local Action plan. For example in Newham there has been less targeted activity than in some other boroughs with a stronger emphasis on mainstream community cohesion, although not all research participants appreciated this distinction between national and local approach.

Research participants suggested that building a narrative around 'common cause' to tackle shared threats to the community would be effective in bringing diverse communities together. The Council's approach to community cohesion is based on bringing Newham's communities together and encouraging everyone to recognise their common values and identity. This is achieved through a major events programme, although this is not presented as a response to particular threats to communities.

In Lambeth and Waltham Forest, two of the sites we consulted, this notion of ‘common cause’ was felt to have been very effective in getting buy in from diverse communities. Both sites feel that this is a result of the fact that the boroughs have historically been associated with violent extremism. Two of the 7/7 and 21/7 bombers were linked to Lambeth as was one of the 9/11 bombers, and Operation Overt in Waltham Forest led to the arrest of ten young people suspected of terrorist activity. The nature of these events worked as an incentive for communities to come together with the shared aim of building a cohesive and resilient community.

The research participants acknowledged that some of the “hard edged” elements of Prevent – stopping people already radicalised becoming terrorists – required attention, but this did not need to involve the vast majority of the law abiding Muslim community. Other boroughs such as Waltham Forest, Brent and Redbridge reported taking an evidence based approach to Prevent to justify the need for targeted work with specific communities. For example, if the evidence clearly demonstrates that there is specific vulnerability to extremism in Muslim communities, this would help justify the need for targeted work with these communities.

Waltham Forest and Leicester reported having worked to integrate Prevent with community cohesion, both in terms of vision and delivery, because they recognise and appreciate the overlap between the two agendas. At Waltham Forest, the Prevent strategy and action plan sits within the community cohesion strategy which is overseen by the community cohesion task group (CCTG), and the preventing extremism work is delivered with joint accountability to the CCTG and SafetyNet’s Crime and Disorder Reduction Partnership (CDRP).

Addressing the Prevent objectives

Research participants were keen to emphasise the need for the council to provide public forums in which grievances could be discussed and aired, including providing space for public dialogues that respond to foreign policy issues which can cause community tensions. The “Community Conversations” organised by the community organisation, Conflict and Change, was cited as an example of the type of event that would help communities address the grievances felt in response to foreign policy issues. Leicester and Redbridge both discussed how they had implemented this type of work. They felt that public dialogue events that they had hosted in their borough, in conjunction with the outreach team at the Foreign and Commonwealth Office (FCO), had been successful in reducing tensions. The Council’s approach to community engagement and cohesion is to avoid activity targeted at particular ethnic or religious groups and LBN does provide opportunities for residents to feedback and raise concerns through community forums and regular public meetings with councillors and the mayor where residents can raise issues of concern. Research participants also emphasised the need to provide an infrastructure through which Newham residents could air their grievances specifically on the issue of local policing, such as bringing together mainly Muslim communities and police officers to explain to how and why they take their operational and logistical decisions in relation to counter-terrorism operations.

The majority of research participants felt that Prevent focussed work can have most impact when people are of secondary school age. Encouraging schools to play a proactive role, by modelling tolerance and understanding was thus regarded as a key part of Prevent delivery. Waltham Forest and Redbridge both reported having worked with schools to implement the DCSF toolkit. Additionally, The Philosophy for Children programme, which aims to improve children’s critical, creative and rigorous thinking through specialised lesson plans and teaching methods, was suggested by one interview respondent who has worked within a

number of schools in the area. Research participants also emphasised that religious education (RE) classes should be utilised as a gateway within the curriculum to addressing PVE objectives.

There was also a call for mosques to better engage with their communities. One way of doing so was by ensuring that mosque committees and leaders are better representative of their communities. It was felt that these communities often include predominantly elders and first generation Muslims who are less in touch with the issues of identity facing the youth. The need for mosques to better reflect their communities also extends to the languages used for sermons and communications. It was stated that there is a high risk of disengaging young people where mosques and madrassahs do not use English to communicate with their congregations. Redbridge reported that they have invested in providing English Language classes to imams where appropriate. They will also be commissioning providers to deliver training and support for community leaders, Imams and mosque committees in the 5 Redbridge mosques to allow them to understand violent extremism, how to identify people that support or are vulnerable to violent extremist propaganda and how to support these vulnerable individuals. Research participants also felt that a number of skills, related to pastoral care and leadership and management, were lacking amongst mosque leaders at present. To address this issue Brent have commissioned Faith Associates to engage with mosques and Imams to explore their roles and responsibilities within the Muslim community. However, stakeholders including the council had concerns about the degree to which it was appropriate for them to play such an active role in the operation of mosques.

Research participants stated that they wished to see a far greater level and variety of positive activities being offered for young people and argued that those who are idle and bored are far more vulnerable to radicalising influences. Some participants advocated the use of simple diversionary tactics such as sporting activities whereas others felt that more socially minded initiatives should be the focus of the offer for young people. Suggestions included providing more volunteer based or charitable opportunities for young people. However, it should be noted that the council provides the largest programme of youth activities in London so the answer to this issue is unlikely to be simply greater volumes of activity and it is unclear how up to date research participants' knowledge of current provision was.

Brent have commissioned a variety of positive and diversionary activities, including Horn Stars who work with young people from the Somali community, providing peer mentoring, conflict resolution and partnership working.

There was a strong sense from research participants that Newham could better address a number of PVE objectives if the council put additional resources into running community cohesion initiatives. It should be noted that LBN's current approach to community cohesion is based on providing large-scale free of charge events for the whole borough to come together which are very well attended. Research participants requests were typically for small scale projects which would allow for interactions between residents or projects centred around a common cause which would be of interest to a wide target audience and hence capable of bringing diverse groups together. The council does provide small scale grants of up to £1000 for such activity through the 'Go for it' grant programme.

An important focus within the community cohesion work was thought to be the promotion of inter-faith understanding. There was also felt to be a real need for services which support parents of Muslim young people, particularly mothers, to better communicate with their children, in general, and also specifically on the PVE agenda.

A perceived lack of sufficient knowledge about Prevent and violent extremism on the part of statutory practitioners was thought to potentially result in vulnerable young people not receiving the help they may need. Research participants thus reported that there was a need for training front line staff so that they can better understand of the risk factors and the signs of radicalisation, as well as the infrastructure that is in place to deal with the risk.

Involving partners in the formulation and delivery of Prevent

All the sites consulted with highlighted the importance of representation from the voluntary and community sector either on Prevent partnership boards, steering groups or advisory groups. Redbridge council, for example, has a Prevent steering group, the Understanding Redbridge Communities forum, with responsibility for overseeing the delivery and performance management of the Prevent strategy. This steering group consists of thirty members in total: ten statutory partners and twenty from the voluntary and community sector.

Other sites also reported having commissioned various pieces of research that have played a big role in developing risk and evidence based action plans. Commissioning independent experts to conduct rigorous and in-depth mapping and engagement work with Muslim communities has been the first step in ensuring that Prevent delivery is based on local needs. For example, Waltham Forest reported commissioning the Institute of Community Cohesion to conduct a combination of mapping and engagement work. The mapping aspect of the work aimed to understand the diversity of Muslim communities in the borough and the engagement aspect aimed to understand the underlying causes of disengagement of young people and to identify those factors that may have an impact on the adoption of extremist views or support for extremist organisations. In addition to mapping and engagement exercises, Brent and Waltham Forest also reported that previous evaluations of Prevent activity were also an important source of evidence used in the design of risk based action plans.

A number of the other sites consulted with reported taking a capacity building approach to commissioning providers for the delivery of their action plans. This is because the boroughs recognise that small community organisations often have good links in the community and are also best placed to reach vulnerable young people. However, these groups often do not have any experience in writing formal bids and clearly articulating and differentiating between aims, objectives, outcomes and outputs. For example, Redbridge tries to assist organisations in preparing bids and in this way aims to build the capacity of the local third sector. The council therefore holds bid writing workshops and invites organisations that express an interest in responding to PVE grants and tenders. It is noted that these workshops are particularly useful in ensuring that the outcomes that the local organisations set themselves are realistic.

Monitoring and evaluating Prevent activity

There is strong commitment amongst stakeholders we interviewed who are involved in Prevent to enhance the monitoring and evaluation of Prevent delivery, and there is much that can be learned from other local areas.

Councils that we consulted with reported a number of approaches to evaluation that they thought had worked in their respective boroughs. These approaches included:

- evaluations conducted in house and those conducted by commissioned contractors

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- programme level and project level evaluations
 - gathering quantitative and qualitative data from a range of stakeholders

In addition to independent evaluations, sites also reported having other evaluation processes in place. At Brent, the cohesion officers also evaluate the project activities and produce a set of recommendations at the end. Leicester asks project deliverers to conduct self-evaluations. Additionally, the borough are also working on an evaluation framework based on national guidance which will then be used by the monitoring officer to conduct evaluations of the projects.

1.Introduction

The London borough of Newham (LBN) commissioned the Office for Public Management (OPM) to conduct research into best practice in preventing violent extremism (PVE) in the borough of Newham. The aims of this research were to:

- Identify what is currently being done in the borough by the LBN and partners under the Prevent agenda and the context within which this work is delivered
- Understand the risk factors for violent extremism
- Understand some of the factors that can potentially contribute to support for far right extremism
- Identify what is being done to address violent extremism in other local areas
- Establish how projects can effectively be evaluated that seek to prevent and tackle violent extremism

As part of this research, OPM have completed the following activities:

- Desk-based research and review consisting of:
 - A review of data, evidence, reports and strategies that have helped construct a context for PVE in Newham
 - A targeted literature review of the causes of and risk factors for violent extremism amongst Muslim communities as well as a brief review of some of the factors that contribute to support for far right extremism
- Qualitative research consisting of:
 - In-depth interviews with key stakeholders involved in Prevent delivery to gather insight into LBN's approach to PVE
 - Consultation with five sites to identify what has worked in addressing the risk factors for violent extremism
 - In-depth interviews with stakeholders, including voluntary and community sector representatives and Muslim community representatives
 - Focus groups with grass roots Muslim communities and White communities

It is important to note that although there have been a number of strands of research and data collection, our approach to analysis and reporting has not been to present strand-specific findings. Instead, we have triangulated the data from different sources to identify and reflect upon a number of overarching themes. Additionally, where information about Prevent initiatives delivered by sites are presented, it should be noted that although these sites have been selected partially because of their reputation for good practice in delivering Prevent, their initiatives and projects have not always been evaluated and that overall the national and particularly the longitudinal evidence base on the impact of Prevent activity is relatively limited. While a number of their Prevent initiatives have been recognised by CLG and the IDeA as 'good' practice, this appears to have been an operational rather than evidence based assessment. Where initiatives have been evaluated and the evaluation has been publicly available, the findings have been included.

The rest of the report reads as follows:

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- Section 2 sets out the methodology employed across the different strands of research activity.
 - Section 3 provides contextual information about Muslim communities in Newham which provides a helpful backdrop for the rest of the report.
 - Section 4 presents the evidence base for the perceived extent of and risk factors for violent extremism in Newham. The themes in this section have been organised based on the weight of evidence for each theme. Those themes that appear higher up do so because they have been identified by a greater number of research participants across the different strands of qualitative research.
 - Section 5 presents key factors for LBN to consider when developing a vision and narrative for Prevent in the future.
 - Section 6 presents the evidence base for the types of activities and interventions that are effective in building resilience against violent extremism. The themes in this section have also been organised based on weight of evidence.
 - Section 7 presents the key considerations to effectively involving partners in the formulation and delivery of Prevent action plans in the future.
 - Section 8 presents some key considerations for effectively monitoring and evaluating Prevent delivery.

2. Methodology

2.1. Desk based research and review

OPM conducted a **desk based review of data, evidence, reports and strategies** which were provided by the council. The purpose of this desk based review was to identify the context for preventing violent extremism in Newham. This included identifying the profile of the Newham's population in general and more specifically, the profile of its Muslim communities. Another aim of this review was to understand LBN's existing approach to Prevent and where it sits in relation to the community cohesion and community engagement strategies. The findings from this strand of research were detailed in an interim report delivered to the council in January 2010. The evidence reviewed included:

- Focus on Newham, LBN
- Place Survey, LBN / Ipsos MORI
- Liveability study, LBN
- National Annual Resident Survey, LBN
- Muslims in the London borough of Newham, Background paper for COMPAS, Centre of Migration Policy and Society, University of Oxford

OPM also conducted a **targeted review of published and grey (unpublished) literature** in order to explore the primary risk factors for and causes of violent extremism. For this review, we looked at literature which we believe reflected the most up to date research on violent extremism, and the issues facing Newham. For instance, we picked out a number of studies conducted in the East of London. We also conducted a brief review of a small number of documents to identify the factors that are thought to contribute to support for far right parties. The findings from these reviews were also detailed in the interim report but have also been referenced in this report as and when appropriate. For example, section 4 presents the evidence base for the perceived risk factors for violent extremism in Newham and although the literature review produced evidence that may not always be relevant to, and true of, Muslim communities, where these have been found to corroborate evidence gathered through qualitative fieldwork, they have been included.

The full list of literature reviewed can be found in Appendix 1.

2.2. Qualitative research with stakeholders and communities

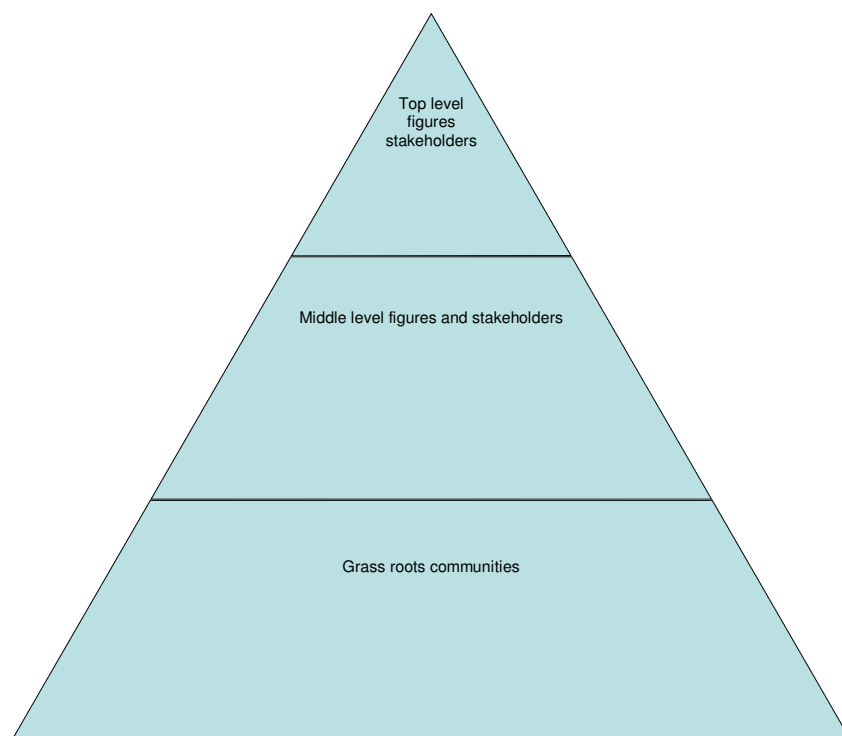
OPM conducted **eight in-depth interviews with key stakeholders** involved in Prevent delivery. This list can be found in Appendix 2. As with the desk based review of data and evidence, the purpose of these interviews was to identify the context for preventing violent extremism in Newham and understand LBN's existing approach to Prevent. The interviews also aimed to get an initial indication of what might be some of the risk factors for violent extremism in Newham. The findings from these interviews were detailed in the interim report and have also been included in this report.

OPM's engagement with communities and stakeholders was conducted using an engagement framework adopted by Asima Shaikh, an independent researcher and

consultant, in her previous mapping studies and adapted from ‘the Lederach Triangle’ in *Peacebuilding in Divided Societies*, John Paul Lederach (1997). This framework (presented visually below) helps establish

- A conceptualisation of ‘the community’, going beyond established leadership figures
- A framework for understanding the internal dynamics and range of stakeholders within the community
- A process model for ‘cascading’ information gathering, so that each stage of the consultation process is informed by the previous stage, thereby targeting the research and avoiding duplication.

Conceptualisation of ‘the community’ – Identifying research participants



In our fieldwork we engaged with participants at **all levels of the framework**.

We conducted **30 in-depth interviews** with top level and middle-range figures and stakeholders. The interviews were conducted over the telephone or face-to-face, depending on interviewee preference. Potential interviewees were identified by the project steering group at the LBN and by the eight key stakeholders with whom we also conducted in-depth interviews. Additionally, the identification of potential interviewees applied an iterative snowball sampling process in that interviewees often referred us on to other people whom they thought it would be useful for us to talk to. In terms of sampling strategy, OPM and the LBN team were keen to ensure that we obtained good coverage across the following types of stakeholders:

- Community organisers

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- Police
 - Secondary schools
 - Further and higher education institutions
 - Mosques and Islamic centres
 - Voluntary and community organisations
 - Local councillors
 - Children, young people and community engagement services

However, some of the stakeholder groups were much harder than others to reach, such as those from secondary schools, mosques and further and higher education institutions. Additionally, a small number of individuals from the voluntary and community sector were interviewed who would be able to reflect on the issues facing White communities in Newham. The final sample frame was as follows:

Stakeholder group	Number
Voluntary and community organisations	8
Community organisers	5
Police	5
Children, young people and community engagement services	5
Mosques and Islamic centres	3
Further and higher education institutions	2
Secondary schools	1
Local councillors ³	1

Broadly speaking, interviewees were asked to reflect on the following topics:

- Issues facing Muslim communities
- Extent and causes of violent extremism in the borough
- Addressing the causes of violent extremism
- Delivering Prevent in Newham

A full interview guide can be found in Appendix 3.

³ Local councillors were also interviewed as part of the consultation with key stakeholders involved in Prevent delivery

OPM have also conducted five focus groups with grass roots communities. Recruitment for these groups has been through a range of organisations and individuals who took part in the in-depth interviews. In order to ensure that a range of perspectives is gained and that group dynamics enable all participants to speak openly and comfortably about Prevent the following groups have been conducted:

Focus group	Status
Secondary school Muslim students	8 participants attended (5 boys, 3 girls) 11-16 years old
Muslim students in further and higher education	10 participants attended (4 females, 6 males) 16-20 year olds
Muslim adults (+25)	7 participants attended (5 men, 2 women)
Muslim women	11 participants attended

In addition, OPM have also completed a focus group with White-British community members from North Woolwich and Silverton to explore any community specific issues that may exist. Eight participants attended (6 males, 2 females) most of whom were 60 years or older.

Focus group discussion guides can be found in Appendix 4.

2.3. Qualitative research with other local authority sites

OPM also conducted a review of five local authorities' approaches to delivering the Prevent agenda locally. Two criteria were used in the selection of sites:

- Local authorities with a reputation for representing good practice in delivering Prevent
- Local authorities facing similar challenges and working in similar contexts to Newham

Based on this the following sites were selected:

- London borough of Brent – for its experience in commissioning targeted deradicalisation work and supporting vulnerable young people.
- London borough of Lambeth – also for its experience in commissioning targeted deradicalisation work and supporting vulnerable young people.
- London borough of Waltham Forest – for its approach towards integrating community cohesion with Prevent. It was also awarded beacon authority status for the 'cohesive and resilient communities' theme.
- Leicester City Council – also for its approach towards integrating community cohesion with Prevent.
- London borough of Redbridge – for its approach towards addressing all types of extremism, including far right or right wing extremism.

In-depth interviews were conducted with representatives from each site's Prevent team. The interviews explored each local authorities approach towards Prevent, the types of activities

and groups commissioned to address the Prevent objectives and the process by which the strategy was designed, delivered, monitored and evaluated. A full interview guide can be found in Appendix 5.

Where possible sites also shared the following types of documentation to help construct a clearer picture of their Prevent related activity:

- Action plans
- Local evaluations
- Commissioning frameworks and forms
- Monitoring templates

In addition to findings from these sites, OPM have also included examples of good practice in other local areas where appropriate. These are drawn from examples of good practice identified by CLG in published guidance⁴ and from case studies on the IDeA Prevent website and the Local Innovation Awards Scheme website although it should be noted that longitudinal and quantitative evidence on the impact of Prevent activity is hard to come by.

4 CLG - Delivering the Prevent Strategy: Good practice examples

3. Muslim communities in Newham

The following section offers a brief profile of the overall population of Muslims currently living in the London borough of Newham.

The Council is set to commission further research to improve their understanding of the ethnicity, language and background of Newham's Muslim community. Meanwhile, the profile below contains some useful statistics. The data has been taken from the Centre for Migration, Policy and Security (Compas, Oxford University, 2006). It should be noted that many of the demographic figures herein are based on Census data from 2001, and hence may not be an accurate reflection of the current situation in 2010.

Population and country of origin

According to 2001 Census data, one quarter of Newham's population is Muslim. A slim majority of Newham's Muslims are first generation migrants; 53% were born overseas compared to 47% born in the UK. Eighty percent are of South Asian origin, with a roughly even split between Pakistani, Bangladeshi and Indian Muslims. Besides the South Asians, the 6000 African Muslims are mostly Somalis, Nigerians and Tanzanians. Newham also has a prominent White Muslim population, comprising more than 1000 White British Muslims and 2000 other White Muslims, mostly from Eastern Europe. (2001 Census and author's own calculations).

Location

The largest concentrations of Muslim residents are in Green Street West, East Ham North and Green Street East, the three wards in which Muslims represent more than 40% of the population.

Mosques and religious denominations

The Muslim population in Newham practises within different Islamic denominations. However, many Muslim men will tend to pray in whichever Mosque is closest to work or home, depending on their location. So it appears that amongst the Newham population of Muslims, theological differences are not observed dogmatically.⁵

As of 2010, the Newham CDRP estimate that there are around 44 Mosques located in the borough.⁶ In 2006, this figure was estimated to be only 30, by the COMPAS report. The majority of mosques in the local area are Sunni, the largest branch of Islam. About 85% of all Muslims are Sunnis. This branch of Islam emphasises the importance of the actions and customs of the prophet Muhammad, and also, in contrast to the Shi'a denomination, believes in the legitimacy of establishing a caliphate. (A caliphate is a system of governance that mirrors the first political system said to have been established by Muhammad and his disciples.)

⁵ The extent to which this is similar/dissimilar to trend in London and across the UK was not explored in the evidence and documents reviewed.

⁶ This figure has been provided by the local Police

Most Muslims in Newham also follow the Hanafi⁷ school of thought. Within Sunni Islam there are four schools of thought, otherwise known as Fiqh. The Fiqh deal with observance of rituals, morals and social legislation. Each Fiqh takes a different interpretation of the Hadith which is a record of the deeds and sayings of the prophet Muhammad. The Hanafi Fiqh is the oldest but also generally regarded as the most liberal of the Sunni schools of thought. It emphasises analogous reasoning as opposed to literalist interpretations of the Hadith.

There is a spread of both Bareilvi⁸ and Deobandi⁹ Muslims in the borough. While there has been said to be a degree of tension between these two followings, there is no evidence of this tension in Newham. Bareilvi Muslims originate from South Asia and emphasise the influence of mystic Sufism on their customs and practise. Meanwhile, the Deobandi movement is associated with a reformist movement which originated from an Indian Madrassah in which sought to maintain Islam during a period of non-Muslim rule and considerable social change by creating a class of trained scholars and by holding Muslims to high standard of practice and observance.

There are also a smaller number of Wahabi mosques in the area. Wahhabism is a reformist branch of Islam, originating from the 18th century scholar Abd-al-Wahhab Najdi. It is the dominant form of Islam in Saudi Arabia and Qatar.

Housing, employment and education

Asian or Asian British households make up the largest proportion of owner occupiers within the borough, according to the Housing Needs Survey, 2003. Therefore although the Asian population is more likely to own the house in which they live, there is no data available to indicate the quality of the housing in which they live.

The Muslim population experiences higher levels of worklessness, unemployment and unstable employment. Eleven percent of Muslim men have never worked compared to 8% of the men in the general population, whilst 45% of Muslim women have never worked compared to 17%. The unemployment rate amongst Muslim men is nearly 12% compared to 8% in the overall population.

Further, the Muslim population are more likely to work part-time and less likely to work full-time than the general population. (2001 census, author's own calculations).

Overall, the educational status of Muslims is below the average for the rest of the borough, but this reflects the low educational attainment of the older generations. The lower educational attainment of the population overall is primarily driven by the high number of Muslims aged 35-59 who have no formal qualifications. This is a particular issue amongst the Bangladeshi community, in which half of the male population is without any formal educational qualification.

However, between the ages of 15-24, the difference in educational attainment levels between Muslims and the general population are very slim indeed. The number of Muslims

7 One of the four schools of thought within Sunni Islam

8 A movement of Sunni Islam originating in South Asia to promote South Asia's distinctive Islamic practices, which are deeply influenced by Sufism

9 A movement of Sunni Islam that originated at a madrassah in Deoband, India in 1866

achieving the highest qualification available to those aged 15-24 is slightly lower, but there is only minimal difference at the other levels.

4. Perceived extent and risk factors for radicalisation in Newham

This section of the report brings together evidence from stakeholder and community interviews, community focus groups and a short literature review to present the perceived extent and associated risk factors¹⁰ of radicalisation in Newham. Findings regarding the risk factors for radicalisation are reported thematically, appearing in order of prevalence¹¹. The majority of findings concern the extent and associated risk factors of ‘al-Qaeda inspired’ radicalisation¹² within Muslim communities. The relatively limited number of findings regarding ‘far-right’ extremism¹³ that have arisen from this research are also discussed below and are clearly distinguished from findings about al-Qaeda inspired radicalisation.

The associations between the risk factors presented below and radicalisation are also largely *perceived associations* based on the opinions of research participants. With this in mind, none of the below factors should be thought of as causes of radicalisation in the sense of a having *a direct and necessary link to individuals or groups becoming radicalised*. Some of the risk factors identified in this section, particularly when taken in isolation, may only be loosely or indirectly related to radicalisation.

4.1. Perceived extent of radicalisation in Newham

A large number of research participants did not think that they were in a position to comment on the extent of radicalisation in Newham. Those that did feel comfortable commenting reported that it was nonexistent, limited or ‘moderate’ at worst. Where it was clearly felt that radicalisation was a relatively unimportant issue in the borough with limited scope, a lack of discernable ‘visibility’ was often cited as the key reason for this view:

‘If I had to put it somewhere on the scale, it would be at the lower end. I don’t think it’s a huge issue. We don’t hear about it or come into contact with it.’ Community organiser

Similarly, a local councillor commented that *‘after living and working here for 40 years, no one has ever highlighted a concern to me.’*

Additionally, mosques were consistently identified as being non-radical: *‘if you look at any of the mosques in Newham, none of them have any radicalisation background, and the same can be said for Imams.’* Community organiser

Where the extent of radicalisation was seen as more ‘moderate’ in Newham, participants reported that the borough is often regarded by the police as being an area where violent

¹⁰ The term ‘associated risk factors’ refers to those factors that are associated with radicalisation becoming more or less of a risk. By this definition, there is only an *associative* rather than a strictly *causal* relationship between identified ‘risk factors’ and ‘radicalisation’

¹¹ ‘Prevalence’, in this context, refers to an approximate understanding of how widely and often a given associated risk factor or theme was mentioned by research participants.

¹² ‘Al-Qaeda inspired radicalisation’ is here used as an umbrella term for all forms of radicalisation that employ a distorted perception of Islam to advocate the killing or maiming of innocents.

¹³ ‘Far-right radicalisation’, in this context, refers to any form of support for groups that are often broadly referred to as ‘far-right’. This includes both violent and non-violent far-right groups.

extremism is an issue: *'when we work with the police, we know that Newham is seen as a hot-spot....I really don't know through personal experience.'* Stakeholder – Voluntary / community organisation.

With reference to far-right radicalisation, the majority of participants also reported that this was not a concern in Newham and that it was more likely to feature in areas like Barking. The reasons cited for this observed absence of far-right radicalisation in Newham were the high BME population in Newham, and a perceived lack of political support for far-right groups amongst this population. By contrast, one participant highlighted that the extent of support for 'far-right' groups in Newham, albeit amongst a minority white population, are often underestimated: *'the BNP got a tiny share of the vote in Newham, but they got half of the overall white vote. A lot of the BNP's core support is misrepresented in areas of high BME populations.'* Stakeholder – Voluntary / community organisation. It should be noted that this perception of the scale of the BNP's support at the last election is not accurate with the BNP receiving significantly less votes amongst Newham's white community than was perceived,

From all strands of evidence collected, no participants felt that radicalisation was a particularly significant issue in Newham, especially when compared to wider issues of socio-economic deprivation in the borough. Perhaps unsurprisingly, key stakeholders involved in Prevent delivery clearly felt that the extent of radicalisation was significantly greater than those who were less involved with - or generally less aware of - the strategy.

4.2. Lack of 'community infrastructure' to discuss contentious issues and air grievances

A significant proportion of interview respondents and focus group participants reported a perceived lack of 'spaces' in Newham for either intra or inter community dialogue on a wide range of controversial issues. This lack of a forum for both airing and discussing particular grievances or controversies surrounding certain issues, was felt to be a key risk factor where radicalisation is concerned. A significant minority of participants in both focus groups and interviews consistently highlighted grievances about British foreign policy, and the foreign policies of other 'Western' governments, as a particularly contentious issue amongst Muslim communities in Newham which could contribute to radicalisation unless such grievances were more freely and publicly aired. One participant from a focus group of Muslim adults commented:

'Society is like the water in a pressure cooker, the flame is foreign policy which makes everyone het-up, agitated and angry, and if you put a lid on that and screw it down without an outlet for the steam then it's going to blow up.' Community organiser.

This finding was also reflected in the literature review, where several studies reported on the way in which foreign policy and world affairs can often function as a *'collective political grievance that fuels anger and resentment, particularly amongst Muslim communities'*. Reported foreign policy grievances included the following: the Israel-Palestine conflict; the 'occupation' of both Afghanistan and Iraq by western military forces, and the perception that compared to the publicity that military casualties receive in the UK's national press and media, there is insufficient coverage of civilian suffering in both these countries.

Several focus group participants reported a perceived closing-off of existing public forums or spaces for the airing of grievances and discussion for example, the banning of leafleting

outside of mosques in Newham. It is unclear what respondents meant when they said this as the council does not operate such a blanket ban. Additionally, although the council only prevents extremist organisations from using council-owned property, there was a misconception amongst focus group participants that this also applied to wider Muslim organisations and community groups who may want to use council-owned property for public debate and discussion on matters of foreign policy.

Mosques, like other places of worship¹⁴, were also seen by several focus group participants and interview respondents as failing to offer any forum for questioning, discussion and debate on societal and political concerns. One respondent commented:

'Young people want answers to questions on societal matters, but they're not going to get those from mosques or Imams because it's a taboo subject.' Community organiser.

A number of reasons as to why this was so were suggested. Firstly, it was felt that mosques and religious leaders are inclined to shy away from political discussion and debate for fear of being misrepresented as offering a platform to what could be seen as 'extremist' perspectives. Secondly, a lack of capacity amongst mosque leaders with regards to managing or chairing public debates on 'difficult' issues, was seen as a barrier to such discussions:

'Often our Imams are not trained in conflict resolution skills, and need to be better able to deal with concerns outside the theological and scholastic.' Community organiser.

One focus group participant also reported that relatively few Imams were 'home-grown' in the UK, often having only a limited understanding of both the English language and the specific societal issues that are facing the communities they are serving. Thirdly, a general lack of generational diversity on mosque committees was seen as a key contributory factor to this perceived lack of capacity amongst religious leaders to engage with wider societal and political issues. Participants felt that mosque committees are invariably composed of elders who often do not fully understand how to engage with young people, and are thus largely unable to provide services for them. As one interview respondent commented:

'I've heard stories about young people struggling in trying to join mosque committees. The older generation employ Imam's who have a lack of knowledge about what happens in this country and won't lecture in English. The issue of sexual health and relationships is real in many communities, but Imams and mosque committees won't discuss these sorts of issues'. Stakeholder - Voluntary / community organisation.

These issues were also highlighted in the literature review. The evidence reviewed raised concerns about the leadership capabilities of the local Imams and their ability to challenge the 'abusive interpretations' of Islam (whether rebellious or extremist). Many Imams were seen to be introverted and reluctant to engage with local authorities. Several reports also highlighted how many also spoke poor English which prevented them from having a dialogue with young people and were generally seen to be failing to adapt the values of Islam to the West.

There is a growing recognition in other local authorities of the need to create safe spaces for community dialogue about contentious issues such as foreign policy. There are also a range of tools and approaches which can be used. OPM is currently evaluating the Creativity,

¹⁴ It was clearly felt that the challenges mosques face in publicly broaching societal and political issues can be applied to more or less all faith organisations.

Culture and Education (CCE) Prevent Programme, which focuses on employing creative methods to address the PVE objectives in communities. An example of their work is *Your Thoughts With Mine* - a series of dialogue events throughout England which focus on some of the key issues which concern Muslim communities today including: creativity and heritage, Muslims and the media, homeland and neighbourhood, government policies and community action, and education and integration.

4.3. Inter-generational and cultural tensions

Inter-generational and cultural disjuncture was consistently highlighted by research participants as a key issue within Muslim communities in Newham. Interview respondents and focus group participants associated perceived cultural and intergenerational tensions with increased feelings of identity confusion and social isolation, particularly amongst 'vulnerable' groups such as the young. This, in turn, was seen as increasing the risk of radicalisation.

Intergenerational and cultural disjunctures seemed most perceptible across different institutional settings, particularly between the home and school. A significant proportion of interview respondents reported that young people were frequently occupying a variety of quite distinctive socio-cultural contexts at home, in school and in madrasahs, which also contrasted quite strongly with their parent's experiences. Participants from the Muslim women's focus group reported feeling that young people have lost touch with their cultural traditions and community values which were regarded as very important in that they could also inculcate messages of peace and tolerance thus building resilience to violent extremism.

A lack of knowledge amongst parents concerning British educational systems and conventions was also highlighted as a possible reason for these perceived inter-generational and cultural disjunctures between school and home settings:

'There's a lack of understanding from parents - they often don't know what a GCSE is seeing as they've never done one'. Stakeholder - Children, young people and community engagement services.

This perception of young people receiving mixed socio-cultural messages, particularly when moving between different institutional settings on an almost daily-basis, was also seen by several interview respondents as potentially alienating or destabilising for young people:

'Children are often studying from 8am-7pm, from school through to madrasah, and it can confuse the hell out of them.' Stakeholder - Children, young people and community engagement services.

'Children can often be going to the madrasah five days of the week. Although the curriculum is similar to what's taught in Pakistan, Bangladesh and other Muslim countries, it needs to be changed in this country – kids tend to get disillusioned with the madrasahs in this country relatively quickly.' Stakeholder - Children, young people and community engagement services.

A lack of understanding on the part of parents and elders about the emerging and complex identities of young people was frequently cited by interview respondents as an issue:

'The parents may be living here, but they are looking to the past and to their home countries. Like the proverb 'one foot cannot stand in two boats'. The young people, on

the other hand, are not like that – they think they are citizens of this country, so that's positive.' Stakeholder - Mosques and Islamic centres.

Several interview respondents highlighted the difficulties that young Muslims may face in effectively managing complex multiple identities. One respondent commented:

'Using my own example, I have a varied cultural heritage. I have both a Pakistani and Muslim identity [amongst others]. It's very difficult to keep them in the right context. It's like a chameleon existence.' Stakeholder - Voluntary / community organisation.

In the literature review several reports discussed the intergenerational conflict between young Muslims and their parents. The evidence suggests a variety of reasons why conflict might develop both within the home and within the community:

- On the one hand, Pakistani parents were seen to be too strict, applying the discipline of the home villages to their second or third generation children
- On the other hand, young Muslims reacted against the 'weak' and 'passive' identity of poor and ill-educated parents within the community and looked to adopt a 'strong' masculine identity in response

Regardless of the root of the cause, the evidence reviewed indicated that intergenerational conflict was often projected through an increase in religiosity. Further, an increase in religiosity was also used as an identity marker for young Asian Muslims wishing to project a 'strong' identity as a reaction against the perceived weaknesses of their parents within British society.

The findings above suggest that young people need safe spaces and guidance during the critical years of identity formation to ensure that extremist groups that often offer very strong alternative identities are not successful in recruiting vulnerable young people. The findings also suggest that providing parents with capacity building support and guidance may help address intergenerational tensions.

As part of their action plan, Redbridge have commissioned M-Power, which is part of the Youth Crime Prevention Service in Redbridge, to provide support and advice to parents around violent extremism, how to debate issues around interpretations of Islam and violent extremist ideas, what behaviour to look out for and what to do if they suspect someone they know is vulnerable to violent extremism. Additionally, Leicester have commissioned STRIVE, a local community organisation, to deliver an empowerment programme to Muslim women which aims to help them learn skills to encourage them to speak up on issues that affect them in their communities and societies. One of the end products they hope to create is the establishment of a women's network.

4.4. Feelings of victimisation and misrepresentation

Muslim interviewees and focus group participants widely reported feeling misunderstood by members of different communities and misrepresented or negatively stereotyped in the UK national press and news media¹⁵. This, it was thought, often led to a pervasive sense of

¹⁵ This finding is also supported by the literature review which provides greater detail about the nature of perceived misrepresentations of both Muslims and Islam in British and western-based media.

victimisation and persecution amongst Muslim communities which presents a possible risk factor with regards to the potential for radicalisation. One interview respondent commented:

'I think it [radicalisation] is often to do with being misunderstood – frustration can bubble up into contempt, which then leads to a feeling of victimisation.' Community organiser

Participant's of the young people's focus group felt that negative stereotyping in the media not only shaped the general population's perception of Muslims but that to a certain extent it was also responsible for poor relations between Muslims and non-Muslims.

In the literature review, many reports found that Muslims felt that British and Western-based media report global events using terminology that implies an association between *all* Muslims and violent extremism. The evidence indicates that not only did Muslims feel frustrated that the whole Muslim population is linked with a small minority of extremists, they were also angry that the media represented Islam as a cause of terrorism. None of the reports included in this review argued that violent extremism was a *direct* response to the portrayal of Muslims by Western media in isolation. Instead, this could impact upon the daily experience of Muslims in the UK, namely in the creation of a 'hostile host society, which in turn increases the communities vulnerability to isolation and can explain the emergence of extremist groups.

There were mixed opinions on the police stop and search policies in Newham. On the one hand it was often highlighted by both interview respondents and focus group participants as compounding this sense of victimisation and persecution within Muslim communities. Several participants recounted their own experiences of stop and search, which were largely felt to be negative:

'I experienced stop and search. I don't feel I can trust a police officer now. What happens to my son if he gets searched, what impact will that have on him?' Community organiser.

This was the case even though the ratio of Black to White (1.5) and Asian to White (1.4) stop and searches in Newham are much lower than that for the Metropolitan Police in total (Black to White: 4, Asian to White: 2) between January and March of this year¹⁶.

Conversely, several focus group participants, including those who had experienced stop and search seemed more indifferent, and demonstrated an understanding of why it was necessary:

'Several policemen were recently driving around my area in a van, and were stopping any young men that were walking around in groups of two and above. I stopped to ask one of the police officers why they were doing this, and they said it was to reduce the street presence of gang activity. I could understand that'. Community organiser.

Participants of the Muslim women's focus group reported that they were used to their young people being stopped and searched frequently but also reported that they were happy for the necessary steps to be taken to keep their local area safe. They did emphasise however that such actions should be conducted in a respectful manner because if young people feel they have been treated badly, they could *'react badly'*.

¹⁶http://www.met.police.uk/foi/pdfs/priorities_and_how_we_are_doing/borough/newham_stop_and_search_monitoring_report_march_2010.pdf

The public controversy surrounding the Forest Gate raid and shooting on 2nd June 2006¹⁷ was also frequently mentioned as broadly damaging to police-community relations. Several focus group participants also felt that the controversy had required a better explanation from the police and an admission that mistakes had been made.

4.5. Misunderstandings and misrepresentations of Islam

A lack of knowledge or misunderstandings about Islam within Muslim communities, particularly amongst young Muslims or recent converts to Islam, was felt to be another key risk factor for radicalisation. As one respondent said:

'Anybody who studies Islam properly will not start criticising and demonising others for their beliefs – people who do this often have little knowledge of Islam.' Stakeholder - Mosques and Islamic centres.

One focus group participant felt that anyone advocating the harming of innocent people on any religious grounds could not be regarded as a Muslim. This view was also expressed by several interview participants who clearly felt that violent extremist groups denigrate and distort Islam.

When discussing recent attempts by religious leaders to provide a corrective to misrepresentations of Islam, several focus group participants felt that such attempts need to be made by UK-based Imams to have any meaningful impact. To illustrate this point, the participants argued that the recent fatwa¹⁸ against terrorism issued by Dr Muhammad Tahir ul-Qadri of Minhaj ul-Quran International lacked credibility seeing as ul-Qadri is not a UK-based scholar. One participant referred to the fatwa as a case of “*scholars for dollars*”.

In addition, one interviewee felt that communities are being encouraged by government to identify with their religion above all other aspects of their often complex identities, leading to a distorting effect:

'A lot of young Muslims in Newham have experienced the rise of identity politics and are now identifying more strongly with their religion than ever before...there is too much emphasis on religion in government-community engagement in a largely secular country.' Stakeholder - Voluntary / community organisation.

4.6. Socio-economic deprivation

There was no consensus on whether socio-economic deprivation might be associated with radicalisation. Many interview respondents and focus group participants commonly associated relatively high levels of socio-economic deprivation in Newham with the risk of radicalisation. By contrast, several interview respondents felt that deprivation was, at best, only tangentially related to radicalisation, if at all. One respondent commented:

¹⁷ <http://www.guardian.co.uk/uk/2006/jun/02/terrorism.world1>

¹⁸ <http://www.minhaj.org/english/tid/9959/Historical-Launching-of-Fatwa-Against-Terrorism-leading-Islamic-authority-launches-fatwa-against-terrorism-and-denounces-suicide-bombers-as-disbelievers-Anti-terror-Fatwa-launched.htm>

'It's a myth to assume that people from low social strata have strong, radical views. It could be someone at the top end. It could either be poor people who are easily led, or people at the top with money.' Stakeholder – Police.

This divergence of views echoes the finding from the literature review that there is a divide in opinion as to whether violent extremism follows as a consequence of deprivation. Some of the evidence reviewed suggests that being excluded from the mainstream propels young Muslims towards violent extremism in frustration and without any critical rationalisation of the radical Islam that justifies such behaviour. Other evidence argues that violent extremists are neither from poor backgrounds or poorly educated (as demonstrated by the backgrounds of known suicide bombers).

One interview respondent associated the prevalence of unskilled work in the borough with the potential for social isolation amongst young people in the home and from their parents (discussed above as a risk factor associated with radicalisation):

'There's a lot of parents from those communities who do manual work - often in catering - on difficult hours (10am-2pm, 5pm-midnight). These parents hardly get to see the child. The child then doesn't have any real sense of a relationship with their parents.'

Stakeholder – Voluntary / community organisation.

A number of specific issues relating to socio-economic deprivation in Newham were also identified, these included:

- Skills shortages amongst communities, making it difficult to secure employment locally - *'about ten years ago a supermarket opened up in the centre of Stratford - it was a Safeway which Morrisons later took over. The local population didn't have the literacy and numeracy skills to work there, so they [the supermarket] took people from outside the borough. Due to section 106, businesses in the borough now have to recruit local people. We're currently working with Westfields on this.* Stakeholder – Secondary schools.
- A young and highly transitional population - *'unemployment is about 50% amongst 16-25. Historically, jobs in regeneration tend to go outside of the borough. There is a black market out there for particular jobs, and I'm sure that is fuelled by all kinds of things'*. Stakeholder – Secondary schools.
- Overcrowding and lack of social housing – *'my ward is typical of over-crowding; there's sometimes something like five kids to a room without an adequate place to study'*. Stakeholder – Secondary schools.

4.7. Perceived risk factors associated with 'far-right' extremism in Newham

Participants of the White-British community focus group all agreed that far-right extremism or support for far right parties was not a problem in the borough. However, where interview respondents were asked about 'far-right' radicalisation in Newham, social deprivation was consistently reported as a key risk factor, and that 'white working class communities' may, often out of frustration with their socio-economic circumstances, blame migrant communities for this deprivation. One interviewee commented:

'They [white working class communities] have the attitude that jobs and housing are going to people from other communities and outside the borough.' Stakeholder – voluntary and community organisation.

As with participants from the Muslim community, there appeared to be some misconceptions amongst this group. For example, LBN in fact was the first Council to prioritise time on the waiting list in their housing allocations policy.

Several interview respondents also felt that this perceived injustice on the part of White working class communities about the distribution of socio-economic assets in the borough, is further complicated by the way in which these communities are not felt by some to be as sufficiently engaged with as others. As one respondent commented;

'A lot of the funding initiatives have been around BME groups.....we have been applying for funding from charitable trusts (and the police), but we didn't have a big enough diversity level at our community centre so we don't qualify. We have maybe 20-25% BME, and funders want to see something more like a 50:50 split.' Stakeholder – Voluntary / community organisation.

Again, this is not exactly the case. The Council does not fund groups that are only catering to one section of the community. Furthermore the Council's programme of community events are designed to get all members of the community together although the Council is not the only grant giver or organisation working with community groups in the borough

One participant highlighted that this issue of perceived under-engagement may be due to a lack of 'community leadership' amongst White working class communities:

'Who would you go to if you're consulting this community? What 'white community leaders are out there?' Stakeholder – Voluntary / community organisation.

For this group, immigration was clearly felt to be one of the most 'visible' forms of social change that has occurred in their local area and the group had deep concerns about its impact on community cohesion and their own experiences of living in the borough. Several members of the group felt that both the extent and speed of social change resulting from immigration was greater than at other periods in history, and that they had quickly experienced a transition from being members of a majority 'host community' to a minority one. One participant commented:

'Amongst elderly populations, I feel there's a lot of fear – I can be the only person on the bus speaking English. For a lot of people it must feel like they've been dropped into a foreign country.'

Similarly, several interview respondents highlighted cultural disjuncture between so called 'host' and 'migrant' communities as a risk factor associated with 'far-right radicalisation':

'As a shrinking 'host community' they feel they are without a distinctive culture and that everything they do is about accommodating another culture.' Stakeholder – Voluntary / community organisations.

The White-British focus group participants also felt that, above all, a perceived lack of willingness on the part of migrant populations to integrate with the host community was the main challenge that immigration presents for community cohesion. Immigration and limited local opportunities for employment were seen as possible reasons for a relatively transient local population, again presenting challenges for community cohesion – one participant remarked that it was *'difficult to build relationships with people when there's a high turnover*

of residents'. The Council recognises the population churn as one of its biggest challenges and is working across service areas on understanding and tackling this problem.

Participants had different views on how they characterised levels of community cohesion during various periods in history. One participant felt that local pubs were once at the heart of the community, and that there were important cultural and sporting occasions that the local community celebrated together. Another participant highlighted that they didn't feel that they had been active in their community either now or in the past. By implication, this difference of opinion highlights that the local White-British community has not been homogenous in its forms of social organisation at any point in history. However, the group clearly felt that the local White-British community was now more fragmented than it had been in the past. One participant remarked: *'Social lives and politics used to be organised around work and family ties.... it's not as happy or close-knit a community as it used to be'*.

The review of a small number of documents about the factors that are thought to contribute to support for far right parties - particularly the BNP - also highlighted that immigration is the key issue that has been used to propel the far right agenda. The evidence reviewed notes that immigration is presented by far right parties in two specific ways. One is ideological and the other is practical:

- Ideologically, the high level of immigration is presented as a threat to 'Britishness' and the British identity. The pervasive and popularised image is of high waves of new migrants stubbornly clustering into non-integrating communities and changing the local landscape as a result.
- Practically, immigration is blamed for social and economic competition amongst the poorest sections of society. The same non-integrating communities burden the NHS, compete for scarce employment and, of greatest concern, 'jump the waiting list' for social housing.

5. Developing a vision and narrative for Prevent

5.1. Mistrust of the Prevent agenda in Newham

The majority of respondents interviewed reported that Muslim communities were likely to be mistrusting of the agenda, based on the belief that it unfairly ‘targets’, ‘stigmatises’ and ‘labels’ all Muslims as potential terrorists. Key stakeholders involved in the delivery of Prevent reported that the council’s reluctance to act in response to the Prevent agenda as it was initially conceived was also based on this view – that by unfairly targeting Muslim communities they risked undermining community cohesion.

Interview respondents were concerned about the extent to which the agenda has, over time, increasingly shifted towards legitimising a model of surveillance of all Muslims:

‘Last year, there was a press release about a draft version of CONTEST 2 – there were a lot of problems with this, that it was slipping into ‘thought-policing’ – we had to sit down with people and explain it.’ Stakeholder - Police

There are also concerns that the national agenda regards Muslim communities as a homogenous group, thus failing to appreciate the diversity of traditions, beliefs and cultures of different groups:

‘The preventing violent extremism agenda is using a sledgehammer to crack a nut. I don’t want to be targeting a group in the community as if they are somehow a homogenous group – they celebrate Eid at different times, they dress differently and they interpret the Koran differently.’ Stakeholder – Secondary school

For some, mistrust of the agenda is also a function of people feeling that there has been a significant lack of information and communication about Prevent funding and delivery at the local level. Finally mistrust is also thought to stem from ignorance - a lack of understanding about what the agenda is and what it aims to do:

‘Some people have got no knowledge of what it means. What is being done secretly or openly, nobody knows – people need to be confident about this policy, it needs to be known to the people at large.’ Local councillor

It is important to note that we found that a number of interview respondents and focus group participants rated the Prevent agenda as low on their list priorities. Instead concerns for this group tended to centre around other child raising concerns, such as keeping young people safe and instilling in them the right moral values. Participants of the young people’s focus group were particularly concerned about the violence resulting from gangs and guns activity in the borough as well as drug use and dealing.

A minority of interview respondents felt that Muslim communities are likely to have mixed attitudes towards the Prevent agenda, with some welcoming it and others being highly mistrustful:

‘It’s really varied. Some will be supportive, others are more disillusioned now, having seen that it has not been done successfully. And there are others who are just straight “anti-Prevent”’. Stakeholder – Voluntary / community organisation

5.2. Broadening the focus of Prevent

Given the concerns surrounding the Prevent agenda, there was a high level of consensus amongst interview respondents that a change is needed in the way that Prevent is conceived and delivered with this perception applying both nationally as well as locally. For some respondents, this means recognising that violent extremism is a threat to the safety and security of **all** communities that live in a local area.

'I think its about security for all. Safer country for all. All of us working for that. I think that would resonate with residents far more.' Community organiser

This also implies that all communities have a responsibility and role to play in preventing extremism. For Muslim communities, it can at times be frustrating that the onus to deal with the problem is solely placed on them.

'Extremism is not only an issue within the Muslim community. Anyone who sees suspicious behaviour should be responsible for reporting it. We don't want to be the only ones with responsibility for policing the community.' Community organiser

In terms of how such a broadening of the focus of Prevent should be framed, some respondents suggested that building a narrative around 'common cause' would be effective in bringing diverse communities together: *'you need to have a notion of common cause, think of yourself as at risk – everyone is at risk because bombs don't discriminate.'* Stakeholder - Police

Another respondent felt that this notion of 'common cause' was a tried and tested approach in uniting communities on other local issues: *'You can't actively get groups to meet; you've got to have something that they want to meet for. There's got to be a perceived need for meeting – for example in education, they will come if the issue is about their child's education.'* Stakeholder – Secondary school

At Lambeth and Waltham Forest, this notion of 'common cause' has been very effective in getting buy-in from diverse communities. Both sites feel that this is a result of the fact that the boroughs have historically been associated with violent extremism. Two of the 7/7 and 21/7 bombers were linked to Lambeth as was one of the 9/11 bombers, and Operation Overt in Waltham Forest led to the arrest of ten young people suspected of terrorist activity. Both boroughs realised that there was a need to quickly galvanise support from across communities. The nature of these events worked as an incentive for communities to come together with the shared aim of building a cohesive and resilient community. However, both boroughs recognised that maintaining this shared mission was challenging in light of the intense media spotlight on them.

For other interview respondents, broadening the focus of Prevent involves ensuring that the agenda and more specifically Prevent activities are designed to address a wider set of issues that concern young people and communities:

'I think there certainly needs to be a focus on families, on getting parents and children to communicate and to then adopt community-wide concerns – a strategy like that can address many other social problems than just violent extremism. It's helping local people to deal with their issues.' Stakeholder – Voluntary / community organisation

Brent, one of the sites consulted with, reported that as part of their efforts to encourage communities to engage with the Prevent strategy they developed a 'Celebrating Communities' booklet that showcases some of the positive work happening under the

Prevent agenda. This is hoped to facilitate buy-in from communities as it demonstrates the broad nature of Prevent activity.

A broadening of Prevent, so that it focuses on building and promoting integrated communities was also mentioned by some interview respondents. It was felt that ‘pulling people together’ by involving them in sports and team building exercises would help to create a truly ‘multi-cultural and tolerant’ society. Moreover, the council is regarded as already doing this type of work well.

‘Newham does well bringing community together anyway. They keep people informed, Newham Magazine does a good job. They need to carry on in this way.’ Community organiser

A broader focus for many also meant that there was a need to re-name any locally delivered strategy since communities were not comfortable with the terminology ‘preventing violent extremism’.

‘We can’t go in saying ‘prevent’, ‘anti terrorism’ etc, need to have something that describes what we do that is more acceptable to them.’ Stakeholder - Police

This is the approach that has been taken in Newham and is discussed in more detail in section 5.4 in the context of community cohesion,

5.3. Developing an evidence and ‘needs’ based approach

Whilst most interview respondents felt that the focus of Prevent needed to be broader, some felt that broadening the focus of Prevent too much would be risky in that such an approach would not address some of the more ‘hard edge’ objectives of Prevent which did in fact require targeting some Muslim communities. As one respondent commented:

‘Too much softly softly isn’t a good idea. They need to be more direct.’ Stakeholder – Voluntary / community organisation

This meant, as articulated by a police stakeholder, that it was necessary to *‘to be bold and be prepared to be criticised’* but at the same time *‘being able to defend that as being for a common cause because we’re all at risk’*.

Waltham Forest, one of the sites consulted with, reported taking a tiered approach to Prevent to justify the need for targeted work with specific communities. Waltham Forest have developed a four tiered intervention model which consists of:

- Universal services for all young people
- Targeted services for vulnerable young people
- Interventionist approach for those already radicalised
- ‘Pursue’ interventions for those engaging in criminal activity

The council recognise that the types of activities and interventions delivered will vary in each local area, depending on what evidence sources such as the counter terrorism local profile say about risk in the local area. For example, if the evidence clearly demonstrates that there is specific vulnerability to extremism in Muslim communities, this would help justify the need for targeted work with these communities. If on the other hand the evidence indicates that there is a problem with other forms of extremism amongst a different community, the model of delivery would enable this to be addressed as well:

'We had some evidence to suggest that elder white communities are blaming immigrants for trouble in the area and are resentful of resources being diverted to them. We thought about what should we do tackle that, so next year will have something to look at that in our prevent action plan. Taking an evidence based approach, and using this model allows you to look at all types of extremism.'

For the council, this evidence based intervention model *'provides a useful way to explain to communities what you are doing and why.'*

Redbridge council, another site consulted with, reported their decision to address other forms of extremism under their local Prevent strategy was also based on an evidence and needs based approach. The evidence base for this approach came via the local Racial Equality Council, the Redbridge Equalities and Communities Council. This organisation fed through instances of right wing propaganda being distributed locally. This enabled Redbridge to plan targeted activity that could provide a counter narrative to far right voices.

It should be recognised that nationally the evidence base for Prevent and particularly the longitudinal evidence of impact is relatively limited. The need for interventions to be well evidenced and directed underpins the commissioning of this research by Newham,

5.4. The link between Prevent and community cohesion

The Prevent strategy in Newham is closely linked to, and informed by, Newham's Community Cohesion Strategy. Defining the aim of their community cohesion strategy, Newham Council wishes to create "a community in which there is regular and varied contact between people of different classes, religions, generations and races in all areas of their life." Therefore, its community cohesion policy focuses not only on bringing together residents of different races and religions, but also from different classes, ages and genders. The approach to community cohesion within Newham is based on the belief that the very diversity of the population in Newham is the source of its strength. Reflecting this strong focus on community cohesion, the PVE programme has been given a local brand that stresses the importance of bringing all communities together, called "Bringing Newham Together". The council has a large scale and high profile free community events programme featuring events such as the Mayor's show and the music festival 'Under the Stars'. A key objective of such events is to foster links between different sections of the community and evidence from local surveys suggests that this approach is successful with almost 9 in 10 saying that people from different backgrounds get on well in Newham¹⁹. The council has also supported community cohesion objectives through the 'Go for it' grants programme providing grants of up to £1000 to support small scale community activity.

Waltham Forest and Leicester have also worked to integrate Prevent with community cohesion, both in terms of vision and delivery, because they recognise and appreciate the overlap between the two agendas. At Waltham Forest, the Prevent strategy and action plan sits within the community cohesion strategy which has four aims:

- Understanding and responding to the impact of migration and newly arrived communities

¹⁹ Liveability Survey 2009 LBN

-
- Building trust, contact and dialogue between communities
 - Promoting active citizenship and engagement
 - **Preventing extremism and tension management.**

The community cohesion strategy is overseen by the community cohesion task group (CCTG), and the preventing extremism work is delivered with joint accountability to the CCTG and SafetyNet's Crime and Disorder Reduction partnership. The rationale for including the Prevent action plan in the community cohesion strategy has been identified in the strategy as:

'There is compelling evidence, based upon the research report undertaken by iCoCo, the number of arrests, and police intelligence, that extremism is an ongoing challenge in Waltham Forest. It has also been recognised that local public services have an important role in helping to reduce the risk of extremism developing within communities, and can offer a response to those who are being either recruited or influenced by extremist ideology.'

At Leicester, the officer working on Prevent sits within the Strong and Resilient Communities team, along with the community cohesion, new arrivals and neighbourhood working officers. Additionally, the community cohesion and Prevent action plans make reference to each other. The community cohesion strategy has five themes, and like Waltham Forest's strategy, one of them relates to preventing extremism and tension between communities:

- Theme 1. Living with others
- Theme 2. Living with children and young people
- Theme 3. Living in Leicester
- Theme 4. Living with good services
- **Theme 5. Living without tension**
 - **Aim: addressing tensions both within and between communities**
 - **Aim: addressing the threat of all violent extremist activities**

In Leicester, what this means in practice is that the locally delivered strategy has been renamed as 'Mainstreaming Moderation':

'We do not talk about Prevent in Leicester. Prevent for us created a number of issues in terms of creating a barrier that we felt was unhelpful, so we re-titled it and talk about moderation and the way in which we mainstream moderation as part of our community cohesion strategy.'

Although the focus of the agenda is undoubtedly on Muslim communities, activities delivered under the 'Mainstreaming Moderation' agenda are not only restricted to members of the Muslim community. Leicester feels that opening up Prevent activities to wider communities has been a critical success factor for the in delivering Prevent. Additionally, activities seek to ensure, that as a result of participation community members feel more integrated into life in Leicester.

'We cant ignore the fact that the prevent agenda still focused on Muslim communities. In our work, we take a Prevent approach and add a community cohesion aspect to it. If we work with vulnerable young people, we would try to integrate them more into the community, which gives it a community cohesion aspect...for example, there is a project that just started working with disengaged youth, not explicitly with Muslim young people.'

We don't want to label young people, have attended events with young people and know they don't like the label, the stigma attached it. You will find that issues facing Muslim youth are same as other youth – of course there are some specific issues, but the majority is the same.'

Brent also thinks that its approach to community cohesion fits well with its Prevent agenda as they recognise that single group funding is necessary. Given the diversity of communities in Brent and the fact that there are a combination of new and settled communities, the council feel that communities need to first 'bond' within themselves before they can 'bridge' and 'integrate'.

'We think communities will integrate, but they are at different stages. Its not about forcing them, its about supporting them. Like we will support the learning of English but also understand that small women's groups may need to get together to have sense of community before can come together with other women. So we're not about not having single group funding. We think it is necessary.'

6. Addressing the Prevent objectives

Presented below are some of the key themes that emerged from the in-depth interviews with stakeholders and community members and the community focus groups as to additional types of activity that Newham council and other local partners from the statutory and third sectors as well as faith based organisations could consider to help address the PVE objectives. These themes have been augmented with findings from research conducted with five other councils. The findings are presented thematically, in order of prevalence – that is, those themes that were more often or more widely reported appear at the top. This does not however, reflect an assessment of the quality of the evidence for these initiatives. On the whole quantitative evidence on the impact of programmes was extremely limited both locally and via the literature review. It should be noted that the options outlined below are not to be considered a prescriptive list. In a number of areas there are potential tensions between possible approaches – for example between listening to concerns in the Muslim community about negative portrayals, and proactive work by the council and other statutory partners to shape the leadership and approaches of mosques.

6.1. Providing forums for grievances to be aired and addressed

Grievances relating to foreign policy issues

A large number of interview respondents and focus group participants were keen to emphasise the need for the council to provide public forums in which grievances could be discussed and aired. These forums were conceived in a number of ways by different respondents.

Firstly, there was said to be a need for public dialogues that respond to foreign policy issues which can cause community tensions to flare up. While the process of talking through contentious issues may not remove or ultimately solve community grievances, it is of value in allowing residents to understand other people's points of view which in turn can successfully build community resilience. One interview respondent cited the "Community Conversations" organised by the community organisation, Conflict and Change, as an example of the type of event that would help communities address the grievances felt in response to foreign policy issues. The following describes the approach and effect of a Community Conversation:

'When there is an argument, we try to focus on what people are feeling – we stay at their emotional level. When people understand that much of their extremist attitudes are motivated by anger, and just how angry they are, they then start to be far more willing to see other perspectives. With the Gaza intervention, Muslims went from being very angry to saying, "I want to hear the Jewish perspective on this".' Stakeholder – Voluntary / community organisation

The importance of dialogue and debate events was echoed by participants in the focus groups. Participants in the adult discussion group were especially keen to see debates and dialogues take place in neutral spaces which did not belong to solely one community.

Interview respondents also highlighted the need for similar debates and discussions to be held in schools with younger audiences. They underlined the importance not only of allowing

young people to voice and discuss their concerns about international conflicts, but also of encouraging teachers to provide them with the correct information and facts:

'When there's a major issue in the Middle East, teachers should talk things through with their students. You have to tackle issues like that directly, and give the students background information.' Stakeholder – Voluntary / community organisation

Leicester and Redbridge both discussed how they had implemented this type of work. They mentioned public dialogue events that they had hosted in their borough, in conjunction with the outreach team at the Foreign and Commonwealth Office (FCO). The aim of the outreach programme is for FCO officials and Ministers to take part in discussions with British Muslims on foreign policy issues that cause them concern. The events open up space for informed debate and highlight how the government's foreign policies are not anti-Muslim - a myth often used by violent extremists in their attempts to radicalise others. At Leicester this work is believed to be particularly effective since it allowed residents to engage with people at the heart of foreign policy making, so *"people actually feel like they are being listened to"*

Grievances relating to relations with the police

Some interview respondents also emphasised the need to provide an infrastructure through which Newham residents could air their grievances on a local scale, and most specifically on the issue of local policing. The issue of local policing, and in particular the stop and search policy, was frequently mentioned as a cause of community tensions and in one case (that of a local police representative) even *'the biggest issue for young people'*, although others in the community were less concerned or even supportive of the need for the police to adopt such an approach.' This issue was reflected as a major concern in the focus groups with adult Muslim participants. The feeling amongst the group was that relations between young Muslims and the police forces were still fragile after the Forest Gate shooting incident of 2006. The participants of the young people's focus group also reported having poor relations with the local police.

There is a range of police led activity in this area in the borough. Some focus group participants were aware of police efforts to explain their role and intentions to the general public, but felt that this work needed extending and expanding to ensure that the message was being received by young people.

Police representatives interviewed emphasised the value of the workshops and Q&A sessions that they already run with the community in allowing residents to feedback their concerns on issues relating to community safety. One police officer described the work that is currently being undertaken in this regard:

'We do is a Q&A session, where they will give us their feedback and we can pass it up. We will deal with any issues that the young person has, whether it be violent extremism, knife crime, stop and search – whatever they have issues with and that goes under effectively addressing grievances.'

More detail emerged from the other sites consulted on how this strand of work might be undertaken. In Lambeth, the PVE action plan addressed this issue via a project entitled Operation Nicole. This is an initiative, first developed by the Lancashire Constabulary, which brings together mainly Muslim communities and police officers to allow a space for the police to explain to Muslim community members how and why they take their operational and logistical decisions in relation to counter-terrorism operations. In order to best explain why they take certain actions, community members are encouraged to play police officers' roles

and take part in counter-terrorism simulation exercises. This initiative, as delivered by an organisation called Lokahi Foundation, has been recommended as best practice by the Association of Chief Police Officers (ACPO).

Similarly, two of the sites surveyed mentioned having employed a project called “Act Now” which allows younger audiences to address their concerns and grievances using similar role playing exercises with representatives from the local police. Once again, this is a resource originally developed by the Lancashire constabulary, which models discussions around the demands of counter terrorism policing within schools, colleges and universities.

Access to structures where grievances can be addressed

There was a perceived need for structures to be in place within Newham to ensure that residents’ grievances are not just aired, but fed through the appropriate channels.

This was reflected upon in community interviews, with a view to addressing extremism in all its forms. One community interview respondent spoke about the need to ensure that the council pay enough attention to the voice of the community within the neighbourhood forums. This respondent voiced the feeling that the agenda of these forums was gradually being taken over by the council, and so the voice of the community was being restricted:

‘Our neighbourhood forums are now run by Newham council. Initially they were run by local people and then it was taken over by Council staff. They moved into the domain of Council. The reason given was that the forum was putting forward too many objections to regeneration work going on in Canning Town.’ Community organiser

The suggestion from some was that residents require control of their own forums to ensure that they can deal with issues that are fuelling community tensions. However it should be noted that the Council runs the Community Forum events in conjunction with volunteers from the local community and with the involvement of local councillors to ensure that communities have an opportunity to air concerns and that these can be fed directly into the local democratic process. The council did not support the view that community engagement structures had been changed as a result of community objections to regeneration.

6.2. Engaging schools and universities on the agenda

While it was acknowledged by one interview respondent that schools already have a significant number of government agendas to address within the classroom, it was underlined by the majority of others that Prevent focussed work can have most impact when people are of secondary school age and more open to be influenced in the way that they interact with their community around them. Furthermore, interview respondents highlighted the fact that schools should consider themselves to have a duty to address PVE objectives under their safeguarding duties:

‘Best way to build resistance to any antisocial behaviour is to start early – you have to be engaging with schools. Think there is a safeguarding children issue that cant be discounted.’ Stakeholder - Police

Young people are said to be particularly vulnerable at the points in their life when they undergo major transitions. For example:

'There's something to be done around managing and supporting young people through that transition between primary and secondary.' Stakeholder – Further / higher education

As such, interview respondents called for more to be done within Newham's secondary schools to build young people's resilience to extremism of all kinds. It was reported that to date there has been a reluctance to engage in the Prevent agenda from secondary schools in the area:

'We have tried to introduce the DCSF (Department for Children, School and Families), "Learning together to be safe" toolkit but the head teachers didn't like the wording in it. The main strand of attack from teachers was that they saw their role in the toolkit as one of spying. That doesn't create a nice air, it's not a good thing to be suspicious of young people.' Stakeholder – Voluntary / community organisation

Develop a PVE engagement strategy with secondary schools

The above comment suggests that there needs to be a renewed effort at engaging schools on the Prevent agenda, and one which emphasises that schools have a pro-active rather than reactive role to play in terms of young people's radicalisation. Rather than having to carry out 'surveillance' on their young people, the primary role of schools is modelling tolerance and understanding amongst their pupils.

Further detail on how to engage schools can be gleaned from other sites consulted with. At Redbridge, the PVE lead organised a conference of head-teachers to encourage their commitment to rolling out the DCSF toolkit within their schools. This conference was headed by the government's community cohesion minister and was said to be extremely effective in motivating head-teachers and securing their engagement on the agenda. Since that event, there are now a number of schools using the toolkit in the Redbridge area.

Waltham Forest decided to initially engage just a limited number of schools on PVE work to test the implementation of the DCSF toolkit. This initiative was delivered through CLG's innovation fund. To date the PVE team has run a pilot project with eight schools in the area and is gathering feedback from teachers, which initially appears to be positive in the main. To assist each school in implementing the agenda the Waltham Forest PVE team encourage the creation of a citizenship and cohesion advisor in each site. It was also noted by Waltham Forest that engaging schools to contribute to the agenda has not been difficult, because of the conviction of two youths from the area for crimes related to violent extremism. Hence there is a collective recognition of a certain level of risk which facilitates engagement.

Encourage schools to use classroom materials that model critical thinking

In addition to the toolkit, there are further resources available to the council and to schools. Interview respondents were keen to suggest particular approaches that they themselves had used in schools, for wider use in the borough. The Philosophy for Children programme, which aims to improve children's critical, creative and rigorous thinking through specialised lesson plans and teaching methods, was suggested by one interview respondent who has worked within a number of schools in the area.

'Philosophy for Children is an excellent approach. I've had the training on it, and for me, even as an adult, it has opened my eyes. It gets children to think about things that they have never considered and say "I have never looked at something that way". It is based

on thinking skills and being able to articulate and verbalise your thoughts. One school – Gallion's in Beckton are taking it on and training on it as well.' Stakeholder – Voluntary / community organisation

Religious education (RE) classes are used to their full potential in the PVE agenda

Interview respondents and focus group participants also emphasised that RE classes should be utilised as a gateway within the curriculum to addressing PVE objectives. It was suggested that religious education that stresses the similarity between religions has an important role to play in making people less vulnerable to extremism. Therefore there is scope for the council to provide guidance for local RE teachers and even influence the setting of a local RE curriculum.

The REsilience project which offers resources and training on how to use RE lessons to handle contentious issues is a further resource that the council could promote amongst its schools.

Outside of the RE subject curriculum, there is further scope to run additional faith based interventions within schools. Lambeth Council has employed a third sector organisation, Three Faith Forum to initiate this work on their behalf. This project involves identifying three champions across different faiths and encouraging young people to discuss issues and confront prejudices within their own schools. Three Faiths Forum is an established inter faith organisation that has developed such resources. The organisation's core educational activity is *Tools for Dialogue*, which is based on the practice of Scriptural Reasoning and aims to bring people from the Christian, Jewish and Islamic faiths together to 'reason', grapple and think about their texts together in a warm atmosphere. Its purpose is to highlight the varieties of interpretation that become possible when religious texts are discussed.

Model a distinct, new role for universities to play

Since young people of university age are also considered to be vulnerable to the influences of radicalising groups, there was a similar call (particularly from the adult Muslim focus group participants) for the PVE strategy to make a concerted effort to engage with universities in Newham. However, participants and respondents have not offered detail on exactly how this model should be approached. Indeed, community interview respondents who work within the university sector were sceptical of exactly what type of role they could play in this context:

'Preventatively, there is not much a university can do. The agenda is much more relevant for school children. I can see that headmasters/mistresses would keep an eye on them and would be able to use Prevent materials, but I don't see it working in universities. It's a bit naïve really.' Stakeholder – Further / higher education

It is important for the council to be aware of this as a future barrier to overcome in the engagement of universities in the PVE agenda.

At Brent, the Noor Trust have been commissioned to deliver a Muslim Student Leadership Programme (MSLP) involving students from the University of Westminster. The aim of the programme is to build them as champions on university campus who can promote shared values, counteract extremist propaganda, and support vulnerable youths. This piece of work

also includes training for key university staff to develop their understanding of violent extremism and support them to make appropriate interventions.

6.3. Mosques to better engage with their communities

Although Newham council question the extent to which it is appropriate for them to shape and change faith institutions, a large number of the interview respondents, from a wide range of different types of stakeholders as well as community focus group participants, emphasised that mosques needed to recognise that they have to play a bigger role in addressing PVE objectives. There were a number of calls made to this effect, such as:

“We need to use the positive contribution that mosques can make and other organisations that are already set up.” Stakeholder – Voluntary / community organisation

It was stated that a number of mosques within Newham do not go far enough in engaging with their community, and particularly with their young people. There were thought to be a number of initiatives that they could undertake to better engage with the youth. This was also a theme that was strongly reflected in the focus group discussion with Muslim adult participants.

Management committees and leaders are better representative of their community

It was thought that one of the factors driving the distance between mosques and their young people is that Imams and mosque management committees are not sufficiently reflective of the current make up of Newham’s Muslim communities. It was said they often include predominantly elders and first generation Muslims who are less in touch with the issues of identity facing the youth:

‘Imams have often not grown up here with a local mind. They don’t understand the needs of the culture here and how to work within that, so they are not able to offer that kind of advice to young people.’ Stakeholder – Voluntary / community organisation

‘We probably need mosque trustees to be second or third generation Muslims in this country. We need people who are able to openly debate and discuss these issues. There’s a slightly old-fashioned approach amongst some of the mosques.’ Community organiser

One respondent, from a Muslim religious and community organisation was able to talk very positively about the impacts of installing younger and hence more connected imams within their community:

‘We have trained up some young people and given them title of Imam. One young person even delivers Friday evening prayers in English. The Imams we have trained up socialise with them, talk to them, go to dinner with them. They are able to do PVE work because they know and understand these young people.’ Stakeholder – Mosques / Islamic centres

One interview respondent also advocated including women on management committees to ensure a more accurate reflection of community needs amongst the key decision makers within mosques.

The need for mosques to better reflect their communities also extends to the languages used for sermons and communications. It was stated that there is a high risk of disengaging young

people where mosques and madrassahs do not use English to communicate with their congregations. This risk is highlighted by one respondent:

'At a mosque which I used to attend, they would deliver the final prayer in a language I didn't understand, and I would get up and leave.' Community organiser

Interview respondents, together with participants from the adult Muslim focus group, believed there is a need for mosques and madrassahs to use English far more in sermons and in teaching contexts. A number of young people will not understand a sermon in Arabic, and so can easily feel disengaged from one of the primary institutions in their lives. Mosques were urged to use their potential as *"the best voice for information travelling organically through the community"* in order to better engage young people.

Redbridge reported that they have invested in providing English Language classes to imams where appropriate. They will also be commissioning providers to deliver training and support for community leaders, Imams and mosque committees in the 5 Redbridge mosques to allow them to understand violent extremism, how to identify people that support or are vulnerable to the propaganda of violent extremist groups and how to support these vulnerable individuals.

Key stakeholders within a mosque are recruited and/or trained to understand pastoral care issues

Interview respondents believed that there are a number of skills lacking amongst mosque leaders at present. Overall, some interview respondents highlighted what they saw as a lack of professionalism amongst Mosque leaderships:

"The executives and chairman of the mosque – they often get into these roles due to their status or standing in the community, but in terms of duties and responsibilities this is lacking. Competency isn't checked. There should be a level of experience and understanding amongst mosque committees, there needs to be a person specification. Perhaps an application process should be introduced." Community organiser

The additional skills mentioned related primarily to pastoral care:

"You need to have people who are trained here, and who have the skills for things like counselling and mediation." Community organiser

There was also said to be a need for greater leadership and overall management capacity:

"Where the mosques are concerned, we need to put people in positions that can run organisations." Community organiser

To address this issue site Brent, have commissioned Faith Associates to engage with mosques and Imams to explore their roles and responsibilities within the Muslim community. This includes a capacity building programme to improve their transparency, accountability, governance standards and financial management.

Additionally, the Greater Peterborough Partnership has been delivering two projects involving mosques and Imams. The first is a project offering Imams and madrassah teachers training in personal development and legislation and policies impacting on their day to day work. The aim is to up-skill Imams and teachers in becoming more effective communicators and practitioners. It is hoped that this will make them more confident and empowered in challenging extremist ideology and influences impacting on young people in their

congregations and classrooms. The purpose of these sessions is two-fold, i.e. promoting mainstream voices and winning hearts and minds of wider community. The second project is a mosque governance project which involves the training of mosque committee members in respect of roles of key committee members, proper record keeping, and preparation of constitutions and registering with Charity Commission as well as succession plan.

Local authority sites and community interviews both suggested that in helping mosques to better engage their communities in the above ways, it might be preferable for the council to take a networking and sign-posting role. Rather than directly delivering capacity building projects, the council might want to act more as a central hub to encourage networking and sharing best practice amongst the institutions themselves. The interview respondents specified a role for the council in sharing best practice amongst mosques, and encouraging them to network and share facilities and ideas:

“Also the council should try and build the links between mosques, get them networking more, get them to open up.” Community organiser

“The role of the council doesn’t have to be funding. See what projects are running first, and then highlight the good ones to other mosques. They could spread the best practice around. And tell mosques about our projects.” Stakeholder – Voluntary / community organisation

Mosques to offer non faith based facilities

Interview respondents also believed that mosques should be delivering more community services which engage Muslim people on issues other than faith. To increase a community’s engagement with their local mosque, it was felt that mosques should act *“more as community centres rather than just places of worship, so that they can be a focal point for communities”* as elaborated by one community organiser.

In terms of the specifics of an increased offering for the community, respondents suggested ESOL classes and basic diversionary activities for the youth. According to a wide range of interview respondents and focus group participants the mosques themselves should be providing a more diverse range of activities for young people, in addition to religious education via the madrassah:

“There needs to be extra-curricular activities that are delivered by the mosques and the trustees are starting to see that. Where my son goes, they encourage children to attend extra-curricular activities – gives them new experiences. Children are often going to the Madrassah five days of the week, but the curriculum is similar to what’s taught in Pakistan, Bangladesh or other Muslim countries. It needs to be changed in this country or kids just get disillusioned quickly.” Community organiser

Respondents did not offer a view on what they saw as the role of the council in influencing this work.

6.4. Providing more positive activities for young people

Although the Council offers the largest programme of youth activities in London, interview respondents wished to see a greater level and variety of positive activities being offered for young people. They argued that those who are idle and bored are far more vulnerable to

radicalising influences. According to those we spoke to, activities for young people should be increasingly delivered in a range of settings and should take a range of formats an approach which is reflected in the council's existing provision..

A respondent from children and young people's services pointed out the valuable role that a diverse council offering of positive experiences can play in building resilience amongst young people.

'It's also a case of the local authorities making sure there is a good offer as to what young people can get involved in. There needs to be a good offer of free swims, community activities, youth projects, local sport engagement. The whole lot. You could conceive of it according to Maslow's hierarchy of needs. What do they need to feel fulfilled?' Stakeholder – Children, young people and engagement services

A number of interview respondents promoted the use of simple, diversionary tactics, such as sporting activities:

'We've got sports-based projects, it's all about diverting that young person. A Mosque here arranges "Salaam Peace" tournaments for teams all over London. We need fiscal help to support these projects.' Stakeholder - Police

Similarly, young Muslim focus group participants expressed their faith in sporting activities as a positive diversionary tactic for young people. In particular, they claimed boxing was a good activity to break down cultural barriers since it was popular with young people from different communities.

Brent reported that as part of its action plan it had commissioned London Tigers to deliver sports-based diversionary activities. Ten young Muslims were recruited to participate in accredited Community Sports Leader Award training. These participants were also expected to lead on a youth project, focusing on diversionary activities.

Provide youth initiatives that offer more than just diversion

However, a similar number of people underlined the danger of relying solely on sporting activities to engage young people, since they may isolate some young females. As one respondent commented:

'The community cohesion strategy has been perhaps a bit too sports focused. A lot of sporting activities are targeted mainly at the boys – lot of girls can't come to sporting activities. And sports isn't the only way to go about things. It seems to be the only great idea that Newham has for community cohesion at the moment. Surely we need to stretch the youth a bit more?' Stakeholder – Voluntary / community organisation

Other participants felt that more socially minded initiatives should be the focus of an increased offer for young people, since they will go further towards addressing grievances that the young people may have. Suggestions included providing more volunteer based or charitable opportunities for young people as a way to channel their desire to change the world and bring about a better and more just situation for other Muslims around the world:

'At the moment young people have a warped vision of how to get a just, fair world. It's about giving young people a more positive vision and a role in building communities will help. Muslim youth workers have a tremendous role in giving young people a really positive role. They should promote issues and work of Muslim Aid – something that is

making a positive contribution to the worldwide Muslim community. Stakeholder – Voluntary / community organisation

'We need to share the fact that Islam has a lot within it about peace building and conflict resolution. We need to recognise that there is a real need for fairness in the world, and young people want a way to be able to contribute to this. There are positive ways to contribute, but young people need to be shown these.' Stakeholder – Voluntary / community organisation

It should be recognised that the Council's youth offer goes significantly beyond a sporting offer.

Within the interviews, it was suggested that the PVE strategy could also link in more with the council's Young Mayors scheme. The Newham PVE Action plan does reflect activity through both the Young Mayor and Youth Council initiatives and the contribution of these schemes which model democratic engagement to young people is recognised by some key stakeholders within the council:

'I believe there is a contribution and a link that we can make with our youth engagement. General work on levels of engagement will direct people away from isolation and frustration. It's important to have a feeling of a local influence to stop people being radicalised.' Stakeholder – Children, young people and engagement services

Finally, those within the Muslim adult focus group advocated that the council offer more work experience opportunities to young Muslims. It was remarked that there should be a wealth of opportunities available for young people in the context of the upcoming London Olympics. The council already runs a number of internship and work experience programmes for young people within the Council. In addition the current Young Mayor has successfully lobbied the Olympic authorities to allow under-18s to volunteer at the 2010 Olympics.

Looking at other sites, Waltham Forest have responded to the need to provide additional positive activities to young people by developing and running a Young Muslim leaders programme. This programme consisted of a number of elements including coaching on leadership skills, and political awareness sessions. It was delivered by two different community organisations, local to the area, but elements of the programme were outsourced to third parties. An evaluation of this project concluded that the project succeeded in giving Young Muslims in the borough a more positive role to play in the community than they would otherwise have had, but that the programme could potentially go much further in modelling political engagement to these young people. An evaluation of this project recommends that in any future iterations of this project, ward level councillors should be encouraged to get involved with the project and encourage these young people to become more active in civic business.

Brent have also commissioned a variety of positive and diversionary activities. Horn Stars have conducted targeted intervention work with young people from the Somali community which includes peer mentoring, conflict resolution and partnership working. Similarly, Amal Trust and Mecca2Medina are delivering a personal development programme for hard to reach socially excluded young men from Black Muslim communities. Other organisations that are delivering similar work in the borough are I Serve, London Tigers (also commissioned by Redbridge) and Innovative Muslim Minds.

Finally, another project which has received significant praise is Islington's Young Muslim Voices, which focused on providing young people with leadership skills and enabling them to

engage with the council and its partners and to influence decisions²⁰. There is also a new accessible guide produced by the Young Muslims Advisory Group which offers good practice on getting young people involved²¹.

6.5. More community cohesion initiatives

There was a strong sense from both the interview respondents and focus group participants that Newham could better address a number of PVE objectives if the council put additional resources into running community cohesion initiatives. The importance of community cohesion to the PVE agenda was underlined a number of times:

'If you haven't got a half decent community cohesion policy to underpin Prevent, then it won't be any good. If there is a strong sense of community belonging and community cohesion then extremists aren't able to say 'the system is against you'.' Stakeholder - Police

As outlined earlier in the report the council funds a large scale community cohesion focused events programmes and local surveys demonstrate that the vast majority of local people feel community cohesion is strong in Newham. Opportunities to build increased understanding of the diversity within the borough were said to be important to prevent extremism in all its forms. As one respondent noted:

'If you have a prejudice against people wearing a hijab, then that'll change once you interact with them at a coffee morning. They need to become real people in your mind, not just someone behind a mask, a faceless stereotype. Its very hard to get extremist about people you know.' Community organiser

Interview respondents did recognise the work that the council already does in putting on large scale events to bring together community groups, but some questioned whether this mode of engagement was suitable for all. As one respondent noted:

'For practising Muslims, large events would not be their way of engaging with the council. What about other events where communities might be able to attend more easily, and which are more sensitive to beliefs? At least the council are trying to keep communities together in some way, but I think we need more than just the big events.' Community organiser

Instead, the majority of voices advocated more small scale projects which would allow for more meaningful interactions between residents. One respondent said:

'The bigger the event the less likely they are to interact. People will go to large events with groups of their mates, and trouble can ensue because people are still divided. Smaller and regular events are those which really break down divides.' Community organiser

A number of community organisations are already running these types of initiatives in different areas of the borough. For example, the second strand of the work done by Newham Conflict and Change is based on bringing communities together, not to discuss contentious issues but simply to know each other.

20 See: <http://www.participationworks.org.uk/spotlight-pwne-members/noori-bibi-islington-council>

21 http://www.ymag.opm.co.uk/attach/YMAG_Civic_Engagement_Guide.pdf

More specifically, a number of voices suggested that community cohesion work needs to be centred around a common cause which would be of interest to a wide target audience and hence capable of bringing diverse groups together. The common cause could be something as basic as food, or car boot sales, as underlined in the examples of current work offered by interview respondents below:

'There's a dinner club in East Ham at St Barts church. It offers a cheap dinner, which draws everyone in. And then people all sit together, and there is conversation. You can use that type of opportunity really effectively.' Community organiser

'What's important to me at the community centre is opening up projects along "interest lines". So projects that will get people to cross the boundaries. Like car boot sales. People from all communities come to them – they are universal.' Community organiser

It should be noted that the Council does run a number of smaller-scale events in the community aside from its programme of large events and that there is a borough wide, Councillor led, community engagement programme which is open to all and focused on resolving community problems.

Inter-faith work

An important focus within the community cohesion work was thought to be the promotion of inter-faith understanding. There were calls for the council to promote better community cohesion by supporting an inter-faith forum in the area:

'We don't have an inter-faith forum in Newham so that makes things difficult. We need to strengthen institutions that are cross-faith.' Stakeholder – Voluntary / community organisation

'It would be great if local councils could put together a body with multi-faith organisations.' Community organiser

Some respondents believed that inter-faith work would promote community cohesion, especially by allowing non-Muslim communities to get a better understanding of Islam.

'You need to get more discussion and dialogue between young Muslims and the wider community. They need to be open discussions – not just pretending to be politically correct. People need to be talking about faith – ignorance breeds contempt. You need projects that pick out similarities and differences between religions. If one understands another faith, it's much better.' Stakeholder – Voluntary / community organisation

It should be noted that LBN's approach to community cohesion firmly advocates not excluding members of the community on the basis that they do not have a faith.

6.6. Supporting parents of Muslim young people

Interview respondents discussed a widening gap between parents and children within some Muslim communities:

'Parents are generally not educated – they don't know how to manage their children. The parents may be living here, but they are looking to the past, to their home countries. Like the proverb 'one foot cannot stand in two boats'. The young people on the other hand are not like that, they think they are citizens of this country, so that's positive.' Stakeholder – Mosques / Islamic centres

This cultural gap, stemming from very different experiences of growing up and of the education system, can often be compounded by language barriers which mean parents are less aware of what is influencing their children outside of the home. This point was taken up as a key theme of those within the adult Muslim focus group who went so far as to claim that many parents they knew were not versed in parenting skills, and did not know how to engage with their own young people. Participants of the Muslim women's focus group felt that parents often needed to have better English language skills so that they could better communicate with their children.

Hence there was said to be a real need for services which support parents of Muslim young people to better communicate with their children, in general, and also specifically on the PVE agenda.

Outreach services that aim to bridge gaps between parents and families may include training for parents on the internet. Interview respondents remarked that in many cases, parents were unaware what risks are posed to their children, by the internet, how to use it, and what to do if they were to discover their children engaging with violent extremist attitudes via the internet.

A number of respondents were quick to point out that engaging women and mothers is key to the success of this strategy, since they are often the figures who spend most time with children and young people in the home:

'It has to be an issue of engaging with mums because of their crucial roles. In Blackburn there was a local authority initiative that convened a meeting with a group of Asian mums, to talk through 'what would you do if..?' It was really important to get them thinking about that.' Stakeholder - Police

The same interview respondent also suggested the means to start engaging with this audience:

'To get at mums, maybe we should put things up in the libraries, in GP waiting rooms, a – variety of forums really.'

Leicester has developed a project to support Somali Muslim women in particular. The project aims to give Muslim women better leadership skills to raise the profile of their own voices within society. This work is delivered by two Muslim women from the Somali community itself, who were chosen for their community links and their passionate engagement in the issues. Newham council is not keen to develop such groups because of the risk to its wider strategy for community cohesion outlined earlier and it should be acknowledged that no quantitative evidence on the impact of such groups was available,

6.7. Provide awareness training on Prevent for all front line staff

Interview respondents from the police in Newham emphasised that in order for Prevent objectives to be effectively delivered there needs to be a higher awareness of the agenda amongst a wider range of statutory practitioners.

This training is necessary firstly so that practitioners who come into contact with young people are able to spot the signs that indicate that a young person is being radicalised. It was

said that this training has not been undertaken in Newham, and as such there is a risk that vulnerable young people are not being identified and hence supported:

'There is lack of training in some of our establishments. Teachers, social services, children's services, most front facing staff have a lack of training on how to spot these issues.' Stakeholder - Police

This concern was echoed by a voluntary / community organisation stakeholder who commented that *'A lot of practitioners don't realise there is any level of risk.'* Hence training should ideally include an understanding of the risk factors and the signs of radicalisation, as well as training on the infrastructure that is in place to deal with the risk. This would ensure there were more support provided for those who were at risk of radicalisation.

Other sites remarked that this was an element of their PVE strategy that was still being developed. For example, Leicester commented that they were still planning their communications plan to educate their partners on the PVE situation in the local area. This communication strategy would be targeted at a wide audience, including all council frontline workers, NHS staff, probation staff, teachers. Waltham Forest reported having commissioned the National Policing Improvement Agency (NPIA) last year to deliver training to frontline staff on preventing extremism. This year, Prevent coordinators from the council will undergo a course to enable them to deliver internal Prevent training for its staff. This initiative was headed by the East London Alliance, a six borough Prevent Partnership.

6.8. De-radicalisation work

Not many of the interview respondents were well informed enough to comment on addressing Prevent objective 3, "supporting individuals who are being targeted and recruited to the cause of violent extremism". Interview respondents from the police force were most likely to offer their opinions on how to best address this objective and below their opinions have been combined with learnings from the interviews with local authority sites. One participant was keen to emphasise that de-radicalisation work should be kept very separate from Prevent work, as they required quite different approaches and tactics. This section is largely based on de-radicalisation work conducted by the Active Change Foundation (ACF) who were commissioned by Brent and STREET, who have delivered some diversionary work in Lambeth. Newham's PVE Action Plan is clear that it will only commission groups or individuals to deliver PVE related work if they have a track record of success. The projects summarised below whilst interesting examples of practice did not provide us with evidence of their impact and outcomes that we could assess.

Identify individuals in need of support

One interview respondent from the police emphasised that the first challenge of any de-radicalisation work is identifying exactly which individuals require support.

In Brent, individuals are identified via a combination of referrals from statutory partners and outreach work. The partner organisation, ACF, who carries out de-radicalisation work recruits vulnerable young people by sending outreach workers (who are also ex gang members or extremists) to connect with young people in the community, in places such as pool halls or youth clubs, and identify those that appear to be at risk of radicalisation.

At STREET, at risk young people are referred to them through formal channels such as through London probation, the police and through the Channel project. Informal referrals tend to come from schools or are self referrals.

Within Redbridge there is a current initiative to develop a risk assessment procedure to help statutory partners understand who they should be referring to the Channel project. This procedure is being developed in conjunction with the probation service and will only be shared with partners once it has been rigorously tested.

Work with partners who understand the violent extremist recruitment tactics

ACF, commissioned by Brent, is headed up by individuals who themselves have personal experience of the radicalisation and de-radicalisation process and who deliver their de-radicalisation work. Understanding how extremist organisations operate is at the centre of how ACF functions as they use this knowledge to mirror the techniques of extremist recruitment. Just as extremist recruiters identify vulnerable or isolated young people and build an emotional connection that encourages participation in their activities, so does the Active Change Foundation. For example by taking the young people away from London to the countryside in order to reach out to them – but in a positive way. ACF understand that disaffection and the perception that society does not value them, can be motivators for young people to get involved in organisations that offer them alternatives. ACF use those feelings to elicit positive change. More specifically, ACF value the young people's desire to be able to constructively challenge authority and build it into their projects. Building a 'supportive' network is another method used by extremist organisations and individuals to draw in vulnerable young people. By replicating this model, and developing their own network of young people, ACF creates an alternative network of young people who can support each other.

It should be noted that a number of interview respondents also objected to the idea of working with ex-extremists in Newham. It was felt that a number of people had an understanding of violent extremists' recruitment tactics, without having themselves succumbed to them, and that these individuals would be safer mentors for vulnerable young people. One key stakeholder involved in Prevent delivery commented:

'We are not sure why we necessarily need to work with people who have become radicalised and then come back from the brink? It might be better to do the PVE work ourselves, as we are individuals who have always had resilience to these kinds of issues. Myself and my colleagues have both had the chance to say "no" to radical types of group. It would be interesting to know what we could do ourselves within the borough.'

It is also the case that there is no clear evidence base on the success of such approaches in deradicalising young people.

Develop personalised approaches to deradicalisation work

Interview respondents and other sites agreed that the needs of individual vulnerable young people will vary dramatically and as such there needs to be a suite of options for support and treatment that can be brought into play:

'Channel is about additionally. When there is evidence about risk, you need to have a menu of options. At the highest level the approach that ACF can take which is long term process of deconstructing attitudes.' Stakeholder - Police

Similarly, STREET prides itself on developing a personalised action plan for each young person that they work with, which responds to the factors that have driven that young person towards violent extremism. STREET have identified three internal factors, emotional well being, social exclusion and perceived grievances and injustices, as well as two external factors, foreign policy and extremist ideology, that they believe make young people vulnerable to radicalisation. These factors also include a set of 60 sub factors and each individual is regarded as having a unique permutation of factors that determines whether he or she is at high, medium or low risk. It is based on this risk assessment that a personalised intervention package is developed. The organisation feel that the fact that they develop personalised intervention packages sets them apart from other organisations that also conduct de-radicalisation work. One aspect of STREET's work includes counselling, mentoring and 'deconstruction'. This consists of one-to-one work with those young people most at risk. Deconstructing methods are straightforward and young people are asked to discuss their experiences, why they may have offended and what their views are. These views are then challenged and reconstructed by counsellors. There are two counsellors and the factors that guided their recruitment were that they have a *'strong understanding of lived reality, know what the issues are, and that they care.'*

At ACF, project activities include training around confidence building, public speaking, media, constructively challenging arguments, and interaction with decision-makers. Where young people have questions about theology they are provided with a broader conceptual understanding than the narrow one used by extremist recruiters. All this is felt to contribute to young people's ability to challenge extremist recruiters if they are approached. Building a 'supportive' network is another method used by extremist organisations and individuals to draw in vulnerable young people. By replicating this model, and developing their own network of young people, ACF creates an alternative network of young people who can support each other.

Offer vulnerable young people a space apart

Another factor that can be seen as common between both of the de-radicalisation approaches is their offer of a safe space for young people – a physical building and space that is available, and hence offers a neutral setting for this sensitive work to take place. For example, STREET has a youth centre based in Kennington which is regarded by young people as a 'neutral' and 'safe' space to come together. Having this tangible space available for young people is considered very important because mosques and other community centres are not perceived as 'neutral' places by these young people.

There was recognition from other sites that the de-radicalisation work, and the Channel project were often the most contentious part in delivering the PVE strategy. As such interview respondents discussed the need to undertake some communications work around this activity. For example, Waltham Forest subsequently organised a briefing event on the Channel project, to allow community organisations as well as residents to understand council objectives and the Channel process.

7. Involving partners in the formulation and delivery of Prevent

7.1. Consultation based on open and honest communication

Developing and delivering Prevent in a manner that is locally relevant and sensitive necessitates a considerable amount of input from and consultation with Muslim communities. Interview respondents felt that local partners *'have to be seen working alongside rather than against communities.'*

Interview respondents also felt that it was important for local partners to recognise that as members of the community, Muslim communities are themselves the 'experts' on what types of interventions and activities are likely to be most effective:

'I think they need to use people who they can trust. People who know their own community and have lived in the borough for a while.' Stakeholder – Voluntary / community organisation

It was also thought to be necessary to ensure that groups consulted with are in fact regarded by the wider community as representative of their views.

'Muslims get really angry with groups that are consulted with at government level, as not necessarily representing their views.' Stakeholder – Voluntary / community organisation

For some, it was important that young people particularly are consulted with as they are most in touch with what is happening on the ground. Leicester recognise the importance of input from young people and have plans in place to ensure that young people are involved in evaluating Prevent work which shapes the Action Plan.

'You cant take a plan to young people, you need to make it young people friendly – they have to be involved.'

It should be recognised that LBN is careful not to consult only with people who have self-identified as "community leaders" but who may well not be representative of their communities. Rather, the Council use their elected Councillors as they have a democratic legitimacy to represent the communities they serve.

Interview respondents were also keen to emphasise that effective consultation with Muslim communities needed to be based on open and honest communication and a recognition of the fact that gaining the trust of the community would take time, commitment and significant investment from the council. Lambeth, one site consulted, feel that they have the trust and confidence of their communities as result of having taken the time to establish strong, honest and productive relationships:

'I used to be the single point of contact. If for example they had a crime at a mosque, they wouldn't ring the police, they would ring me. I tell it like it is, am a straight talking person and I think they appreciate that. It's the same with my colleague in community cohesion, you can't just think about yourselves as strategists, you've got to go out and talk to people, on their own terms.'

Lambeth also reported that their last borough commander had worked hard to establish relationships with mosques by doing 'whistle stop' tours and just having a cup of tea with

Mosque committee members. The importance of having these informal engagement structures in places was stressed and Lambeth felt that their approach was best practice that could be replicated elsewhere.

Redbridge also reported that local Prevent delivery was underpinned by an *'open, honest, transparent approach, which focuses on engaging the community in all decision making.'* For the council, such an approach has been successful in getting buy-in from the community. Moreover, it is this aspect of their approach that they think other boroughs could learn from.

7.2. Voluntary and community sector representation

All sites consulted with highlighted the importance of representation from the voluntary and community sector either on Prevent partnership boards, steering groups or advisory groups.

At Brent, the Prevent programme board includes two voluntary sector representatives that are regarded as having a 'key' role to play in the delivery of the agenda. These two people were recruited through a rigorous, open and transparent application process. The council is also looking to add three further community representatives including a mosque representative and two young people that have participated in Prevent projects and activities. The borough also reported that one of the challenges in involving a broad range of organisations or groups is that some *'are so small, to identify them and target them and get them involved is difficult.'* However, the council feel that by having worked on the Prevent agenda for a while they are increasingly getting better at this.

Similarly, in Lambeth the Prevent programme board includes representation from the majority of mosques and Islamic community centres in the borough. These institutions are thus able to play a big role in setting the priorities for the action plan.

Redbridge council has a Prevent steering group, the Understanding Redbridge Communities forum, with responsibility for overseeing the delivery and performance management of the Prevent strategy. This steering group consists of thirty members in total: ten statutory partners and twenty from the voluntary and community sector. As stated in the local PVE strategy, *'it is intended that voluntary and community groups dominate the forum'*.

There are four sub-groups (young people, women, community leaders, communications) that meet once every six weeks to ensure that all projects that have been commissioned are brought effectively delivered. For Redbridge, this commitment to involving the voluntary and community sector is a defining aspect of their approach to delivering Prevent locally.

Leicester also reported that the Mainstreaming Moderation Forum, which is a sub group of the Safer Leicestershire Partnership that delivers the agenda, consists of a combination of statutory and voluntary and community sector partners. The Federation of Muslim organisations is represented on this forum as are other smaller voluntary and community sector groups. For Leicester, their involvement of the voluntary and community sector represents good practice that other boroughs can learn from:

'We've always had VCS sector involved and that's really important because we need to understand communities and they have the best knowledge. We're quite reliant on them, they're involved in all decision making areas – its quite prominent. Its based on existing relationship that has been around for a long long time. I've been to prevent meetings in other areas and often there is no one there from that sector.'

Finally, Waltham Forest reported having two structures in place through which the voluntary sector was able to contribute to the design of the Prevent action plan. The first is the

community cohesion task group, which as discussed earlier is one of the groups that oversees delivery of Prevent. The task group is made up of a range of organisations from the voluntary and community sector, council departments and partners all of whom *'are given the opportunity to contribute to the action plan and sign off on it.'* The borough also has a Prevent advisory group which includes a range of mosques and local community groups that are involved in Prevent delivery as well as a representative from the transgender community and another from the Church of England. The remit of the group is to inform and steer new strategies and policies.

Interview respondents from the voluntary and community sector also reported that they would like to be involved more closely in Prevent action planning and delivery in Newham. A number of groups reported having been commissioned by other boroughs such as Redbridge and Waltham Forest to deliver Prevent activities. On the other hand, in Newham they reported having found it difficult to access funding and more importantly to develop effective partnerships with the council and police.

'There are enough community organisations that need to really get on board. We would get on board at the drop of a hat but we need to have meaningful partnerships. We need meaningful transparent and equal working relationships, for example a lot of community groups would be thinking I wouldn't want to work with the police or the council if they regard me as an underdog.' Stakeholder – Voluntary and community organisation

Again, it should be recognised that LBN is wary of working with groups purporting to represent the community and that a mainstream approach to community engagement has been adopted.

7.3. Developing a risk based action plan for delivery

In addition to consultation with Muslim communities and having formalised structures for voluntary and community sector input, other sites also reported having commissioned various pieces of research that have played a big role in developing risk and evidence based action plans.

Commissioning independent experts to conduct rigorous and in-depth mapping and engagement work with Muslim communities has been the first step in ensuring that Prevent delivery is based on local needs. For example, Brent commissioned the Change Institute to conduct a programme of research which was designed to *'get a deeper and more in-depth knowledge of our Muslim communities, to give them the opportunity to feed in and to get a sense of what the significant issues are for them... so to engage with them, but also to listen, and then also get that demographic understanding.'*

The research consisted of a combination of a review of documents and data sources and the collection of perception data from key stakeholders and community members. The research provided valuable evidence about the local risk factors for violent extremism. For example, because of the diversity of Muslim communities in Brent, risk factors appeared to vary across parts of the borough. The growing Muslim convert community was also identified as being particularly at risk. In addition to providing valuable evidence about the local risk factors for violent extremism, this programme of work also allowed the council to identify and address other more general grievances experienced by Muslim communities. For example, the research highlighted that there was a perception amongst Pakistani communities about low levels of educational achievement within the community. Although local data sources

indicated that this was more the case for the Somali and African Caribbean communities, the council recognised that there was a need to engage with Pakistani parents about this issue.

Similarly Lambeth commissioned the Institute of Community Cohesion to conduct mapping research the aims which were to:

- provide a detailed understanding and make-up of Lambeth's Muslim communities
- develop a demographic, economic and social profile of the Muslim community
- develop a picture of the views and experiences of the Muslim communities
- comment upon existing organisational structures and to identify gaps, in Muslim representative bodies

Waltham Forest also commissioned the Institute of Community Cohesion to conduct a combination of mapping and engagement work. The mapping aspect of the work aimed to understand the diversity of Muslim communities in the borough and the engagement aspect aimed to understand the underlying causes of disengagement of young people and to identify those factors that may have an impact on the adoption of extremist views or support for extremist organisations. Redbridge also started their work on the Prevent strategy by carrying out a detailed profiling and mapping exercise to identify the make up of local Muslim communities and the key organisations and groups that work with and provide community based services for these communities. They also commissioned the University of Central Lancashire to conduct a needs assessment which explored issues such as the scale of violent extremist activity in the borough, casual factors, at risk groups and potential solutions.

In addition to mapping and engagement exercises, Brent and Waltham Forest also reported that previous evaluations of Prevent activity were also an important source of evidence used in the design of risk based action plans. Brent commissioned OPM to conduct the evaluation and the gaps identified and recommendations made were particularly helpful. Lambeth commissioned the Royal United Services Institute (RUSI) to conduct the evaluation and the findings of this report were subject to a consultation exercise at a board meeting where it was agreed that these should form the commissioning priorities for the next year. Lambeth and Brent both also consider the NI35 framework and the revised Prevent strategy when having discussions about its action plan. Brent also reported having two full time and one part time cohesion officers in place. These positions are financed by Prevent funding and the officers play an important role in keeping in touch with local communities and thus are also a valuable source of information about local risk factors.

Both Lambeth and Waltham Forest have reported that Counter Terrorism Local Profiles are rather unhelpful as sources of evidence as they provide no new information, although it was recognised that these are now being revised to provide a better understanding of risk and threat. Both boroughs recognise that this is a result of the stringent information sharing protocols in place but that having more information available would be very helpful. The borough also feel that a number of neighbouring boroughs also face the same difficulty.

7.4. A capacity building approach to commissioning

A number of sites consulted with reported taking a capacity building approach to commissioning providers for the delivery of their action plans. This is because the boroughs recognise that a large number of community groups do not have any experience in writing

formal bids and clearly articulating and differentiating between aims, objectives, outcomes outputs. Lambeth have developed a commissioning outcomes framework which is distributed to voluntary and community organisations who are invited to submit expressions of interest. The outcomes framework identifies a number of priority areas for delivery and provides a rationale for why each of these has been included. The framework also identifies potential areas of work for each priority and indicates the amount of budget available. The borough's commissioning outcomes framework is regarded by the Prevent team as best practice.

Lambeth has provided organisations and groups with help in completing the application packs through informal support as well as by providing two days of formal training delivered by Lambeth Voluntary Action Council. They have also published guidance for organisations on how to complete the application form. They recognise that many of the organisations applying for funding often have a low understanding of what is required in terms on the application process and that *'developing their capacity and confidence is a major piece of work itself.'* This is a result of the fact that Prevent is still a relatively new area of work and there are not many established providers, unlike other areas of work like gangs and guns where *'you have so many groups that have been doing it for a long time.'*

At Brent, there is a three-pronged approach to commissioning providers for the delivery of the action plan, all of which include potential providers completing application packs: (i) advertising funding in the monthly Brent magazine that is delivered to all households in the borough; (ii) advertising on Brent Association for Voluntary Action (BrAVA), an umbrella body for voluntary and community sector organizations and; (iii) targeting specific groups. Brent reported that projects can also at times be continued from previous years *'because they are still valuable, still meeting a need.'*

At Brent, the application process consists of two stages, during the first of which applications are sifted by the programme board: *'They have to evidence how they will meet the objectives. The first sift is about whether they show how the project links to our objectives.'* The next stage consists of interviews where project proposals are examined in greater depth and the provider's knowledge of Prevent is assessed. For Brent, one of the challenges at this stage is having an application form *'that is straightforward for people to complete but also gives you the information you need to make decisions.'* Brent ensures that its cohesion officers are available to support organisations and groups that need help with completing the application packs. The commissioning process is also challenging as the council has to ensure that it meets wider procurement rules. The process is thus treated as a project in its own right and run by a member of the corporate diversity team and one of the community cohesion officers.

At Redbridge, a subgroup of the Understanding Redbridge Communities forum is responsible for commissioning providers and is chaired by a representative from Redbridge CVS. All projects are commissioned using standing order arrangements and are reviewed after a year to see whether they will continue. The borough tries to assist organisations in preparing bids and in this way aims to build the capacity of the local third sector. The council therefore holds bid writing workshops and invites organisations that express an interest in responding to PVE grants and tenders. It is noted that these workshops are particularly useful in ensuring that the outcomes that the local organisations set themselves are realistic. On a number of occasions the officers leading the workshop help community groups to downgrade their objectives into something more achievable.

Redbridge also have a small grants scheme where community organisations can apply for grants up to £5,000. They received seventeen applications in the first year of which ten were

selected. The borough are also committed to ensuring that should Prevent funding be cancelled, local groups are able to apply for grants through other trusts and organisations.

8. Monitoring and evaluating Prevent activity

8.1. Challenges faced in monitoring Prevent activities

A number of boroughs consulted with reported that monitoring prevent activities was a challenging task because of the nature of the organisations involved in delivery. The boroughs also usually identified specific people who were responsible for monitoring, such as a Prevent coordinator, cohesion officer or business support office.

At Brent, although monitoring Prevent activity is challenging it is also recognised as a highly necessary process since its public funding that is being spent and because the council need to report back to the Government office for London (GoL). As a number of the groups commissioned are small organisations, they are not used to having rigorous monitoring and budgeting structures in place. The cohesion officers at the council thus also support these groups with completing monitoring templates by capacity building them *‘so although we are tough they are in a better position than they were in before.’*

All projects are subject to monthly monitoring and are required to provide receipts as and when requested. The monitoring template includes:

- Project summary – aims and objectives of the project
- Outputs – for example, training events scheduled and delivered
- Outcomes – for example, 15 women have completed ESOL classes
- Budget expenditure update
- Future actions and milestones

Lambeth too recognise the challenge of working with small and often inexperienced organisations:

“These organisations are very small with limited capacity to deliver against this challenging agenda-, you can’t therefore expect them to have everything in place: a full team, articles of associations etc. They’re not used to returning detailed financial and monitoring information; there are corresponding risks to their sustainability and long-term funding.”

The projects are monitored by the Prevent lead and a business support officer. A performance monitoring framework has been developed over the course of Prevent activity in previous years which include a set of forms including project plans, performance monitoring information, service level agreements and budget expenditure forms. Projects are expected to provide invoices and other financial information when and if they are requested. Lambeth has also provided organisations with capacity building training and guidance on effective monitoring processes.

At Leicester there is now a dedicated monitoring officer in place which has made the task easier: *‘In the early days when we didn’t have monitoring officer, it was very hard to see if someone had done something or not.’*

8.2. Approaches to evaluation of Prevent activities

The sites consulted with reported a number of approaches to evaluation that they thought had worked in their respective boroughs. These approaches included:

- evaluations conducted in house and those conducted by commissioned contractors
- programme level and project level evaluations
- gathering quantitative and qualitative data from a range of stakeholders

For example, Brent reported having commissioned OPM to evaluate Prevent activity in the pathfinder year (2007-2008) as part of a consortium of six boroughs, the West London Alliance. This was a programme and project level evaluation. OPM was also commissioned to evaluate the next year's Prevent activity, 2008-2009. Both evaluations focused on the full range of project activities delivered. For Brent, an important factor in evaluation, that the OPM approach included, was ensuring that project activities and the programme in general were evaluated from the start in order to ensure that the learning starts early and is ongoing. The key aims of the evaluation were to:

- Evaluate the impact and effectiveness of Prevent activities in terms of the extent to which they have successfully contributed to Prevent objectives.
- Evaluate the effectiveness of the management and delivery arrangements that have supported Prevent delivery

OPM adopted a qualitative approach to this evaluation, using two phases of action research workshops to engage participants of a range of Prevent projects. The two phase approach was adopted so that a rapport could be built up with the participants over the course of the project, and to track any changes in perceptions over time. In addition, in-depth interviews were conducted with project deliverers and a number of strategic and delivery stakeholder workshops were facilitated.

The evaluation framework used to structure the analysis consisted of a number of conceptual pathways and 'change mechanisms' that links categories of Prevent interventions with the intended Prevent outcomes and impacts as defined in the Prevent strategy. The evaluation identified which categories of Prevent interventions were having more or less of an impact, where the needs and gaps were and provided a full set of recommendations relating to Prevent activities and the management and delivery of the programme. For Brent, the evaluation has been key in developing their next action plan:

'It was really useful, particularly the typology of interventions. The recommendations themselves are really helpful. For example, one thing that came up was that we weren't doing any media work so will be looking at that next time round.'

This evaluation has been included as a good practice case study in Communities and Local Government's (CLG) published guidance on evaluating Prevent delivery. The guidance mapped inputs and actions against interim and long term outcomes:

Map of the West London Alliance's PREVENT programme

A	B	C	D	E	F
If...	Then...	Then...	Then...	Then...	Then...
Initial issue / context	Rationale for intervention	Inputs and actions taken	Short-term outputs	Interim outcomes	Long-term impacts
Feelings of alienation and social exclusion can leave some individuals at risk from extremist ideologies.	Involving 'at risk' and/ or potentially radicalised Muslims in diversionary activities involves them in positive support networks and can redirect their attention away from extremist ideologies.	Diversionary activities: Social groups for young Muslims. Sporting activities, such as football or cricket clubs. Skills development, such as team building, or improved communication.	Participation of young people and potentially 'at risk' individuals in the project.	Young Muslims 'at risk' develop interests and/ or skills that divert them from engaging in extremism.	Those 'at risk' reject violent extremist ideology. Muslims within our communities support diversionary activities for those 'at risk'.

Lambeth also reported having commissioned an independent evaluation of Prevent activity during 2007-2008 which was conducted by the Royal United Services Institute. However, this evaluation differed from the Brent evaluation in that it was primarily a need and gap analysis rather than in-depth evaluation of individual projects. A second evaluation has not been conducted as the view is that the findings from the RUSI evaluation still hold and that the recent mapping work by iCoCo gives a good indication of future priorities. In summary, the key aims of the evaluation were to:

- describe the context for preventing violent extremism in Lambeth,
- provide an outline of the projects, their objectives and target audience,
- provide an overall assessment of the projects,
- identify where overall gaps and needs in service provision exist, and
- recommend improvements to delivery mechanisms

The sources of evidence used in the evaluation included project documentation, individual feedback from project deliverers and those overseeing and monitoring the projects, national guidance on the Prevent objectives and external information such as statistical data and media reports. The recommendations from this report formed the basis of the priorities for the next year's action plan.

Like Brent and Lambeth, Waltham Forest also commissioned an independent evaluation, but only of one project, the Young Muslim's Leaders programme which aimed to provide training to a group of twenty young Muslims on leadership skills, conflict resolution and debating skills, and having discussions to build religious/political knowledge and inter-faith activities. Two Muslim community organisations were commissioned to deliver the project. The evaluation was conducted by RENAISSI and addressed whether the project met its six objectives and also assessed the effectiveness of the project delivery and the nature of engagement with the project beneficiaries.

The evaluation primarily consisted of collecting qualitative data from project participants, project deliverers and managers, lead council officers from a range of services, other relevant stakeholders from partner agencies including the Metropolitan Police. Thirteen semi-structured interviews were carried out with a range of stakeholders and two focus groups were conducted with project participants. The programme received a positive evaluation and was thus continued for the next year of Prevent delivery. This evaluation has also been included in CLG's published guidance on evaluating Prevent delivery. The guidance mapped inputs and actions against interim and long term outcomes:

Map of the Young Muslim Leaders project

A	B	C	D	E	F
If...	Then...	Then...	Then...	Then...	Then...
Initial issue / context	Rationale for intervention	Inputs and actions taken	Short-term outputs	Interim outcomes	Long-term impacts
Young Muslims are more politicised than their elders and may be impatient to seek a new style of leadership, leaving them vulnerable to adopting extremist ideologies.	Aims to work with young people 'at risk' by building their resilience and empowering them with leadership skills, to reduce the risk of them turning to extremism.	Youth development: training young people with leadership skills, communication and debating skills. Holding discussions to build religious political knowledge.	Participation of young people and potentially 'at risk' individuals in the project.	Young Muslims 'at risk' are equipped with knowledge, skills and have an opportunity to 'have a voice' in their community which makes them feel more empowered.	Young Muslims feel part of the local community and can influence decisions. Those 'at risk' reject violent extremist ideology.

In addition to independent evaluations, sites also reported having other evaluation processes in place. At Brent, the cohesion officers also evaluate the project activities and produce a set of recommendations at the end.

Leicester also project deliverers to conduct self-evaluations. Additionally, the city is also working on an evaluation framework based on national guidance which will then be used by the monitoring officer to conduct evaluations of the projects. Identifying good practice is regarded as very important because *'if we see that a project has worked well, we then want to know how that learning can be transferred to other projects.'*

9. Appendices

Appendix 1: Literature reviewed

1. Baksh (2008) Preventing Violent Extremism – Urdu Times group
2. Bottero (2009) Class in the 21st Century
3. BRACE
4. Change Institute (2008) Studies into violent radicalism: the beliefs, ideologies and narratives
5. Choudhry (2007) The Role of Muslim Identity Politics in Radicalisation
6. Dorling (2009) From housing to health - To whom are the white working classes losing out?
7. Feldman (2009) Broadband Terrorism: A new face of fascism
8. Garner (2009) Home Truths: The white working class and the racialisation of social housing
9. Gilborne (2009) Education: The numbers game and the construction of white racial victimhood
10. Goodwin (2010) Activism in contemporary extreme British right parties
11. iCoCo (2007) A window on extremism: Young people in Hounslow
12. iCoCo (2007) Breaking down the walls of silence
13. iCoCo (2007) Young people and extremism
14. Joseph Rowntree Reform Trust (2005) The Far Right in London - a challenge for local democracy
15. MPS Pathfinder Programme (2007) BRACE working notes
16. MPS Pathfinder Programme (2008) Somali Youth Union in the UK
17. MPS Pathfinder Programme (2008) League of British Muslims
18. Naqshbandi (2006) Problems and practical solutions to tackling extremism
19. Nayak (2009) Beyond the pale: Chavs, youth and social class
20. Parliament UK (2009) Uncorrected evidence 25 Birmingham
21. Parliament UK (2009) Uncorrected evidence 29 Leicester City Council response to Prevent
22. Parliament UK (2009) Uncorrected evidence 46 Waltham Forest Young Muslim Leaders Programme

23. Quilliam (2008) Pulling together to defeat terror
24. Quilliam (2009) In defence of British Muslims
25. Reay (2009) Making sense of the white working class educational achievement
26. Redbridge Safer Communities Partnership (2009) Conversations with Muslim Community leaders in Redbridge about the PVE Agenda
27. Rogaly and Taylor (2009) Moving representations of the 'indigenous white working class'
28. Shaikh (2008) The Muslim communities in Crawley
29. Skeggs (2009) Haunted by the spectre of judgement: Respectability, value and affect in class relations
30. Sveinsson (2009) The white working class and multiculturalism
31. Sveinsson (2009) Who cares about the White Working Class
32. WAG - Building capacity and resistance in Muslim communities

Appendix 2: Key stakeholder interview list

1.	Cllr Unmesh Desai	Leader Member for Prevent
2.	Milly Camley	Director of Policy & Partnerships
3.	Mike Holland	CDRP Co-ordinator, Lead on Prevent Action
4.	Geraint Evans	Senior inclusion Officer
5.	Gary Buttercase	PVE lead for Police
6.	Ruth Musgrove	Coordinator of Newham Conflict and Change
7.	Fahim Anam	Muslim Mediation Service
8.	Pat Holland	Councillor

Appendix 3: Stakeholder and community interview guide

Background

The Preventing Violent Extremism strategy was launched by the government in May 2008 with the aim of making communities more resilient to both violent extremism and terrorism.

Newham is aware that this is a highly sensitive agenda and that Muslim and non-Muslim communities have some very real concerns about the agenda. The council is thus committed to being open minded and developing an approach to delivering the programme that is sensitive to local communities, and that builds cohesive communities with shared values.

Although the primary focus of the national strategy is about extremism or radicalisation in the Muslim community, Newham is also interested in wider types of extremism, such as far right /right wing extremism. Although the primary focus of this interview is Muslim communities, we are also interested in hearing about radicalisation in other communities.

Confidentiality/anonymity

All evidence collected from the interviews will be held by OPM in the strictest confidence and will not be shared with any other individual or organisation. Evidence and quotes included in reports to the London borough of Newham will be fully anonymised so that the individual concerned cannot be identified. If we feel it is important to attribute any evidence included in a report – for example to help contextualise the point made – we will only do so having checked with you and gained explicit consent.

The interview should take about 45 minutes – any questions?

Section 1: About you

1. Can you tell me a little bit about yourself and your role at/as [organisation name/job title]?
2. How does this relate to working with Muslim communities/other communities?
3. How does this relate to the Preventing Violent Extremism Agenda?

Section 2: Issues facing Muslim communities

4. What in your opinion are the main issues facing Muslim communities in Newham?
5. What do you think needs to be done to address these issues? Who needs to be involved? Probe – What organisations/ groups do you think should be leading on addressing these issues?

Section 3: Extent and causes of radicalisation

I'd now like to talk to you about the extent and causes of radicalisation in Newham. The Preventing Violent Extremism agenda defines radicalisation as the process by which people develop attitudes and beliefs that support violent action.

The first set of questions are about radicalisation in the Muslim community

6. On a scale of 1 to 10, to what extent is radicalisation in the Muslim community a problem in Newham?
 - i Why do you think this is so?
 - ii Has this changed in Newham over time? Increased/Decreased?
7. What are the signs or changes that you think would indicate that there is a problem? Both at the community and individual level?
8. Are there particular groups (e.g, age groups, ethnic groups) that are more at risk of becoming radicalised?
 - i. Why do you think this is so?
9. Can you think of other reasons why people may become radicalised in Newham?
 - i. *Probe: Individual/local/national/global level*

In this next section we are not expecting you to name specific groups or places if you would not like to.

10. Are there particular geographical areas where radicalisation is more of a problem?
 - i. Why do you think this is so?
11. Are there places/spaces in Newham where people are more likely to be exposed to extremist ideology?
 - i. Why do you think this is so?
12. Do you know of any extremist groups that are active in the borough?
 - i. Do you think they seek out a particular type of person?
 - ii. Where do they tend to recruit people?
 - iii. How do they tend to get people involved?, eg on-line, face to face?

I'd now like to talk to you about other forms of radicalisation

13. In your opinion, to what extent are other types of radicalisation a problem in Newham?
For example, far right/right wing extremism?

i. Why do you think this is so?

14. Who is most at risk of becoming radicalised in this way (age/gender/background etc.)?

15. Can you think of the reasons for this type of radicalisation?

16. Are there particular geographical areas where this type of radicalisation is more of a problem? Why?

Section 4A: Addressing the Prevent objectives

[Ascertain familiarity with Prevent agenda/objectives. If familiar, continue with this section. Most likely to be top-level figures in Prevent delivery, but also some from VCS and education sectors. If not familiar, move on to section 4B]

17. With regards to the 5 Prevent objectives, which do you think are the most important for Newham to focus on? Why is this so?

- *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.*

For each objective:

18. What kind of activities and projects should be delivered under this objective?

19. Who are the key Muslim groups (e.g, young people, women, people from particular countries of origin) that should be included in these projects/activities? Why do you think this is so?

20. Who are the groups/orgs that should be involved in the delivering these projects/activities?

Section 4B: Addressing the causes of radicalisation

[For those not familiar with Prevent objectives.]

Thinking about the causes of radicalisation that we have just discussed...

17. Which do you think are the most difficult to tackle? Why?
18. Are you aware of any existing projects which you think are helping to address some of the causes of radicalisation? How are they doing this?
19. What other activities and projects would help in tackling these causes of radicalisation?
20. Who are the key Muslim groups (e.g, young people, women, people from particular countries of origin) that should be included in these projects/activities? Why do you think this is so?
21. Who are the groups/orgs that should be involved in delivering these projects/activities?

Section 5A: Delivering the Prevent strategy in Newham

[For those familiar with Prevent agenda. Again, most likely to be to be top-level figures in Prevent delivery but also some from VCS and education sectors. If not familiar move on to section 5B.]

22. What type of approach to Prevent is likely to facilitate buy-in from Muslim communities? And non-Muslim communities?
 - i. What type of branding should this approach have?
23. What are the challenges associated with delivering Prevent in Newham? *Probes: assessing local risk, mapping, understanding and engagement, overseeing and monitoring, involving vcs etc.*
 - i. How can these challenges be addressed?
24. What can be the contribution of other strategies, particularly the community cohesion strategy/approach, to addressing extremism

Section 5B: Prevent in Newham

[For those not familiar with Prevent agenda.]

22. In your opinion, how do the Muslim communities that you work/interact with feel about the government's approach to preventing violent extremism?

23. With this in mind, what kind of approach to preventing violent extremism should the council take in Newham?

Section 6: Summing up

24. In your opinion, what are the critical success factors in delivering the Prevent agenda?

25. Are there any other comments you'd like to make?

26. Can you think of other people that it may be helpful for us to talk to as part of this research?

Thanks, and close.

Appendix 4: Focus group guides

Focus group guide – Muslim communities

1. Introduction and background to project (5 minutes)

The London borough of Newham, along with many other councils in the country, receives funding from the Department of Communities and Local Government in order to deliver the government's Prevent policy. Prevent is the Government strategy which aims to prevent people becoming or supporting violent extremists. Newham is aware that this is a very sensitive agenda and that Muslim and non-Muslim communities have some very real concerns about it.

This means that the council really wants to develop an approach to preventing violent extremism that builds community cohesion – a community where everyone gets along - and is based on the needs of its communities.

OPM is an independent research consultancy – we are not part of the Government or Newham Council - and we've been asked to conduct a wide ranging community engagement exercise which includes a number of workshops, like this one, with community representatives and residents. We are interested in hearing your thoughts on what the main issues and concerns facing people living in Newham and what you feel needs to be done about these issues. We're also interested in your understanding of the reasons for radicalisation and what should be done to address these.

- *Session ground rules (no right answers, everyone should get a chance to speak)*
- *Reassure confidentiality*
- *Sensitivity* - If at any time you feel uncomfortable with the discussion then please do tell us - you are also free to stop the discussion at any time
- *If you feel you weren't able to speak as openly as you would like, please do come and find me after the session or give me a call*
- *If I interrupt you and try to move the conversation on, please don't take it personally. It's just that there is a lot we want to talk to you about in the next few hours.*

2. Warm up activities / introductions (10 minutes)

- *Participants to introduce each other including:*
 - *How long they have lived in Newham?*
 - *What do they like most/least about living in Newham?*

3. Issues and concerns facing Muslim communities in Newham (20 minutes)

- What are some of the main issues and concerns facing Muslim communities in Newham?
Probes:
 - *Issues specific to young people, women, parents, different ethnic groups*
 - *How do you think these issues impact on people's daily lives?*

-
- Full group discussion

- What do you think needs to be done to address these issues? *Probes:*

- Who needs to be involved? / Whose responsibility is it?
- Full group discussion

4. Perceived risk factors for radicalisation (25 minutes)

Show cards with government definitions of:

Violent extremism: when extreme and radical views are expressed or threatened to be expressed through violence

Radicalisation: the process by which people develop attitudes and beliefs that support violent action

- How much of a problem do you think radicalisation is nationally? What about in Newham?
 - Full group discussion
- What do you think are the main reasons for people becoming radicalised in general? What about in Newham specifically? *Probe:*
 - Are these reasons specific to particular groups? e.g., young people, ethnic groups etc

Group exercise: In groups of three participants will work on a template which will include sections on: reason for radicalisation, in general and/or in Newham, applies to all groups/specific group.

Group discussion to follow

5. Addressing the causes of radicalisation (20 minutes)

- What do you think needs to be done to address these causes of radicalisation? *Probes:*
 - **Specific activities and projects**, key Muslim groups to include (young people, women etc), groups/organisations that should deliver this work.

Group exercise: In groups of three participants will work on a template which will include sections on: reason for radicalisation, what needs to be done, specific activities/projects, Muslim groups to include, groups organisations to deliver work

Group discussion to follow

6. Delivering the Prevent agenda locally (15 minutes)

- How do Muslim communities in Newham feel about the Prevent agenda? *Probes:*
 - What is their understanding of the agenda? How much do they know about what's being done locally?

-
- *Full group discussion*
 - With this in mind, what kind of approach to preventing violent extremism should the council and its partners take in Newham? *Probes:*
 - *Engaging with communities about the agenda, the way the agenda is talked about by the council, developing the action plan, delivering projects/activities*
 - *Full group discussion*

7. Other types of extremism

- Do you think there are any other types of extremism prevalent in Newham? For example, far right or racist extremism? What do you think are the reasons for this?
 - *Full group discussion*

8. Summing up (5-10 minutes)

- *Participants to write on post its – ‘If you were head of the preventing violent extremism strategy at Newham council, what would you do?’*
- **Thanks and Close**

Focus group guide – White communities

1. Introduction and background to project (5 minutes)

The London borough of Newham, along with many other councils in the country, receives funding from the Department of Communities and Local Government in order to deliver the government's Prevent policy. Prevent is the Government strategy which aims to prevent people becoming or supporting violent extremists. Newham is aware that this is a very sensitive agenda and that Muslim and non-Muslim communities have some very real concerns about it. To this end, the council have commissioned OPM to conduct research with Muslim communities about the issues and concerns facing them so that they can develop an approach to preventing violent extremism that builds community cohesion.

However, the council also firmly believes that in order to build community cohesion – a community where everyone gets along - it cannot only focus on one community. As part of this research it is thus also interested in learning about any issues and concerns that face other communities in the borough.

OPM is an independent research consultancy – we are not part of the Government or Newham Council - and we've been asked to conduct a wide ranging community engagement exercise which includes a number of workshops, like this one, with community representatives and residents. We are interested in hearing your thoughts on what the main issues and concerns facing people living in Newham and what you feel needs to be done about these issues.

- *Session ground rules (no right answers, everyone should get a chance to speak)*
- *Reassure confidentiality*

-
- *Sensitivity* - If at any time you feel uncomfortable with the discussion then please do tell us - you are also free to stop the discussion at any time
 - *If you feel you weren't able to speak as openly as you would like, please do come and find me after the session or give me a call*

2. Warm up activities / introductions (10 minutes)

- *Participants to introduce each other including:*
 - *How long they have lived in Newham?*
 - *What do they like most/least about living in Newham?*

3. Living in Newham (30 minutes)

- To what extent do you feel part of the local community you live in? Why? *Probes:*
 - *Reasons for feeling part of / not part of the local community*
 - *Has this been the same or changed over time? How?*
- What about a wider sense of belonging to Newham? *Probes:*
 - *Reasons for feeling part of / not part of Newham*
 - *Has this been the same or changed over time? How*
- How far do you think that people from different backgrounds get on well together in Newham? Why? *Probes:*
 - *Reasons for people getting on or not getting on*
 - *Has this been the same or changed over time? How?*
 - *Are there some communities that get on better with each other than others? Why is this so?*
- Would it be good for the area if people from different [backgrounds/countries/age groups] mixed more together
 - If yes, how could you encourage that?
 - If no, why not? Is it better that people keep to themselves?
- How far do you feel like you have a voice and can influence decisions in your local area? Why is this so?
 - *Reasons for feeling able or not able to influence decisions*
 - *Has this been the same or changed over time? How?*
 - *If able to influence decisions – in which aspects (health, housing etc)? through what channels?*

-
- On the whole, do you think that over the past year this area has got better or worse to live in, or haven't things changed much?

3. Issues and concerns facing your community in Newham (15 minutes)

- What are some of the main issues and concerns facing your community in Newham?
Probes:
 - *Issues specific to young people, older people, women, parents*
 - *How do you think these issues impact on people's daily lives?*
- What do you think needs to be done to address these issues? *Probes:*
 - *Who needs to be involved? / Whose responsibility is it?*

4. Extremism and support for far right groups in Newham (15 minutes)

Given that Barking and Dagenham is a neighbouring borough with a significant amount of support for far right or racist groups, the council are interested in knowing the extent to which this kind of support also exists in Newham, particularly for those who want to harm others.

- How widespread do you think support is for far right and racist groups in Newham who support violence against others? What do you think are the reasons for this? *Probes*
 - Are there specific groups that are more likely to support far right groups. e.g. young people, older people, women?

7. Summing up (5-10 minutes)

- *Participants to write postcards to their local councillor including their top three tips for engaging with communities.*
- **Thanks and Close**

Appendix 5: Local authority Interview guide

Background

The London borough of Newham has commissioned OPM to conduct research into best practice in PVE projects and the causes of radicalisation in the borough. To this end, the council is keen to learn from [Council name]'s approach towards delivering the Prevent agenda which has been recognised for its success. Other strands of research have included a literature review on the causes of radicalisation and intensive engagement with the local community on Prevent.

Confidentiality/anonymity

All evidence collected from the interviews will be held by OPM in the strictest confidence and will not be shared with any other individual or organisation. Evidence and quotes included in reports to the London borough of Newham will be fully anonymised so that the individual concerned cannot be identified. If we feel it is important to attribute any evidence included in a report – for example to help contextualise the point made – we will only do so having checked with you and gained explicit consent.

The interview should take about 45 minutes – any questions?

About you

Can you tell me a bit about yourself and your role at [Organisation name]? And how this relates to Prevent?

Section 1: General approach to Prevent agenda

1. Can you tell me a little bit about how and when [Organisation name] began delivering the Prevent agenda?
 - i. What were the initial drivers for doing so?
 - ii. What were the challenges faced at this stage? How were they overcome?
2. How would you describe the council's current approach towards Prevent?
 - i. In general, how well/why do you think this approach works?
3. How does this approach fit with the council's approach to community cohesion? Approach to addressing other types of extremism (eg, far right extremism)?

Section 2: Addressing the Prevent objectives

4. With regards to the 5 Prevent objectives, are there some that the council's strategy focuses more/less on? Why is this so?

I'd now like to talk to you about your approach to addressing each of the Prevent objectives.

- *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.*

For each objective:

5. What are the key activities and groups targeted under each objective?
6. Which organisations and groups have been commissioned to deliver activities under each objective?
 - i. Why were these orgs/groups chosen?
 - ii. To what extent have they been successful in achieving the intended project outcomes?
7. What have been some of the challenges faced in addressing each objective?
 - i. How have these been overcome?

Section 3: Delivering the Prevent agenda locally

I'd now like to talk to you about your approach towards delivering the Prevent agenda.

8. What has been your approach towards mapping and understanding your local Muslim communities?
 - i. What have been some of the challenges faced?
 - ii. How have these been overcome?
9. What has been your approach to involving other communities/the wider community in the Prevent agenda?
10. What has been your approach towards assessing and understanding local risk factors for violent extremism?
 - i. What have been some of the challenges faced?
 - ii. How have these been overcome?

-
11. How has the local community responded to Prevent?
- What has been your approach towards engaging with them about Prevent?
 - What have been some of the challenges faced?
 - How have these been overcome?
12. What has been your approach towards involving the voluntary and community sector in the design and delivery of your action plan?
- What have been some of the challenges faced?
 - How have these been overcome?
13. How have you engaged with the following groups as part of Prevent:
- mosques or other religious spaces/groups
 - schools (including supplementary/religious schools)
 - women's groups
14. Can you tell me about the process by which you developed your action plan?
- Which local partners have been involved in designing the plan?
 - What have been some of the challenges faced?
 - How have these been overcome?
15. Can you tell me about the process by which you commissioned providers to deliver the action plan?
- What were decisions based on?
 - What have been some of the challenges faced?
 - How have these been overcome?
16. What are your existing mechanisms for overseeing and monitoring Prevent activities?
- What have been some of the challenges faced?
 - How have these been overcome?
17. What are your existing mechanisms for evaluating the impact of Prevent activities?
- What have been some of the challenges faced?
 - How have these been overcome?

-
18. What are the key findings from the evaluations that have been conducted?
- How have these findings fed into subsequent action plans and other corporate strategies?
19. What has been your approach towards partnership working and information sharing?
- What have been some of the challenges faced?
 - How have these been overcome?

Section 4: Site-specific questions

De-radicalisation sites: Brent and Lambeth

- What structures are in place to identify individuals for the de-radicalisation interventions?
- What are the principles and theories related to de-radicalising extremists that have informed your approach to this work?
- What local intelligence has informed this approach?
- How have you engaged the local community in the de-radicalisation work?

Community cohesion: Waltham Forest and Leicester

- What rationale informed your decision to combine community cohesion work with the Prevent agenda?
- How have you integrated action plans for both these agendas?
- How have you maintained clarity on governance structures?
- What challenges did you encounter in combining these two streams of work- has there been any friction or conflict between the two?

Including far right extremism: Redbridge

- What rationale informed your decision to include a focus on far right extremism within your Prevent work?
- Have you encountered any opposition from other stakeholders to this approach to your work?
- What intelligence did you gather from the local community to inform your approach to this? How did you engage the local community in order to understand the risk factors?
- How has your approach to countering far right extremism within the non-Muslim community differed to that taken within the Muslim community?

Section 5: Summing up

20. If you had to choose one or two aspects of the council's approach towards delivering Prevent which you think others could learn from, what would they be?

21. What, for you, are the critical success factors in delivering the Prevent agenda?

22. Going forward, are there do you have any plans to develop your work on the Prevent agenda?

23. Are there any other comments you'd like to make?

Ask if there are any documents they are willing to share with us.

Thanks, and close.

Appendix 6: Case studies

London borough of Brent

The Prevent vision and narrative

The London borough of Brent (Brent) started delivering the Prevent agenda in 2007 when, as part of the West London Alliance (WLA) (a six borough sub-regional group), they submitted a bid for Prevent funding. Brent delivered two projects: the leadership development programme for young people and a capacity building programme for Muslim women. The evaluation of the pathfinder identified the women's programme as *'more at the cohesion end'* of the PVE agenda, whereas the young people's programme was considered to target a group most at risk of being groomed into violent extremist ideologies. The challenge for Brent at this stage was that the evidence base or risk factors had not been fully developed so it was very difficult to assess whether interventions were having an impact. This directly led to partnership working with OPM who conducted the evaluation of the pathfinder activity to develop a typology of interventions, and Brent developed their evidence and knowledge base on which to later build the programme. Also although there was sharing of learning within the WLA, there was *'no communication across the country and it was difficult to find out what was happening in other areas in pathfinder activities.'*

The borough's current approach to Prevent is an *'evidence based, knowledge approach'* which has drawn from a number of key pieces of evidence.

- OPM's evaluation of Prevent activities which presents and evaluates different typologies of interventions
- A mapping of Muslim communities in Brent
- Local information
- NI35
- Prevent strategy
- GOL/CLG/OSCT/DCSF/BIS reviews
- An in-depth conceptual understanding of the reasons and risk factors for violent extremism which has been built up over time



The programme has also been renamed the Brent Building Stronger Communities Programme. The council's approach to community cohesion fits well with its Prevent agenda as they recognise that single group funding is necessary. Given the diversity of communities

in Brent and the fact that there are a combination of new and settled communities, the council feels that many of their communities are at different stages in their community development and for some of the newer communities there is a need to first 'bond' within themselves before they can 'bridge' and 'integrate'.

'We think communities will integrate, but they are at different stages. It's not about forcing them, it's about supporting them. In terms of community development, it is important that all communities and individuals learning and speak English which we encourage , however to ensure that people are able to access all our services, we continue to translate some information on a targeted basis. Its about understanding what the need is, so we're not about stop single group funding. We think in some cases for at least a limited time it can be a necessary.'

Building an evidence base

Brent identified a number of valuable sources of evidence which contribute to the development of their risk based action plan.

1. A guide to understanding Muslim Communities

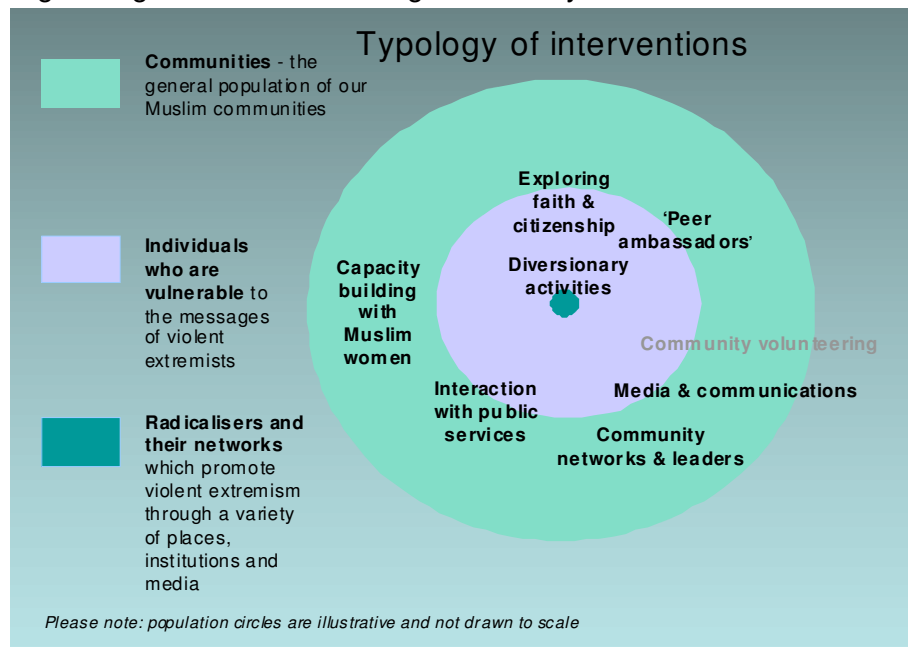
The council commissioned independent experts, the Change Institute, to conduct rigorous and in-depth mapping and engagement work with Muslim communities in the borough. The programme of research was designed to *'get a deeper and more in-depth knowledge of our Muslim communities, to give them the opportunity to feed in and to get a sense of what the significant issues are for them... so to engage with them, but also to listen, and then also get that demographic understanding.'*

The research consisted of a combination of a review of documents and data sources and the collection of perception data from key stakeholders and community members. The research provided valuable evidence about the local risk factors for violent extremism. For example, because of the diversity of Muslim communities in Brent, risk factors appeared to vary across parts of the borough. The growing Muslim convert community was also identified as being particularly at risk. In addition to providing valuable evidence about the local risk factors for violent extremism, this programme of work also allowed the council to identify and address other more general grievances experienced by Muslim communities. For example, the research highlighted that there was a perception amongst Pakistani communities about low levels of educational achievement within the community. Although local data sources indicated that this was more the case for the Somali and African Caribbean communities, the council recognised that there was a need to engage with Pakistani parents about this issue.



2. OPM Evaluation

In partnership with Hillingdon and Hounslow, Brent commissioned OPM to undertake an independent evaluation of the Brent Building Stronger Communities programme. The evaluation identified a typology of interventions which impact on and meet the Prevent Strategy objectives. The recommendations from the evaluation have formed the basis for the Brent Building Stronger Communities Programme for year 3.



3. NI35 and Performance Monitoring

The Brent BSC Board manages the performance of the programme. The National Indicator (NI) 35 – Building resilience to violent extremism is utilised to support the performance regime, and the annual assessment process helped to develop the year 3 action plan. Brent's overall score for the assessment was 3.5.

4. Developing an Understanding of Radicalisation

The Building Stronger Communities programme has focused on demonstrating that radicalisers have subverted the history of Islam and theological ideas in order to support their idea. A core element of this work is to look at the demand and supply model and the local and national drives and to utilise this information when looking at local risks and vulnerabilities.



5. Local information

Brent also reported having two full time and one part time cohesion officers in place. These positions are financed by Prevent funding and the officers play an important role in keeping in touch with local communities and thus are also a valuable source of information about local risk factors.

Engaging with communities about Prevent

The local community's response to Prevent has been mixed according to the council. When the agenda was first introduced, not many people knew about it and thought of it primarily as a national agenda. Understanding of the agenda was largely based on what people heard and saw on television. Whereas large parts of the community support the agenda there are others that don't. However, it is felt that those who feel negatively about the agenda do so because of *'what they understand as a national agenda...they are not unsupportive because of what we are doing locally.'*

In terms of engaging with communities about the agenda, the cohesion officers in place play a big role in keeping in touch with communities and delivering positive messages. It is also hoped that a 'Celebrating Communities' booklet that showcases some of the positive work happening under the Prevent agenda will help facilitate buy in from communities. Additionally, according to the council informal communication methods such as taking the time to talk to communities works well in engaging them.

For the council, the fact that the number of groups that are now applying for Prevent funding compared to a few years ago is much higher is an indication of the fact that communities are engaged.

'The last few years so many groups have been applying for the projects compared to when we first started. We even got mosques to apply which is quite significant!'

Addressing the Prevent objectives

Brent focuses equally on all Prevent objectives because the diversity of its Muslim communities has meant that *'vulnerability occurs differently for different groups, so can use different objectives or drivers within that.'*

With regards to objective one, challenging violent extremist ideology and supporting mainstream voices, the council have worked with OPM to develop a 'Celebrating Communities' booklet to showcase the positive activities delivered through the Prevent programme. With regards to objective one and two (challenging violent extremist ideology and supporting mainstream voices; disrupting those who promote violent extremism and supporting the institutions where they are active), the council have undertaken a significant amount of work with mosques. Faith Associates have been commissioned to engage with Mosques and Imams to explore their roles and responsibilities within the Muslim community. This includes a capacity building programme to improve their transparency, accountability, governance standards and financial management. Additionally, the Noor Trust have been commissioned to deliver a Muslim student leadership programme the aim of which is to build them as champions on campus who can promote shared values, counteract extremist propaganda, and support vulnerable youths. This piece of work also includes training for key

university staff to develop their understanding of violent extremism and support them to make appropriate interventions.

The council are also working with the Central Mosque of Brent to develop them as a beacon centre, and with the Islamic Cultural Centre of Brent to develop a comprehensive Madrassah system with compliant policies and procedures, to provide continuous development programme for Madrassah teachers and to develop a model child protection framework. These pieces of work are felt to contribute to objectives one and four (challenging the violent extremist ideology and supporting mainstream voices; increasing the resilience of communities to violent extremism).

A range of activities are delivered under objectives two and three (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). For example, Horn Stars conduct targeted intervention work with young people from the Somali community which includes peer mentoring, conflict resolution and partnership working. Similarly, Amal Trust and Mecca2Medina are delivering a personal development programme for hard to reach socially excluded young men from Black Muslim communities. Other organizations that are delivering similar work are I Serve, London Tigers and Innovative Muslim Minds. Finally, the Active Change Foundation (ACF) have been commissioned to deliver targeted deradicalisation work at risk youth. ACF's approach to deradicalisation is discussed in the last section of this report.

Some work delivered under objective five, addressing the grievances that ideologues are exploiting, includes high profile events on faith & citizenship delivered by International Islamic Link and the Muslim Youth Hub project delivered by the Pakistani Community Centre aimed at creating a safe space for the exploration of faith and identity. This work also relates to other objectives.

The role of the community cohesion officers

Brent's community cohesion officers play a key role in ensuring that the interventions are having an impact and making sure that the quality of delivery is high.

'[The] cohesion officers have been able to support deliverers, quality assure and capacity build. Where we've had project deliverers who needed support in project management, the cohesion officers have really helped. We really have been able to develop organisations capacities through this work as well.'

The cohesion officers are regarded as being central to the success of Brent's delivery of Prevent and the investment is considered well worth it.

'For us, we've been successful because we've had the cohesion officers. We made the decision to spend money not just on projects, but on experts as well. We were fortunate that our budget allowed us to do that. To put it in perspective, there is a diversity team with 3.5 members of staff that does all the strategy work...so to have one programme that has 2.5 members is quite significant.'

Involving partners in the design and delivery of the Prevent action plan

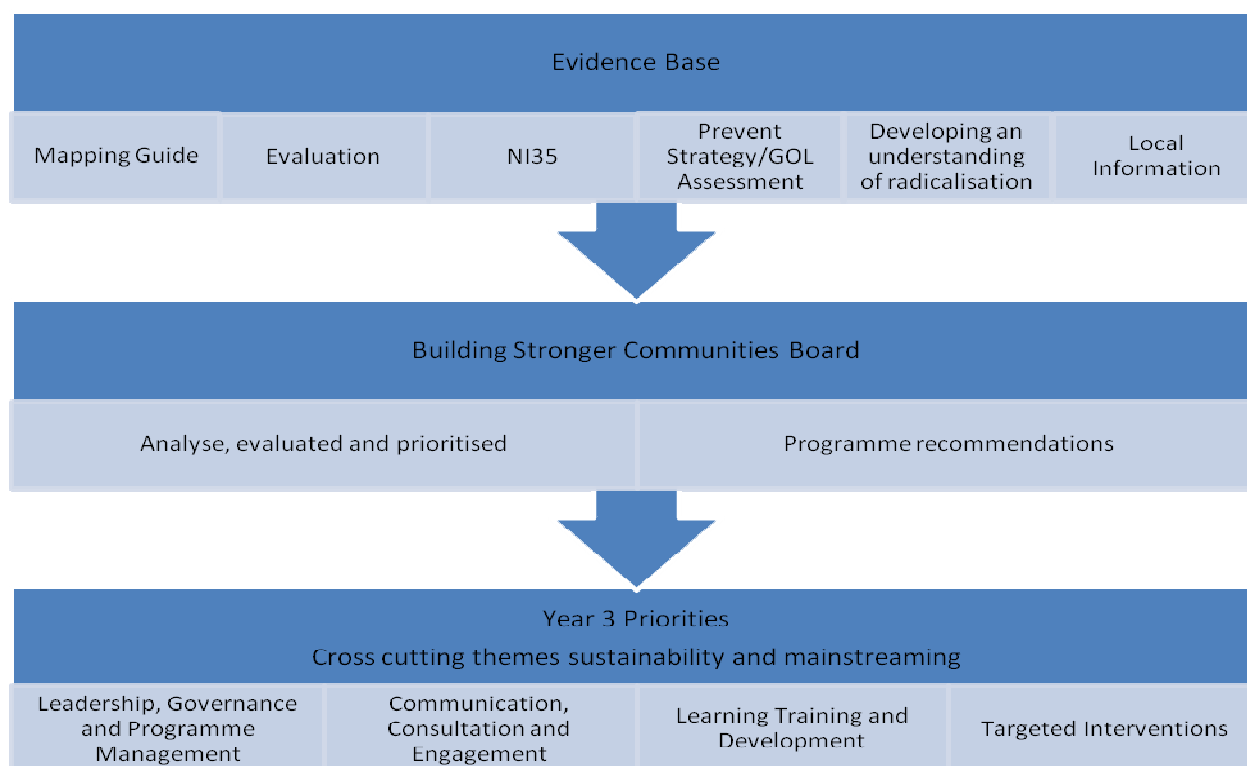
At Brent, there is a great deal of emphasis on the importance of having representatives from the voluntary and community sector present on the Prevent programme board. The Brent

programme board includes two voluntary sector representatives that are regarded as having a ‘key’ role to play in the delivery of the agenda. These two people were recruited through a rigorous, open and transparent application process. The council is also looking to add three further community representatives including a mosque representative and two young people that have participated in Prevent projects and activities. Brent also reported that the mapping exercise had also allowed the voluntary and community sector to feed their ideas into the action plan, as did the independent evaluation by the Office for Public Management (OPM) which drew on recommendations by project deliverers (based in the community).

One of the challenges in involving a broad range of organisations or groups some ‘*are so small, to identity them and target them and get them involved is difficult.*’ However, the council feel that by having worked on the Prevent agenda for a while they are increasingly getting better at this.

In addition to involvement of the voluntary and community sector, there is also participation by various other local partners in the design of the action plan including: the police, probation services, the youth offending team and children and young people’s services. Moreover, the 2008-2009 OPM evaluation, particularly the gaps identified and the recommendations made, is a key source of evidence that is also used in the design of Brent’s action plan.

The following diagram highlights the process of designing the action plan:



The Brent Building Stronger Communities programme has utilised the evidence based to identify prioritises and develop the programme. The year 3 programme covers four themes:

- Theme 1: Leadership, Governance and Programme Management
- Theme 2: Communication, Consultation and Engagement
- Theme 3: Learning, Training and Development

- Theme 4: Targeted Interventions

Mainstreaming and sustainability have been identified as cross cutting themes. The action plan is structured around the four themes above and the following headings:

- Objective
- Activities/Outputs/Outcomes
- Organisation/Delivery
- Lead Partner
- Timescale
- Links /Source (i.e. Prevent and Ni 35 objectives)
- Budget
- Risk group (Low, medium, high)
- Status

The council has a three-pronged approach to commissioning providers for the delivery of the action plan, all of which include potential providers completing application packs: (i) advertising funding in the monthly Brent magazine that is delivered to all households in the borough; (ii) advertising on Brent Association for Voluntary Action (BrAVA), an umbrella body for voluntary and community sector organizations and; (iii) targeting specific groups. Brent reported that projects can also at times be continued from previous years *'because they are still valuable, still meeting a need.'*

At Brent, the application process consists of two stages, during the first of which applications are sifted by the programme board: *'They have to evidence how they will meet the objectives. The first sift is about whether they show how the project links to our objectives.'* The next stage consists of interviews where project proposals are examined in greater depth and the provider's knowledge of Prevent is assessed. For Brent, one of the challenges at this stage is having an application form *'that is straightforward for people to complete but also gives you the information you need to make decisions.'* Brent ensures that its cohesion officers are available to support organisations and groups that need help with completing the application packs and have put in place application workshops for potential applicants. The commissioning process is also challenging as the council has to ensure that it meets wider procurement rules. The process is thus treated as a project in its own right and run by a member of the Corporate Diversity Team and one of the Community Cohesion Officers.

Monitoring and evaluating Prevent activity

Monitoring Prevent activity is also regarded as a challenging but highly necessary process since its public funding that is being spent and because the council need to report back to the Government office for London (GOL). As a number of the groups commissioned are small organisations, they are not used to having rigorous monitoring and budgeting structures in place. The cohesion officers at the council thus also support these groups with completing monitoring templates by capacity building them *'so although we are tough they are in a better position than they were in before.'*

All projects are subject to monthly monitoring and are required to provide receipts as and when requested. The monitoring template includes:

-
- Project summary – aims and objectives of the project
 - Outputs – for example, training events scheduled and delivered
 - Outcomes – for example, 15 women have completed ESOL classes
 - Budget expenditure update
 - Future actions and milestones

With regards to evaluation, Brent reported having commissioned OPM to evaluate Prevent activity in the pathfinder year (2007-2008) as part of a consortium of six boroughs, the West London Alliance. OPM was also commissioned to evaluate the next year's Prevent activity, 2008-2009. For Brent, an important factor in evaluation, that the OPM approach included, is ensuring that project activities and the programme in general are evaluated from the start in order to ensure that the learning starts early and is ongoing. The key aims of the evaluation were to:

- Evaluate the impact and effectiveness of Prevent activities in terms of the extent to which they have successfully contributed to Prevent objectives.
- Evaluate the effectiveness of the management and delivery arrangements that have supported Prevent delivery

OPM adopted a qualitative approach to this evaluation, using two phases of action research workshops to engage participants of a range of Prevent projects. The two phase approach was adopted so that a rapport could be built up with the participants over the course of the project, and to track any changes in perceptions over time. In addition, in-depth interviews were conducted with project deliverers and a number of strategic and delivery stakeholder workshops were facilitated. The evaluation also included one desk based evaluative review of the Change Institute's project to map the Muslim communities of Brent.

The evaluation framework used to structure the analysis consisted of a number of conceptual pathways and 'change mechanisms' that links categories of Prevent interventions with the intended Prevent outcomes and impacts as defined in the Prevent strategy. The evaluation identified which categories of Prevent interventions were having more or less of an impact, how this had changed since the previous evaluation, where the needs and gaps were and provided a full set of recommendations relating to Prevent activities and the management and delivery of the programme. For Brent, the evaluation has been key in developing their next action plan:

'It was really useful, particularly the typology of interventions. The recommendations themselves are really helpful. For example, one thing that came up was that we weren't doing any media work so will be looking at that next time round.'

In addition to OPM's evaluation, cohesion officers also evaluate the project activities and produce a set of recommendations at the end.

London borough of Lambeth

The Prevent vision and narrative

The London Borough of Lambeth (Lambeth) has been associated with violent extremism i.e. two of the 7/7 and 21/7 bombers were linked to Lambeth as was one of the 9/11 conspirators. In reaction to the incidents Lambeth started delivering the Prevent agenda well

before many local areas and formed one of the first statutory and community based partnerships, 'Lambeth against Violent Extremism' to tackle this issue head-on.

The horrific nature of these events worked as an incentive for local communities to work in partnership with statutory agencies with the shared aim of reducing harm caused by violent extremism. However, maintaining this shared mission and establishing a cohesive front was challenging in light of the intense media spotlight on the borough.

The borough's current approach to Prevent is focused on 'having a transparent commissioning model which puts the community at the heart' of the process. 'The borough is increasingly trying to mainstream its delivery of Prevent, for example working with further education and higher education institutions, Children's Services, Health etc, but this can at times be challenging:

'[Our approach is] not perfect, the problem is it's just done by few people, not mainstreamed. It should be combined with existing safeguarding mechanisms i.e. mental health, supporting people, children and young people services. Having said that I think we have one of the most robust Channel processes and our commissioning model is also robust and transparent.'

The Lambeth Prevent Coordinator works closely with the community cohesion officer and the Community Reassurance Partnership Action Group (CRPAG). The CRPAG is responsible for agreeing the commissioning priorities contained in the Prevent action plan. Community impact assessments for Prevent activities are conducted and tensions in non-Muslim communities are closely monitored.

In 1999 David Copeland a self radicalised right wing extremist set off a bomb in Brixton market. Although local intelligence indicates that there isn't a problem with far right extremism in the borough the Safer Lambeth Partnership is considering carrying out research with white working class college students to see if there are any simmering issues.

Building an evidence base

A number of valuable sources of evidence, all of which contributed to the development of a risk based action plan were identified. Lambeth commissioned the Institute of Community Cohesion to conduct a rigorous and in-depth mapping of the work carried out to engage with Muslim communities.

The aims of the research were to:

- provide a detailed understanding and make-up of Lambeth's Muslim communities
- develop a demographic, economic and social profile of the Muslim community
- develop a picture of the views and experiences of the Muslim communities
- comment upon existing organisational structures and to identify gaps, in Muslim representative bodies

For Lambeth, assessing local risk factors can be challenging and problematic particularly because counter terrorism local profiles have proven to be rather limited as they provide little new intelligence however; CTLPS are currently being revised and improved to provide a better understanding of risk and threat. Although this is a result of the stringent information sharing protocols, the lack of information can compromise the ability of the borough to develop a risk and intelligence based action plan commensurate with the level of threat: According to Lambeth, a number of neighbouring boroughs also face the same difficulty. As

a result, Lambeth often has to rely on its 'own judgements' using resources such as community tension/intelligence reports, good generic community engagement work and the mapping research discussed above.

Engaging with communities about Prevent

The local community's response to Prevent was described by Lambeth as a 'mixed bag' with some people having differing perceptions of its validity in particular young people having a negative perception of the agenda. The Safer Lambeth Partnership reported that engaging and communicating with communities about Prevent has been achieved through a variety of methods e.g. the Prime Minister's Delivery Unit visit to Operation Nicole events, WRAP training and Prevent Programme Board away days.

The fact that the majority of mosques and Islamic centres are represented on the programme board provides an effective platform for connecting with communities.

Lambeth believe that they have been successful in getting the trust of the communities by taking the time to establish strong, honest and productive relationships:

'I used to be the single point of contact. If for example they had a crime at a mosque, they wouldn't necessarily ring the police in the first instance, they would ring me. I tell it like it is, am a straight talking person and I think they appreciate that. It's the same with my colleague in community cohesion, you can't just think about yourselves simply as strategy and policy writers, you've got to go out and talk to people, on their own terms.'

Lambeth reported that their previous borough commander worked hard to establish relationships with mosques by doing 'whistle stop' tours and having a cup of tea with Mosque committee members. The importance of having these informal engagement structures in place was stressed and Lambeth felt that some of their approach could be regarded as best practice which could be replicated elsewhere.

Addressing the Prevent objectives

With regards to objectives one and two (challenging violent extremist ideology and supporting mainstream voices; disrupting those who promote violent extremism and supporting the institutions where they are active) the Safer Lambeth Partnership has worked with further and higher education institutions such as Lambeth college to hold conferences and events that provide safe spaces for people to debate issues and ask questions.

Generally, it has been quite difficult to engage with these institutions and at South Bank University, there was some reluctance to allow the Safer Lambeth Partnership to work with the Islamic society on campus and at Lambeth College there were some issues around the Somali cohort. However, Lambeth College has begun to engage and the student welfare officer is on board with the Prevent agenda.

The Safer Lambeth Partnership was going to have one event delivered by the Foreign and Commonwealth Office (FCO) but the community felt *'they were being too prescriptive as they didn't want to allow press in, and the age group i.e., under 30 year-olds was very prescriptive.'*

In a number of schools, 'watch over me training' has been delivered to teachers as well as a number of workshops for students by 'Friends of 9/11 and 7/7' in conjunction with Brixton mosque. The Three Faiths Forum is commissioned to work in secondary schools which

involve identifying champions across the different faiths to encourage young people to discuss issues and confront prejudices. Work in schools has been challenging in some instances as *'people come from a civil liberties angle, say we are infringing on liberties and spying on the Muslim community.'*

Prevent activities have focused on working with mosques to ensure mainstream voices and 'alternative narratives' are in place. The Safer Lambeth Partnership report that mosques and Islamic centres has in general been happy to support the Safer Lambeth Partnership Prevent work and the wider cohesion agenda e.g. Brixton mosque and Safer Lambeth Partnership actively challenged Islam4UK when they came into the borough to spread divisive messages.

Work has also taken place to target harden mosques by improving security including the installation of closed circuit television (CCTV) in one mosque following reports that Hizb-ut-Tahrir had been leafleting outside the premises after Friday Jummah (prayers). Lambeth's Prevent action plan performs well on objective three, supporting individuals who are being targeted and recruited to the cause of violent extremism. The Safer Lambeth Partnership collaborates with a number of community based organisations who deliver against this objective notably STREET, who have risen to national prominence.

The Safer Lambeth Partnership has a youth offending senior practitioner who has a Prevent and Channel remit. Having this practitioner in place has been a major advantage to the council's work around objective 3 and is something that other boroughs could learn from. There is also work carried out with the families of those who have been convicted under anti terror legislation, as it is recognised that siblings who have been exposed to extremist views may also be vulnerable to radicalisation.

The Safer Lambeth Partnership also works with another community organisation that delivers deradicalisation and chaplaincy services to Muslims in prisons. For Lambeth, deradicalisation work (through Channel) consists of *'getting the correct people around the table, social services etc'* and *'deciding what the most appropriate intervention and bespoke care-plan is'* for each vulnerable person identified. This may involve statutory provision, one-to-one deradicalisation work, counselling, mentoring or counter narratives.

With regards to Channel, the Safer Lambeth Partnership was keen to stress that 'it's not about spying'. Instead it's about:

'trying to help very vulnerable people, identifying risk early and supporting them. It's about harm reduction and ensuring we have the best interventions whether its statutory support services, community support, or a combination of both.'

With regards to objective four, increasing the resilience of communities to violent extremism, Lambeth reported having delivered a wide range of work in this area. For example, the Operation Nicole initiative which included table-top training exercises with scenarios and case studies on people who were becoming radicalised was delivered to statutory and community partners.

Past projects have included capacity building and inter faith work with Muslim women delivered by DIYA. Stockwell Green Community Services, a well established organisation in the borough, was also commissioned to deliver a range of outreach, mentoring and signposting work for Muslim communities. It is recognised that these projects were not at the 'hard end' of what the Safer Lambeth Partnership wanted to do and the focus has consequently shifted since a commissioning outcomes framework was put in place.

The Safer Lambeth Partnership felt that they need to do more work on objective five, addressing the grievances that ideologues are exploiting, and that more work needed to be done in this area. However there is a separate Together as One Plan which is coordinated by the council's Active Communities Team which looks at wider issues affecting the Muslim community including Housing, employment health etc.

Involving partners in the design and delivery of the Prevent action plan

There is a great deal of importance placed on having representatives from the voluntary and community sector present on the Prevent Programme Board in Lambeth. The Prevent Programme Board is the principal advisory group for the partnership's local Prevent strategy and includes representation from the majority of mosques and Islamic community centres in the borough. These institutions are able to play a major role in setting the priorities for the action plan. Lambeth has also conducted consultations with Muslim communities to identify any further issues that needed to be considered through the Together As One Plan.

In addition to involvement of the voluntary and community sector, there is also participation by various other local partners in the design of the action plan including the police and other statutory partners. Lambeth commented on some of the challenges faced in ensuring that the programme was a high priority for other local partners despite efforts by the Safer Lambeth Partnership:

'It's been difficult for us to get senior managers across statutory partners to contribute to the plan. This is a mainstreaming issue and in many cases they don't fully understand what it means for their work area, or it's not necessarily a priority for them within an already crowded policy arena even though it's a massive area of work, locally getting people to think its relevant is difficult.... We have done as much as we can. We arranged for a cabinet member to be in a an awareness raising DVD, have done briefings for officers, the Home Office came down to present the DVD, we had 'operation Nicole' for professionals, briefed everyone from executive director downwards.

Getting buy-in from all partners involved was considered one of the critical success factors in delivering the Prevent agenda.

The 2008 evaluation by the Royal United Services Institute (RUSI) identified the gaps and needs in delivery and recommended improvements to the action plan. The findings of the report were subject to a consultation exercise at a board meeting where it was agreed that these should form the commissioning priorities for the next year. Lambeth also considers the NI35 framework and the revised Prevent strategy when having discussions about the future direction of its Prevent strategy.

Lambeth has developed a commissioning outcomes framework which is distributed to voluntary and community organisations who are invited to submit expressions of interest or submit bids for funding to deliver projects which meet with the desired outcomes. The outcomes framework identifies a number of priority areas for delivery and provides a rationale for why each of these has been included. The framework also identifies potential areas of work for each priority and indicates the amount of budget available. The borough's commissioning outcomes framework is regarded by the Prevent team as best practice.

Lambeth also provided organisations and groups with help in completing the application packs through informal support as well as by providing two days of formal training delivered by Lambeth Voluntary Action Council (LVAC). The Safer Lambeth Partnership has published

guidance for organisations on how to complete the application form. The Safer Lambeth Partnership recognises that many of the organisations applying for funding often have a low understanding of what is required in terms of the application process and that *'developing their capacity and confidence is a major piece of work itself.'* This is a result of the fact that Prevent is still a relatively new area of work and there are not many established providers, unlike other areas of work like gangs and guns where *'you have so many groups that have been doing it for a long time.'*

Monitoring and evaluating Prevent activity

Monitoring Prevent activities is recognised as a key challenge by Lambeth as a result of the nature and size of the organisations that deliver the work.

'These organisations are very small with limited capacity to deliver against this challenging agenda-, you can't therefore expect them to have everything in place: a full team, articles of associations etc. They're not used to returning detailed financial and monitoring information; there are corresponding risks to their sustainability and long-term funding.'

The projects are monitored by the Prevent lead and a project support officer. A performance monitoring framework has been developed over the course of the Prevent activities in previous years which include a set of forms including project plans, performance monitoring information, service level agreements and budget expenditure forms. Projects are expected to provide invoices and other financial information when and if they are requested. The Safer Lambeth Partnership has also provided organisations with capacity building training and guidance on effective monitoring processes.

With regards to evaluation of Prevent, Lambeth reported having commissioned RUSI to evaluate Prevent activity in Lambeth during 2007-2008 and to identify needs and gaps. A second evaluation has not been conducted as the view is that the findings from the RUSI evaluation are still relevant and that the recent mapping work conducted by iCoCo gives a good indication of future priorities.

The RUSI evaluation was primarily a need and gap analysis rather than an in-depth evaluation of individual projects. In summary, the key aims of the evaluation were to:

- describe the context for preventing violent extremism in Lambeth,
- provide an outline of the projects, their objectives and target audience,
- provide an overall assessment of the projects,
- identify where overall gaps and needs in service provision exist, and
- recommend improvements to delivery mechanisms

The sources of evidence used in the evaluation included project documentation, individual feedback from project deliverers and those overseeing and monitoring the projects, national guidance on the Prevent objectives and external information such as statistical data and media reports. As discussed earlier, the recommendations from this report formed the basis of the priorities for the next year's action plan. In addition to this formal evaluation, project deliverers are also expected to conduct evaluations which primarily record activities delivered and participant attendance.

London borough of Redbridge

The Prevent vision and narrative

The London borough of Redbridge successfully bid for Prevent Pathfinder funding in 2007. With this funding, the borough developed a local PVE strategy, entitled 'Tackling Extremism Together in Redbridge'.

Following on from the pathfinder year, the borough received an area based grant to cover the period 2008- 2011. There were a number of competing demands to use this grant to fund other local authority work, and as a result, the local PVE lead applied to the Home Office in order to have this money ring fenced for use solely on the PVE agenda.

The borough's current approach to Prevent is focussed on taking decisions in collaboration with the local community, and the Council has stated its commitment to avoiding a 'top down solution' to the threat posed by violent extremism. The Council's strategy emphasises the need to develop a transparent approach to the prevention of violent extremism and is committed to engaging a wide range of community partners in decision making processes and:

"..having an open debate about terrorism and to address openly and directly the issues that threaten our community."

Redbridge are careful to ensure that Prevent activity is co-ordinated with community cohesion activity in the borough. Council officers who lead on Community Cohesion sit on the Prevent steering board ; the Redbridge Understanding Communities forum. (URC). Redbridge is also one of the pilot local authorities receiving Connecting Communities funding. The officers responsible for this agenda liaise with the PVE lead to co-ordinate activities and projects across both areas.

Building an evidence base

In order to develop an evidence based action plan, Redbridge commissioned a number of pieces of research and also conducted some internal mapping work to better understand its local communities.

Firstly, the Council commissioned a quantitative profile of the local Muslim communities. External provider, Experian, was commissioned to deliver this work. The project provided a map showing the ethnicity, age and gender of Muslim communities in five specific areas within the borough, and it also mapped out the spread of different religious and secular groups amongst these communities. This was a response to the recognition that the Council's data on Muslim demographics within the area were largely out of date, coming from the 2001 census results.

Secondly, Redbridge used pathfinder funding to commission UCLAN to undertake a local needs assessment of Muslim communities in the borough. The objectives and criteria for this project were very wide-ranging, and included:

- A greater understanding of local Muslim communities: their needs, aspirations, concerns, barriers etc.
- An understanding of the role of Mosques in the local community
- An understanding of causal factors for violent extremism

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- Identification of gaps and needs in the community

It was stipulated that this project should open a dialogue with the community, (a dialogue that would then be taken forward in the resultant PVE action plan) and also produce a set of trained volunteers that could then act as a link between commissioning agencies and local people. As such, this project was carried out using UCLAN's specific model of engagement which revolves around the central participation of a local community organisation (in this case, the League of British Muslims). The chosen methodology was qualitative; in-depth, one-to-one interviews. This choice was informed by the learning from previous work that individuals were reluctant to disclose views in a larger group. A total of 23 in-depth interviews were carried out as part of this needs assessment, including Bangladeshi, Indian, Iranian, Pakistani, Algerian, Mauritian, East African, Somali, Iraqi and Turkish respondents.

The third piece of work done to contribute to the evidence base was a mapping exercise to show the spread of services aimed at or available to the Muslim communities in Redbridge. This exercise, conducted by the Redbridge PVE lead, aimed to elucidate the channels for communication with the Muslim communities, and also indicate the extent to which the communities were being sufficiently serviced by the public and voluntary sectors.

In addition to building an evidence base to inform work with Muslim communities, during the period 2009-2010 the PVE steering board began to consider the evidence base for targeting far right extremism within their PVE strategy. The forum was aware of right wing presence within the Council, but required more detailed information on the strength of right wing sentiment before deciding to use Prevent funds to target this issue:

The evidence base for this approach came via the local Racial Equality Council, the Redbridge Equalities and Communities Council. This organisation fed through instances of right wing propaganda being distributed locally. This enabled Redbridge Understanding Communities to plan targeted activity that could provide a counter narrative to far right voices.

Engaging with communities about Prevent

The way in which the Redbridge PVE strategy engages with local communities offers a model of best practice for other areas. In the opinion of the local PVE lead, their efforts to engage with and widely involve the local community have been fundamental to the relatively positive reception of the agenda in the local area. This engagement has been achieved by inviting a wide array of community representatives onto the Prevent steering group, known as the Redbridge Understanding Communities forum, to ensure they are continuously involved in the strategy and its delivery. The Redbridge Understanding Communities forum has responsibility for overseeing the delivery and performance management of the Prevent strategy. It consists of thirty members in total: ten statutory partners and twenty members invited from the voluntary and community sector. As stated in the local PVE strategy, *"it is intended that voluntary and community groups dominate the forum"*.

The Council have been grateful of the contribution of community representatives on the Prevent steering group. While the community has expressed frustrations regarding the agenda and the strategy (and particularly in relation to CHANNEL work), these have been negotiated with open and honest dialogue. The contribution of the community has been highly constructive in its criticism. For example, there have been criticisms of what is perceived as single community funding. In response to these criticisms, Council officers have

developed a particularly sensitive approach to language and communications to emphasise that the target of their programme is not solely Al Qaeda inspired extremism.

Addressing the Prevent objectives

Redbridge describes its Prevent action plan as a live document that is continually updated, and developed as local intelligence is improved. The way in which the council addresses the main Prevent objectives is therefore subject to change and development. The Prevent steering group is committed to being responsive to shifts in local development, and in this way aims to maintain and build upon buy-in from the community.

Redbridge acknowledges that PVE objectives 2 and 3 are the hardest to deliver. Therefore In the early period of its activity it decided first to tackle the broad based, generalised objectives of 1,4 and 5, which are more closely aligned with community cohesion objectives.

During the past year of funding; 2009-2010, the Council has moved on to addressing the harder edged objectives, with some de-radicalisation work. To carry out this work, the Council has engaged two external organisations with experience of working with vulnerable young people and also developed some internal provision as well. Firstly, the borough has commissioned the Active Change Foundation to deliver a de-radicalisation programme in the borough. Secondly, a community sports and youth organisation, London Tigers, is also undertaking work in Redbridge that feeds into objectives 2 and 3. Originally, London Tigers was solely commissioned to provide diversionary activities in the borough. But in conjunction with OSCT, they are now developing a project that is more targeted to those most at risk. There is also provision for a further 15-30 young people delivered through the Youth Crime Prevention Scheme via a local mentoring scheme which is aimed at those who are at risk of radicalisation.

Locally, it was felt that there the national risk assessment tools for CHANNEL and de-radicalisation work were not working. So at present the PVE lead, in conjunction with the probation service, has been developing a unique risk assessment procedure to determine referrals to the CHANNEL project locally. This is to ensure that Council staff do not refer individuals to the de-radicalisation work unnecessarily.

Outside of these targeted interventions, the bulk of the Council's activity is around building resilience amongst the community. For example, Redbridge undertakes a number of projects with local mosques, the majority of which are delivered by organisations external to the Council. They have invested in providing English language classes to imams where appropriate. They have also commissioned providers to deliver training and support for community leaders, Imams and mosque committees. This has taken the form of conferences. The conferences focused on helping leaders of mosques to better to understand violent extremism, how to identify people that support or are vulnerable to the propaganda of violent extremist groups and how to support these vulnerable individuals.

Aiming at effectively addressing grievances, there have been a series of local dialogues to discuss issues of local contention. Redbridge Countering Islamophobia and Violent Extremism run the "Debate not Hate" forum, focussing on issues of concern to young Muslims. For example, there have been debates on the Gaza Crisis and on Afghanistan too. Although there is a good attendance at these events, they encounter some resistance because of the contentious nature of issues being discussed.

Redbridge also work with the local Refugee and Migrant Forum to run FreeD debates for the wider population of young people in the local area. This is a pilot Foreign and Commonwealth Office initiative, for which the Council receives funding from a specific Prevent 'Challenge and Innovation' fund. Debates focus on contemporary social issues such as the role of women in society, gangs and the rise of the far right.

Involving partners in the design and delivery of the Prevent action plan

As mentioned above, the Redbridge Understanding Communities forum involves a wide number of local partners. Within this group, there are four sub-groups (young people, women, community leaders, and communications) that meet once every six weeks to ensure that all projects that have been commissioned are brought effectively delivered. For Redbridge, this commitment to involving the voluntary and community sector is a defining aspect of their approach to delivering Prevent locally.

At Redbridge, a subgroup of the Understanding Redbridge Communities forum is responsible for commissioning providers and is chaired by a representative from Redbridge Council for Voluntary Services (CVS). All projects are commissioned using standing order arrangements and are reviewed after a year to see whether they will continue. The borough tries to assist the organisations in preparing bids and thus holds bid writing workshops to build the capacity of the third sector to respond to local needs. It is noted that these workshops are particularly useful in ensuring that the outcomes that the local organisations set themselves are realistic. On a number of occasions the officers leading the workshop help community groups to downgrade their objectives into something more achievable.

Redbridge also have a small grants scheme to which community organisations can apply for grants up to £5,000. They received seventeen applications in the first year of which ten were selected. The borough are also committed to ensuring that should Prevent funding be cancelled, local groups are able to apply for grants through other trusts and organisations. A focus for the RUC forum is supporting local organisations and capacity building them in the hope that they are capable of continuing to deliver their work even in the absence of Council funding. Given that PVE funding is not guaranteed to continue, the Council want to hold events such as "meet the funders" days to help organisations to connect with future sources of income.

In terms of engaging local schools, Redbridge has had to make a specific and concerted effort to be able to achieve this. The PVE lead organised a conference of head-teachers to encourage their commitment to rolling out the DCSF toolkit within their schools. This conference was headed by the government's community cohesion minister and was said to be extremely effective in motivating head-teachers and securing their engagement on the agenda. Since that event, there are now a number of schools using the toolkit in the Redbridge area.

Monitoring and evaluating Prevent activity

Within Redbridge the Performance and Monitoring Officer, who works across all Safer Communities Partnerships contracts monitors the PVE commissions made by the RUC forum.

The commissions are covered by service level agreements, with a set of outputs which focus on attendance and numbers of contacts made. There is a strong awareness of the relative

difficulty of measuring outcomes as opposed to outputs. The Council recognises the need for more work to be done on developing indicators of outcomes, that offer clear signals that interventions are moving towards the overall outcomes of the strategy.

Approach to involving the far right

The Redbridge PVE strategy has evolved to include an explicit focus on tackling far right extremism over the past year – 2009-2010. In the words of the PVE lead, this has been the “turning point” for the local PVE strategy, and was the point at which the strategy was fully accepted by the local community.

The decision to involve an approach to far right extremism was taken in response to locally gathered evidence that the far right was an issue in the area. This evidence was gathered by the Redbridge Equalities and Communities Council (RECC). Furthermore, it was felt to be a logical element of the Prevent plan. The PVE steering group felt that if it was claiming to address grievances that may be exploited by violent extremists, then it needed to be acting to counter the far right, which is itself a potential grievance which can be exploited during the radicalisation process.

The local project to counter the influence of Far Right voices is led by the Redbridge Equalities and Communities Council (RECC). This organisation runs a project which responds to far right propaganda as it emerges in the local area. When extremist literature that marginalises minority communities (e.g. the local Roma community) is distributed locally, then the RECC sets about producing material to counter the propaganda and de-bunk some of the myths being propagated. The RECC use s a range of different channels to spread its messages. For example, it produces briefing papers for Council officers and Councillors, puts on events in local residents associations, and produces and distributes leaflets for residents.

The Redbridge PVE team are currently in the process of deepening their evidence base relating to far right extremism locally. They have received £100,00 funding from a pilot “Prevent Local surveys” fund to commission a survey comparing levels of Al Qaeda inspired extremism and far right extremism. This survey will cover 1,000 White households and 1,000 Muslim households and seek to compare levels of tensions across the two groups. This evidence base will help the Council to better apportion funds in future action plans to ensure that the majority of their resources are being targeted to those most at risk of extremism locally.

London borough of Waltham Forest

The Prevent vision and narrative

London Borough of Waltham Forest (LBWF) started delivering Prevent locally in 2007, as part of the pathfinder programme. The funding during this initial year was used to deliver a Young Muslim leaders project. A significant driver for the work was the fact that Operation Overt had led to the arrest of ten young people suspected of terrorist activity in 2006 in the borough. The nature of these events worked as an incentive for communities to come together with the shared aim of building a cohesive and resilient community. Since then, the borough has developed an evidence based approach to Prevent to justify the need for targeted work with specific communities. LBWF has developed a four tiered intervention model which consists of:

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- Universal services for all young people
 - Targeted services for vulnerable young people
 - Interventionist approach for those already radicalised
 - ‘Pursue’ interventions for those engaging in criminal activity

The council recognises that the type of activities and interventions delivered will vary in each local area, depending on what evidence sources such as the Counter Terrorism Local Profile (CTLP) say about risk in the local area. For example, if the evidence clearly demonstrates that there is specific vulnerability to extremism in Muslim communities, this would help justify the need for targeted work with these communities. If on the other hand the evidence indicates that there is a problem with other forms of extremism amongst a different community, the model of delivery would enable this to be addressed as well:

‘We had some evidence to suggest that elder white communities are blaming immigrants for trouble in the area and are resentful of resources being diverted to them. We thought about what should we do tackle that, so next year will have something to look at that in our prevent action plan. Taking an evidence based approach, and using this model allows you to look at all types of extremism.’

For the council, this evidence based intervention model *‘provides a useful way to explain to communities what you are doing and why.’*

LBWF has also worked to integrate Prevent with community cohesion, both in terms of vision and delivery, because they recognise and appreciate the overlap between the two agendas.. The borough’s Prevent strategy and action plan sits within the community cohesion strategy which has four aims:

- Understanding and responding to the impact of migration and newly arrived communities
- Building trust, contact and dialogue between communities
- Promoting active citizenship and engagement
- **Preventing extremism and tension management.**

The community cohesion strategy is overseen by the community cohesion task group (CCTG) which consists of a range of voluntary sector representatives, Council departments and partners, and the preventing extremism work is delivered with joint accountability to the CCTG and the SafetyNet’s Crime and Disorder Reduction Partnership. The rationale for including the Prevent Action Plan in the Community Cohesion Strategy has been identified in the strategy as:

‘There is compelling evidence, based upon the research report undertaken by iCoCo, the number of arrests, and police intelligence, that extremism is an ongoing challenge in Waltham Forest. It has also been recognised that local public services have an important role in helping to reduce the risk of extremism developing within communities, and can offer a response to those who are being either recruited or influenced by extremist ideology.’

LBWF has acquired beacon status for ‘Cohesive and Resilient Communities’ as a recognition of its effective approach and successful implementation and delivery of the Prevent strategy.

Building an evidence base

Waltham Forest commissioned the Institute of Community Cohesion to conduct a combination of mapping and engagement work. The mapping aspect of the work aimed to understand the diversity of Muslim communities in the borough and the engagement aspect aimed to understand the underlying causes of disengagement of young people and to identify those factors that may have an impact on the adoption of extremist views or support for extremist organisations. This piece of research has been very valuable and informed the borough's first two years of action planning.

It is felt that the CTLPs are rather unhelpful as sources of evidence because it provided little new information on which to base action planning, they provide no new information. The borough recognises that this is a result of the stringent information sharing protocols in place but that having more information available would be very helpful.

Engaging with communities about Prevent

Muslim communities have mixed attitudes towards Prevent in Waltham Forest. Some believe that there is active recruitment by violent extremists in the borough and these groups thus support the need for targeted hard-hitting work in the borough. Other parts of the Muslim community regard the arrests in 2006 as isolated incidents and do not believe that violent extremism is a problem in the area. The council have set up a Prevent advisory group, which is a community based group made up of representatives from mosques and local community organisations. The role of this group is not only to steer policy and help develop actions plans but also to engage with communities and address their concerns about Prevent.

Additionally, non-Muslim communities do at times resent the targeted funding that is available to Muslim communities. The council do recognise that the lack of a communication strategy is a gap in their delivery plan and they are in process of developing one. The council also recognise that de-radicalisation work, and the Channel project are often the most contentious part in delivering its PVE strategy. Subsequently, the borough had organised a briefing event on the Channel project, to allow community organisations as well as residents to understand council objectives and the Channel process.

Addressing the Prevent objectives

Waltham Forest has delivered a range of projects that consist of universal services for all young people, targeted services for vulnerable young people and interventionist services for those already radicalised. A number of these are described below²².

The borough have responded to the need to provide additional positive activities to young people by developing and running a Young Muslim Leaders programme. This programme consisted of a number of elements including coaching on leadership skills, and political awareness sessions. It was delivered by two different community organisations (Active Change Foundation and Leytonstone Muslim Community Centre), local to the area, but elements of the programme were outsourced to third parties. An evaluation of this project concluded that the project succeeded in giving Young Muslims in the borough a more

²² Waltham Forest's Prevent action plan can be accessed at <http://www.walthamforest.gov.uk/prevent-plan-4.09.pdf>

positive role to play in the community than they would otherwise have had, but that the programme could potentially go much further in modelling political engagement to these young people. An evaluation of this project recommends that in any future iterations of this project, ward level councillors should be encouraged to get involved with the project and encourage these young people to become more active in civic business. This programme is currently being developed into a youth advisory group who can be used as a reference panel for the delivery of the action plan.

Waltham Forest has been successful in supporting schools in implementing the DCSF toolkit. This initiative was delivered through CLG's innovation fund. The council decided to initially engage just a limited number of schools on PVE work to test the implementation of the DCSF toolkit. The PVE team has run a pilot project with eight schools in the area and is gathering feedback from teachers, which initially appears to be positive in the main. To assist each school in implementing the agenda the Waltham Forest PVE team encourage the creation of a citizenship and cohesion advisor in each site. It was also noted that engaging schools to contribute to the agenda has not been difficult, because of the conviction of two youths from the area for crimes related to violent extremism. Hence there is a collective recognition of a certain level of risk which facilitates engagement.

Last year, Waltham Forest commissioned the National Policing Improvement Agency (NPIA) to deliver training to frontline staff on preventing extremism. This year, Prevent Coordinators from the Council will undergo a course to enable them to deliver internal Prevent training for its staff. This initiative was headed by the East London Alliance, a six borough Prevent Partnership. The East London Alliance Coordinator is employed by LBWF.

With regards to challenges faced in delivering Prevent projects, the borough feel that identifying suitable scholars that are able to provide mainstream messages and deconstruct extremist messages is a difficulty faced by many local authorities. This is because there are no established or reputed 'providers' of these services as such.

Involving partners in the design and delivery of the Prevent action plan

Waltham Forest has two structures in place through which the partners are able to contribute to the design of the Prevent action plan. The first is the community cohesion task group, which as discussed earlier is one of the groups that oversees delivery of Prevent. The task group is made up of a range of organisations from the voluntary and community sector, all of whom *'are given the opportunity to contribute to the action plan and sign off on it.'* The borough also has a Prevent advisory group which includes a range of mosques and local community groups that are involved in Prevent delivery as well as a representative from the Transgender community and another from the Church of England. The remit of the group is to inform and steer new strategies and policies.

Although the council would prefer to use local providers, this isn't always possible as external providers often score the highest against the fixed set of criteria. The council is thus planning to encourage small groups in the borough to propose project ideas in the next year, as a means to involving them in Prevent delivery.

Monitoring and evaluating Prevent activity

The council reported that monitoring Prevent activity can be quite challenging as the council has quite stringent requirements in place which can be difficult for community organisations

to meet. With regards to evaluation, all project deliverers are expected to submit standard evaluation forms. The borough did commission an independent evaluation of the Young Muslim's Leaders programme during the Pathfinder year skills. The evaluation was conducted by RENAISI and addressed whether the project met its six objectives and also assessed the effectiveness of the project delivery and the nature of engagement with the project beneficiaries.

The evaluation primarily consisted of collecting qualitative data from project participants, project deliverers and managers, lead council officers from a range of services, other relevant stakeholders from partner agencies including the Metropolitan Police. Thirteen semi-structured interviews were carried out with a range of stakeholders and two focus groups were conducted with project participants. The programme received a positive evaluation and was thus continued for the next year of Prevent delivery. This evaluation has also been included in CLG's published guidance on evaluating Prevent delivery. The guidance mapped inputs and actions against interim and long term outcomes:

Map of the Young Muslim Leaders project

A	B	C	D	E	F
If...	Then...	Then...	Then...	Then...	Then...
Initial issue / context	Rationale for intervention	Inputs and actions taken	Short-term outputs	Interim outcomes	Long-term impacts
Young Muslims are more politicised than their elders and may be impatient to seek a new style of leadership, leaving them vulnerable to adopting extremist ideologies.	Aims to work with young people 'at risk' by building their resilience and empowering them with leadership skills, to reduce the risk of them turning to extremism.	Youth development: training young people with leadership skills, communication and debating skills. Holding discussions to build religious political knowledge.	Participation of young people and potentially 'at risk' individuals in the project.	Young Muslims 'at risk' are equipped with knowledge, skills and have an opportunity to 'have a voice' in their community which makes them feel more empowered.	Young Muslims feel part of the local community and can influence decisions. Those 'at risk' reject violent extremist ideology.

Leicester City Council

The Prevent vision and narrative

Leicester City Council started delivering Prevent locally in 2007, as part of the pathfinder programme. The funding during the initial year was used to commission mapping research about Muslim communities, particularly women and young people. Since then, Leicester has worked to integrate Prevent with community cohesion, both in terms of vision and delivery, because they recognise and appreciate the overlap between the two agendas.

The officer working on Prevent sits within the Strong and Resilient Communities team, along with the community cohesion, new arrivals and neighbourhood working officers. Additionally, the community cohesion and Prevent action plans make reference to each other. The community cohesion strategy has five themes, and one of them relates to preventing violent extremism and tension between communities:

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- Theme 1. Living with others
 - Theme 2. Living with children and young people
 - Theme 3. Living in Leicester
 - Theme 4. Living with good services
 - Theme 5. Living without tension
 - Aim: addressing tensions both within and between communities
 - Aim: addressing the threat of all violent extremist activities

In Leicester, what this means in practice is that the locally delivered strategy has been renamed as 'Mainstreaming Moderation':

'We do not talk about Prevent in Leicester. Prevent for us created a number of issues in terms of creating a barrier that we felt was unhelpful, so we re-titled it and talk about moderation and the way in which we mainstream moderation as part of our community cohesion strategy.'

Although the focus of the agenda is undoubtedly on Muslim communities, activities delivered under the 'Mainstreaming Moderation' agenda are not only restricted to members of the Muslim community. Leicester feels that opening up Prevent activities to wider communities has been a critical success factor for the in delivering Prevent. Additionally, activities seek to ensure, that as a result of participation community members feel more integrated into life in Leicester.

'We can't ignore the fact that the prevent agenda is still focused on Al Qaida inspired extremism, which focuses on work with our Muslim communities. In our work, we take a Prevent approach and add a community cohesion aspect to it. If we work with vulnerable young people, we would try to integrate them more into the community, which gives it a community cohesion aspect...for example, there is a project that just started working with disengaged youth, not explicitly with Muslim young people. We don't want to label young people, having attended events with young people and know they don't like the label, the stigma attached it. You will find that issues facing Muslim youth are same as other youth – of course there are some specific issues, but the majority is the same.'

Building an evidence base

As mentioned above, Leicester commissioned mapping research about their Muslim communities, the results of which confirmed that they already had a good understanding of their communities. They have also recently commissioned research looking at Muslim converts, particularly converts from Afro Caribbean communities. The council's 'core demographics' book is also considered a valuable source of evidence. The council's knowledge and understanding of their communities is considered as important as their counter terrorism local profile.

Engaging with communities about Prevent

The local community's response to Prevent has been mixed, but not very disruptive. What tensions do exist do so because of other communities resentment of the funding available to Muslim communities or because of Muslim communities feeling labelled. In order to assuage these concerns, the council emphasises that Prevent is really about strengthening communities, an approach that has been successful in gaining buy-in.

The council is also working on a communications plan in order to assuage some of the concerns surrounding Prevent. The plan will seek to educate the council's partners on the PVE situation in the local area. This communication strategy would be targeted at a wide audience, including all council frontline workers, voluntary and community sector organisations, NHS staff, probation staff and teachers.

Addressing the Prevent objectives

Leicester reported having delivered a significant amount of work focused on building the capacity of Muslim communities. They have a Muslim Communities liaison consultant as well as a youth worker, both of whom work very closely with Muslim communities and statutory partners such as the Council and Police. Additionally, Leicester have commissioned STRIVE, a local community organisation, to deliver an empowerment programme to Muslim women which aims to help them learn skills to encourage them to speak up on issues that affect them in their communities and societies. One of the end products they hope to create is the establishment of a women's network. This work is delivered by two Muslim women from the Muslim community itself, who were chosen for their community links and their passionate engagement in the issues.

Leicester reported that they regarded objective two, disrupting those who promote violent extremism and supporting the institutions where they are active, as more relevant for the police and that their own work under this objective focused on building the knowledge and understanding of institutions such as colleges and universities about the Prevent strategy. Similarly, objective three is regarded as being covered by the Channel project.

Leicester also reported having hosted public dialogue events in conjunction with the outreach team at the Foreign and Commonwealth Office (FCO). The aim of the outreach programme is for FCO officials and Ministers to take part in discussions with British Muslims on foreign policy issues that cause them concern. The events open up space for informed debate and highlight how the government's foreign policies are not anti-Muslim - a myth often used by violent extremists in their attempts to radicalise others. This work is believed to be particularly effective since it allowed residents to engage with people at the heart of foreign policy making, so *"people actually feel like they are being listened to"*.

Additionally, the council also reported having a project called 'Articulate' delivered by the Federation of Muslim Organisations (an umbrella body) which engaged young Muslims to use media to express their views.

In Leicester, although projects are often Muslim community focused, they are also open to non-Muslims. For example, one project which consists of a combination of workshops and sporting activities (boxing sessions) includes non-Muslim young people as well.

Involving partners in the design and delivery of the Prevent action plan

Leicester recognise the importance of input from young people and have plans in place to ensure that young people are involved in evaluating Prevent work which shapes the Action Plan.

'You cant take a plan to young people, you need to make it young people friendly – they have to be involved.'

Leicester also reported that the Mainstreaming Moderation Forum, which is a sub group of the Safer Leicestershire Partnership that delivers the agenda, consists of a combination of statutory and voluntary and community sector partners. The Federation of Muslim Organisations is represented on this forum as are other smaller voluntary and community sector groups. For Leicester, their involvement of the voluntary and community sector represents good practice that other boroughs can learn from:

'We've always had VCS sector involved and that's really important because we need to understand communities and they have the best knowledge. We're quite reliant on them, they're involved in all decision making areas – it's quite prominent. It's based on existing relationship that has been around for a long long time. I've been to prevent meetings in other areas and often there is no one there from that sector.'

With regards to commissioning the council reported having a two-pronged approach. A number of voluntary and community organisations that the council has long standing good relationships with often used to approach them with proposals for Prevent activities. However, now that the council have a risk based action plan with priority areas for action, community group's proposals have to demonstrate how these priority areas are being addressed. The council have also more recently started designing specifications for projects which are sent out to all community groups they are aware of. The council feel that this new approach helps ensure that the process is fair and transparent:

'If we commission out its easier to justify the group that delivers it. Otherwise when it's just through groups we know or come to us, other groups can mind.'

Monitoring and evaluating Prevent activity

At Leicester there is a dedicated monitoring officer in place which has made the task of monitoring easier: *'In the early days when we didn't have monitoring officer, it was very hard to see if someone had done something or not.'* Additionally, the commissioning officer also makes occasional trips to observe and participate in project activities.

Leicester also asks project deliverers to conduct self-evaluations. Additionally, the city is also working on an evaluation framework based on national guidance which will then be used by the monitoring officer to conduct evaluations of the projects. Identifying good practice is regarded as very important by the city because *'if we see that a project has worked well, we then want to know how that learning can be transferred to other projects.'*

Deradicalisation approaches

Active Change Foundation (ACF)

The fact that ACF was founded by the Qadir brothers who were previously involved in extremism report having had a history of extremist thinking, does, in their opinion, make them the right people to be delivering deradicalisation work. They recruit vulnerable young people by sending outreach workers who are also ex gang members or extremists to connect with young people in the community and identify those that appear to be at risk of radicalisation. Recruitment also takes place in pool halls or youth clubs. In Brent, Prevent project deliverers also identify vulnerable young people who are participating in projects and refer them on to ACF.

Once young people are identified, they are invited to come along to the ACF youth club which acts as a safe space to talk about what types of projects and activities the young people can get involved in. One of the tenets of ACF's approach to deradicalisation is taking the time to establish trusting relationships with the young people.

Understanding how extremist organisations operate is at the centre of how ACF functions and they use this to mirror the techniques of extremist recruitment. Just as extremist recruiters identify vulnerable or isolated young people and build an emotional connection that encourages participation in their activities, so does the ACF. For example by taking the young people away from London to the countryside in order to reach out to them – but in a positive way. ACF understand that disaffection and the perception that society does not value them, can be motivators for young people to get involved in organisations that offer them alternatives. ACF use those feelings to elicit positive change. More specifically, ACF value the young people's desire to be able to constructively challenge authority and build it into their projects.

ACF's project activities include training around confidence building, public speaking, media, constructively challenging arguments, and interaction with decision-makers. Where young people have questions about theology they are provided with a broader conceptual understanding than the narrow one used by extremist recruiters. All this is felt to contribute to young people's ability to challenge extremist recruiters if they are approached. Building a 'supportive' network is another method used by extremist organisations and individuals to draw in vulnerable young people. By replicating this model, and developing their own network of young people, ACF creates an alternative network of young people who can support each other.

STREET

STREET are involved in deradicalisation and rehabilitation work with young people vulnerable to radicalisation and report that their intervention model has been independently evaluated as one of the best in the field. They have identified three internal factors, emotional well being, social exclusion and perceived grievances and injustices, as well as two external factors, foreign policy and extremist ideology, that they believe make young people vulnerable to radicalisation. These factors also include a set of 60 sub factors and each individual is regarded as having a unique permutation of factors that determines whether he or she is at high, medium or low risk. It is based on this risk assessment that a personalised intervention package is developed. The organisation feels that the fact that they develop personalised intervention packages sets them apart from other organisations that also conduct deradicalisation work:

'A lot of Prevent projects play to their strengths. For example, if they are integration specialists, or about theological deconstruction then they will do just that with young people, but we're being holistic. We assess all factors and provide a full package of interventions.'

The Street deliver four different workstreams. The first is sports and recreation activities which are used as a tool to consult with young people and identify any issues that may be simmering. Some of the topics discussed at the beginning of such activities include the importance of being good neighbours, of safeguarding young people and of doing well in school. The second workstream is a youth centre based in Kennington which is regarded by young people as a 'neutral' and 'safe' space to come together. Having this tangible space available for young people is considered very important because mosques and other

community centres are not perceived as 'neutral' places by these young people. Counselling, mentoring and 'deconstruction' work is the third workstream and consists of one-to-one work with those young people most at risk. Deconstructing methods are straightforward and young people are asked to discuss their experiences, why they may have offended and what their views are. These views are then challenged and reconstructed by counsellors. There are two counsellors and the factors that guided their recruitment were that they have a '*strong understanding of lived reality, know what the issues are, and that they care.*' The final workstream consists of a head office ongoing deconstruct programme which develops counter narratives to those that are promulgated by extremist groups.

At risk young people are referred to STREET, either through formal channels such as through London probation, the police and through the Channel project. Informal referrals tend to come from schools or are self referrals. A number of factors that make STREET's approach to deradicalisation better than other approaches were identified. The first was the outcomes that they have achieved which include having successfully completed thirty five interventions with at risk young people, i.e. young people who were expressing extremist views and have now retracted them. The fact that the team come from a background with in-depth understanding of theological and contextual issues that affect young people was also regarded as giving the organisation credibility. Additionally, the fact that the team consists of a combination academic expertise and strong outreach and community workers was also regarded as a key strength of the organisations approach.