



HM Government

# Counter-Extremism Strategy

Cm 9148





# Counter-Extremism Strategy

Presented to Parliament  
by the Secretary of State for the Home Department  
by Command of Her Majesty

*This Command Paper (Cm 9148), has been published to replace the  
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October 2015

Cm 9148

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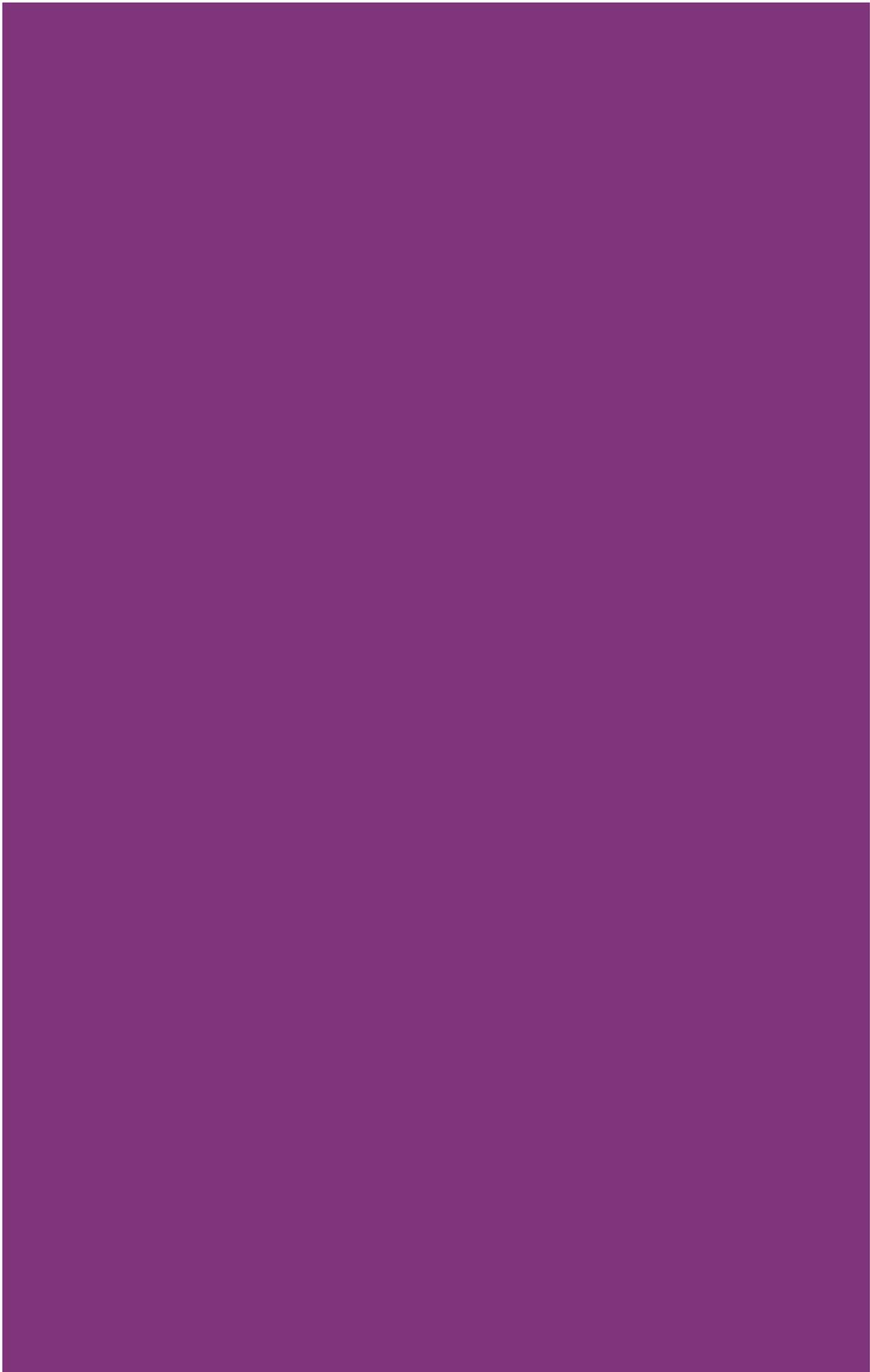
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## The Devolved Administrations

The strategy deals with devolved matters and we will work closely with the devolved Governments on how it should apply to Scotland and Wales. Where measures in the strategy deal with devolved matters and require legislative change this will be agreed with the devolved governments in accordance with the devolution settlements.

The strategy will not extend to Northern Ireland at this stage. We will continue to work closely with the Northern Ireland Office and the Northern Ireland Executive to share ideas and best practice. We remain open to the possibility that the strategy could be extended to Northern Ireland in the future if that has the support of the devolved institutions.



## Prime Minister Foreword



Over generations, we in Britain have built something extraordinary: a successful multi-racial, multi-faith democracy. Our country today is more vibrant, buoyant and diverse than ever before in our history. There is still more to be done to defeat racism, promote genuine equality of opportunity and build a more cohesive society. But I believe it is right to say that Britain is on the rise, strong and growing stronger with each new day.

Our success is underpinned by our distinct, British values – the liberty we cherish, the rights we enjoy and the democratic institutions that help protect them. Our freedoms have been hard-won and throughout our long history, we have come together to defeat those who sought to undermine them, to threaten our values and way of life.

Alongside our values, we have together forged an increasingly inclusive identity. In our country, people should have no difficulty in identifying themselves as a proud Sikh, or Jew, or Muslim, Hindu or Christian as well as being a proud Brit. This is precious, and we must build on it still further.

One of the greatest threats we face is the scourge of extremism from those who want to divide us. We see it in sickening displays of neo-Nazism, Islamophobia, antisemitism and, of course, Islamist extremism.

The fight against Islamist extremism is, I believe, one of the great struggles of our generation. In responding to this poisonous ideology, we face a choice. Do we close our eyes, put our kid gloves on and just hope that our values will somehow endure in the end? Or do we get out there and make the case for those values, defend them with all that we've got and resolve to win the battle of ideas all over again?

In the past, I believe governments made the wrong choice. Whether in the face of Islamist or neo-Nazi extremism, we were too tolerant of intolerance, too afraid to cause offence. We seemed to lack the strength and resolve to stand up for what is right, even when the damage being done by extremists was all too clear.

The publication of this Counter-Extremism Strategy is a clear signal of the choice we make today. In government, we have already overhauled our approach so that it tackles both violent and non-violent extremism. We know that terrorism is really a symptom; ideology is the root cause. But the stakes are now rising. The menace of ISIL and the sophisticated efforts of extremists to groom and radicalise young British people demands a response of a different magnitude.

Our new strategy has four key pillars, part of an approach I set out in July 2015. We will vigorously counter extremist ideology – making sure every part of government is stepping up to the plate. We will actively support mainstream voices, especially in our faith communities

and in civil society. That means supporting all those who want to fight extremism, but are too often disempowered or drowned out in the debate. We will disrupt extremists, aggressively pursuing the key radicalisers who do so much damage. And we will seek to build more cohesive communities, tackling the segregation and feelings of alienation that can help provide fertile ground for extremist messages to take root.

Defeating extremism in all its forms is not something the state can do alone. We need the help of everyone, including our faith communities. We must be absolutely clear that when it comes to countering Islamist extremism, our strategy is not about criticising or attacking the religion of Islam or its followers. Our aim is to work in partnership to isolate the extremists from everyone else – and to stop them from driving a wedge between British Muslims and the rest of our society.

If we implement this strategy, if we build that partnership, I am confident that together we can defeat the extremists and build a more cohesive country for our children, our grandchildren and for every generation to come.

A handwritten signature in black ink, reading "David Cameron". The signature is written in a cursive, flowing style with a long horizontal stroke at the end.

**The Rt Hon David Cameron MP**  
Prime Minister

## Home Secretary Foreword



At the heart of this strategy is a partnership between government and all those individuals, groups and communities, who want to see extremism defeated. It is a partnership that will not only seek to counter the ideology spread by extremists, but will stand up for the shared values that unite us as a country: values that include democracy, free speech, mutual respect, and opportunity for all.

It is these values that allow us to enjoy our individual freedoms and to lead varied lives in diverse communities. But they also come with a responsibility to respect the rights of others to live as they choose.

Yet, in recent times, we have seen extremists operating at an unprecedented pace and scale, seeking to divide our communities and cause great harm.

Where this leads to violence the threat is all too apparent, from the 38 people murdered in Tunisia in June to the 17 people murdered in Paris in the attacks in January this year. The rise of ISIL is particularly alarming, driven in part by their sophisticated use of the internet and social media. More than 750 UK-linked individuals have travelled to take part in the Syrian conflict.

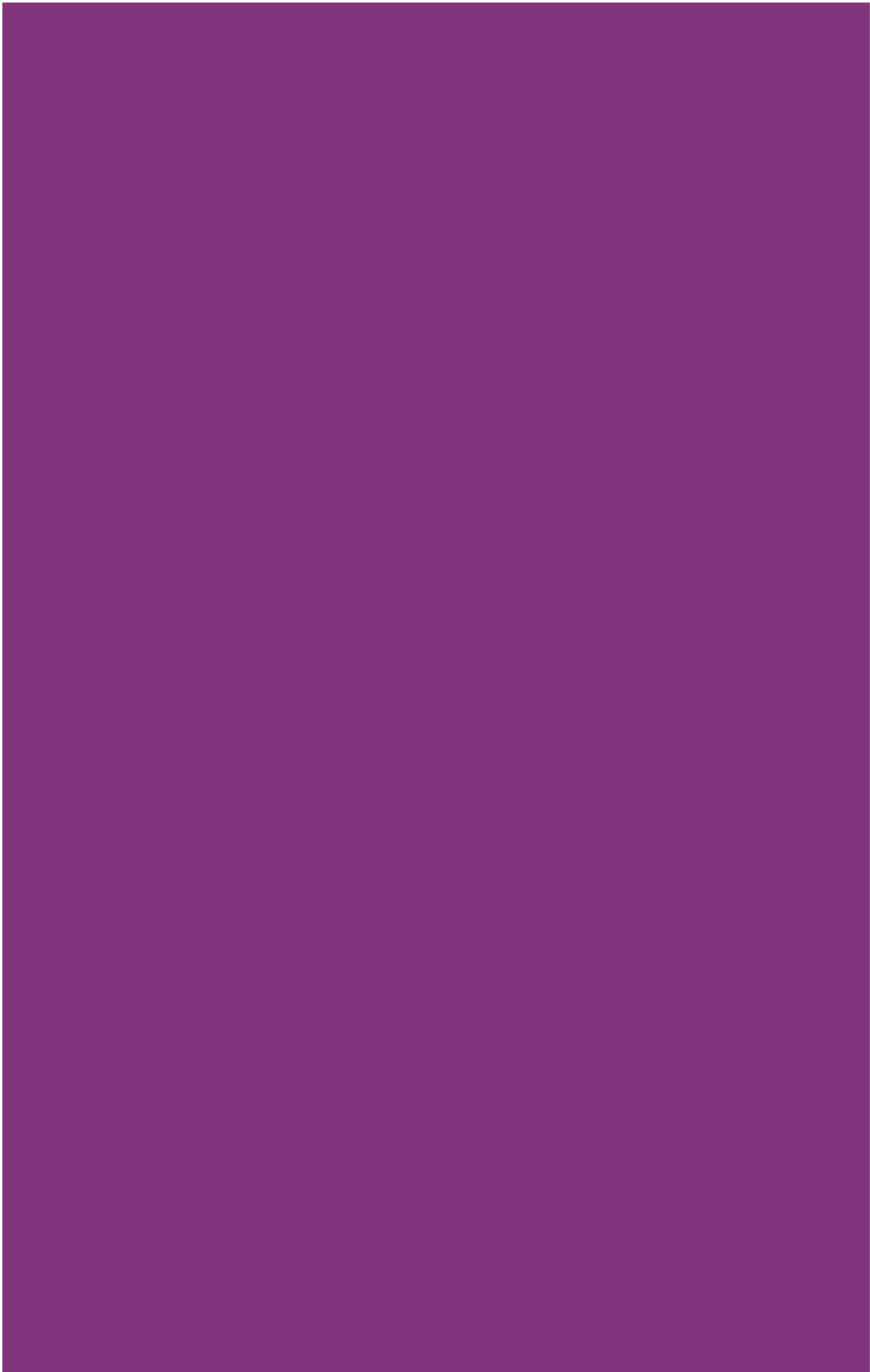
But the threat posed by extremists is not limited to violence, nor to Islamist extremism. The rise of neo-Nazi groups, and the increase in antisemitic and anti-Muslim hatred is deeply concerning. Where non-violent extremism goes unchallenged, the values that bind our society together fragment. Women's rights are eroded, intolerance and bigotry become normalised, minorities are targeted and communities become separated from the mainstream.

Such behaviour cannot go uncontested. A new approach is required to tackle this growing threat and protect people from the damage extremists cause. This strategy therefore addresses the full spectrum of extremism: violent and non-violent, Islamist and neo-Nazi – hate and fear in all their forms.

We will systematically confront and challenge extremist ideology, exposing it for the lie it is. And we will thwart its destructive consequences. We will disrupt all those who seek to spread hate and we will prosecute all those who break the law. But most importantly of all, we will stand up for all those who know that in Britain we are stronger together. Because when we join up all the voices of those who want to defeat extremism, they are louder and more powerful than the voices of those who seek to divide us.

This strategy sets out how we will work across government, and with individuals and groups across Britain, to defeat extremism in all its forms.

**The Rt Hon Theresa May MP**  
Home Secretary



# Chapter 1 – The Threat from Extremism

**Extremism is the vocal or active opposition to our fundamental values, including democracy, the rule of law, individual liberty and the mutual respect and tolerance of different faiths and beliefs. We also regard calls for the death of members of our armed forces as extremist.**

1. Life in our country is based on fundamental values that have evolved over centuries, values that are supported and shared by the overwhelming majority of the population and are underpinned by our most important local and national institutions. These values include the rule of law, democracy, individual liberty, and the mutual respect, tolerance and understanding of different faiths and beliefs.
2. All people living in Britain are free to practise a faith or to decide not to follow any faith at all. We are free to build our own churches, synagogues, temples and mosques and to worship freely. We are free to establish our own faith schools and give our children – boys and girls alike – the best education possible.
3. Our values are not exclusive to Britain, nor have they been arrived at by accident, or imposed from above. They have been shaped by our history. Our acceptance of the freedom of religious choice was born of religious conflict, which taught us that the alternative to tolerance is violence and bloodshed. Our support for democracy

developed over centuries as a guard against the abuse of power. Our belief in equality followed a history in which we have seen injustice, misery and damage caused by discrimination on the basis of religion, race, gender, disability or sexual orientation.

4. These values are under attack from extremists operating at a pace and scale not before seen. We will meet this challenge with a new and more assertive approach to defeat extremists. We will challenge their ideology, and defend and promote the values that unite us, not just because we are proud of these values, but because they are the means by which we have made a diverse, multi-racial, multi-faith society succeed. Our society works because we have responsibilities as well as rights. We all have the freedom to live how we choose, but in return it is vital that we respect the choices made by others.

*“Over generations, we have built something extraordinary in Britain – a successful multi-racial, multi-faith democracy. It’s open, diverse, welcoming – these characteristics are as British as queuing and talking about the weather.”*

Prime Minister, July 2015.

## The immediate threat

5. The greatest current challenge comes from the global rise of Islamist extremism. We see this in the violence of Al Qa’ida (AQ) and the Islamic State of Iraq and the Levant

(ISIL).<sup>1</sup> The appalling attack in Tunisia in June 2015 took the lives of 38 people, 30 of them British. More than 750 UK-linked individuals have travelled to take part in the Syrian conflict. Worryingly we have seen examples of women, children and families buying into ISIL's extremist narrative and travelling to live under their brutal regime. Islamist extremists have also inspired the overwhelming majority of over 40 terrorist plots which have been disrupted since the London bombings of 2005.

6. Islamist extremism is not the only threat, as seen by the vicious actions of a number of extreme right-wing and neo-Nazi groups. In 2013 Mohammed Saleem, an 82 year old British Muslim from Birmingham, was murdered by Pavlo Lapshyn,<sup>2</sup> an extreme-right fanatic who went on to bomb mosques in Walsall, Wolverhampton and Tipton. In January 2015, Zack Davies attempted to murder Dr Sarandev Bhambra in a racially-motivated attack in a supermarket in North Wales, and was sentenced to life in prison. He had claimed the attack was 'revenge for Lee Rigby', and extreme-right publications were found at his home.<sup>3</sup> The Government is determined that such violence, and the Islamophobia that underpins it, will be defeated and perpetrators brought to justice.

7. The loss of life through terrorism and murderous hate crime attacks are not the only dangerous consequence of allowing extremist ideas to go unchallenged. Where extremism takes root and our values are undermined the consequences are clear. The social fabric of our country is weakened. Violence goes unchallenged. Women's rights are fundamentally eroded. There is discrimination on the basis of gender, race,

religious belief or sexual orientation. There is no longer equal access to the labour market, to the law, or to wider society. Communities become isolated and cut off from one another. Intolerance, hatred and bigotry become normalised.

8. We are clear that this strategy will tackle all forms of extremism: violent and non-violent, Islamist and neo-Nazi.

*"Everybody in our country is equal and everybody is free to lead their lives as they wish. But our society does not just confer rights; it demands responsibilities of us too. You have the freedom to live how you choose to live – but you must also respect the freedom of others to live how they choose to live. That, I believe, is one of the most important reasons why this country is the best in the world to live in, whether you are Christian or Muslim, Hindu or Sikh, Jewish or of no religion at all, whether you're black or white, male or female, gay or straight."*

Home Secretary, March 2015.

## The harm extremism causes

9. Across the country there is evidence of extremists, driven by ideology, promoting or justifying actions which run directly contrary to our shared values. This causes harm to society in general and is used to radicalise vulnerable people. Increasingly extremists make sophisticated use of modern communications, including social media, to spread their extreme ideology and attract recruits in large numbers.

### Justifying violence

10. A range of extremists in the UK promote hatred of others and justify violence, even if they do not act violently themselves. UK-based Islamist extremists reject democracy and glorify actions by

<sup>1</sup> ISIL – this group is known by several names, including Daesh and Islamic State.

<sup>2</sup> [www.bbc.co.uk/news/uk-england-birmingham-24675040](http://www.bbc.co.uk/news/uk-england-birmingham-24675040)

<sup>3</sup> <http://www.bbc.co.uk/news/uk-wales-north-east-wales-34218184>

extremist groups such as ISIL. While not directly encouraging participation in violence (which would be illegal), they carefully portray violence as inevitable in achieving the desired end state required by their ideology. Similarly, the rhetoric used by extreme right-wing groups and speakers is often characterised by violent language. Groups speak of the existence of a ‘race war’ and the need to ‘smash’ their opponents, and even of ‘white jihad’. Their propaganda often uses the imagery of contemporary and historic terrorist and paramilitary groups.

For example:

*“If you fancy smashing Antifascist vermin with bricks, join the white gang and contact us.”*

A neo-Nazi group with more than 1,500 followers on Twitter.

*“You’re living in the West. Unlike us, you’re blessed that you can cause terror in the hearts ... of the Kufaar<sup>4</sup>, ... So rise up my brothers, rise up.”*

The video of a Syria-based UK terrorist, viewed over 55,000 times.

### Promoting hatred and division

11. Many hate crimes are motivated by extremist ideologies, often propagated by individuals who make a careful effort to stay just within existing legal parameters, exploiting the very freedoms they claim to despise in order to undermine our society. For example:

- videos by one Islamist extremist have been viewed more than 5,000 times on YouTube, including his claim that unbelievers (or ‘Kufaar’) are *“not worth anything, less than an ant, less than an insect, less than a dog. A dog has more*

*honour than a Kafir and at least the dog he’s loyal to you.”*

- videos by one extreme right group, viewed more than 59,000 times, argues that *“The only viable option on the table... is to remove Islam from Britain.”*
- one video, viewed more than 3,000 times, features an extreme right-wing speaker online arguing publicly that Jews were behind *“a conspiracy to alter the ethnic make-up of Britain. A conspiracy committing genocide against the white people. A conspiracy to exterminate the white people.”*
- another video, viewed more than 9,000 times, shows a speaker at an anti-Muslim rally in Newcastle describing Islam as a *“disgusting, backward, savage, barbarian, supremacist ideology masquerading as a religion.”*

12. This intolerance has translated into hate crime. Although overall crime in the UK has fallen by 31% since 2010,<sup>5</sup> reported hate crime has risen by 18%, with more than 52,500 hate crimes recorded by the police in England and Wales in 2014/15.<sup>6</sup> While in part this trend is explained by improved reporting and greater understanding among the police,<sup>7</sup> it remains deeply worrying.

13. While national statistics on hate crimes against different faith groups are not currently collected, data from the Metropolitan Police Service gives a powerful sense of the challenge, showing a 70% annual rise in reported anti-Muslim hate crime and a rise of 61% in reported antisemitic hate crime.<sup>8</sup>

<sup>4</sup> Kafir (pl. Kufaar): Literally, “the one who denies” belief in Allah; infidel, unbeliever.

<sup>5</sup> Crime Survey for England and Wales year ending June 2015 <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-june-2015/stb-crime--ye-june-2015.html>

<sup>6</sup> Home Office Statistical Bulletin, Hate Crime, England and Wales (13 October 2015).

<sup>7</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/364198/hosb0214.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364198/hosb0214.pdf)

<sup>8</sup> <http://www.met.police.uk/crimefigures/>

14. A number of charities also record cases of specific types of hate crime. The Community Security Trust recorded 1,265 antisemitic incidents between March 2014 and February 2015 – an unprecedented figure for a twelve-month period.<sup>9</sup> This includes 95 assaults and three incidents of extreme violence. Tell MAMA, an organisation which records and measures anti-Muslim incidents in the UK, recorded 548 anti-Muslim incidents between March 2014 and February 2015 including six cases of extreme violence and 21 assaults. In 2013/14 two fifths of all recorded anti-Muslim incidents had links to extreme-right groups.<sup>10</sup>

15. Recognising that hate crime is a serious and persistent issue, the government is committed to developing a new hate crime action plan, working in partnership with communities to ensure we have strong measures to stop and respond to these deplorable crimes. For the first time, the police will provide a breakdown in religion-based hate crime data to help forces build community trust, target their resources and enable the public to better hold them to account.

*“There are places in Britain today, where people suffer hatred and violence because of their race, religion or sexuality; women may be denied equal access to rights that most take for granted; and children are taught to despise the shared values that we are proud to live by.”*

Lord Ahmad, October 2015.

### Encouraging isolation

16. Extremist ideologies can also encourage individuals and groups to live separate

<sup>9</sup> Community Security Trust Antisemitic Incident Report, January to June 2015. <https://cst.org.uk/data/file/5/5/Incidents-Report-2014.1425053165.pdf> [https://cst.org.uk/data/file/0/e/Incidents\\_Report\\_-\\_Jan-June\\_2015.1438092642.pdf](https://cst.org.uk/data/file/0/e/Incidents_Report_-_Jan-June_2015.1438092642.pdf)

<sup>10</sup> [www.tellmamauk.org/category/reports/](http://www.tellmamauk.org/category/reports/)

lives, to distance themselves from society, institutions and shared values. This isolation can cause alternative values, structures and authorities to gain prominence, which permits a range of harmful behaviour to occur.

### Alternative systems of law

17. Many people in this country of different faiths follow religious codes and practices, and benefit from the guidance they offer. Religious communities also operate arbitration councils and boards to resolve disputes. The overriding principle is that these rules, practices and bodies must operate within the rule of law in the UK. However, there is evidence some Shari’a councils may not follow this principle and that Shari’a is being misused and applied in a way which is incompatible with the law.

18. There are reports of men and women being charged different fees for using the same service,<sup>11</sup> and women facing lengthier processes for divorce than men. Most concerning of all, women are unaware of their legal rights to leave violent husbands<sup>12</sup> and are being pressurised to attend reconciliation sessions with their husbands despite legal injunctions in place to protect them from violence.<sup>13</sup> There is only one rule of law in our country, which provides rights and security for every citizen. We will never countenance allowing an alternative, informal system of law, informed by religious principles, to operate in competition with it.

### Rejecting the democratic system

19. Extremists have attempted to coerce people not to participate in our democratic

<sup>11</sup> Fehmida Abbas, Shakti Women’s Aid: Evidence in support of Baroness Cox’s Arbitration and Mediation Services (Equality) Bill.

<sup>12</sup> Tahmina Saleem, Inspire: Evidence in support of Baroness Cox’s Arbitration and Mediation Services (Equality) Bill.

<sup>13</sup> Bano, S. Muslim Women and Shari’ah Councils, Transcending the boundaries of community and law, Palgrave, 2012 page 211.

system or to subvert our democratic processes. In 2010 a group in the West Midlands warned British Muslims not to vote in the general election, distributing flyers that argued it was “haram” or forbidden to participate in Parliamentary elections.<sup>14</sup> During the 2015 general election, a campaign targeting British Muslims called “Stay Muslim Don’t Vote” used leaflets and posters claiming that voting “for man-made law” was forbidden under Islam.<sup>15</sup> Extremists do not simply encourage apathy or argue that existing political process is flawed. Instead, they reject the very principles upon which democracy is based, forbidding participation on the grounds that democracy has no place in their extremist worldview.

### Harmful and illegal cultural practices

20. Practices such as Female Genital Mutilation, Forced Marriage and so-called Honour-Based Violence are extreme forms of violence against women and girls, and are deeply harmful, both physically and psychologically. Between 2010 and 2014, 11,744 incidences of so-called Honour Based Violence were recorded.<sup>16</sup> In 2014 the Government’s Forced Marriage Unit dealt with more than 1,250 cases.<sup>17</sup> And in 2014 it was estimated that 170,000 women in England and Wales were living with the consequences of Female Genital Mutilation (FGM), a practice with devastating effects which all too often stems from a wider view that denies women core human rights.<sup>18</sup> While the Government has taken stringent steps to clamp down

<sup>14</sup> ‘Warning over Muslim call not to vote’ (2010) [http://news.bbc.co.uk/1/hi/uk\\_politics/election\\_2010/england/8614094.stm](http://news.bbc.co.uk/1/hi/uk_politics/election_2010/england/8614094.stm)

<sup>15</sup> [www.youtube.com/watch?v=VmrtATe9V2c&feature=youtu.gdata](http://www.youtube.com/watch?v=VmrtATe9V2c&feature=youtu.gdata)

<sup>16</sup> [www.ikwro.org.uk/right-know-campaign/](http://www.ikwro.org.uk/right-know-campaign/)

<sup>17</sup> Forced Marriage Unit, Statistics on Forced Marriage for 2014, FCO.

<sup>18</sup> *Female Genital Mutilation: Updated statistical estimates of the numbers of affected women living in England and Wales and girls at risk. Interim Report on provisional estimates*, City University London, July 2014.

on these practices, including through our strategy to tackle Violence Against Women and Girls,<sup>19</sup> we must tackle the root causes that mean certain communities continue to propagate such harmful practices.

### Evidence of extremism in our institutions

21. There is evidence that our institutions are increasingly targeted by extremists, who look to use them to spread their ideology.

#### Schools

22. In April 2014, Peter Clarke, a former senior police officer, was appointed by the Government to investigate allegations that extremists had gained control of several schools in Birmingham – the ‘Trojan Horse’ plot. His detailed report found evidence of “*co-ordinated, deliberate and sustained action... to introduce an intolerant and aggressive Islamic ethos*”.<sup>20</sup> His report described extremists gaining positions on governing bodies and joining the staff, unequal treatment and segregation of boys and girls, extremist speakers making presentations to pupils, and bullying and intimidation of staff who refused to support extremist views. In total around 5,000 children were in institutions affected.

23. Further work by Ofsted and the Department for Education has identified unacceptable practices elsewhere. Ofsted’s Chief Inspector published advice in October 2014 on the inspection of six independent Muslim schools and one maintained secondary school in East London. They found

<sup>19</sup> A Call to End Violence Against Women and Girls, Action Plan 2014, <https://www.gov.uk/government/publications/a-call-to-end-violence-against-women-and-girls-action-plan-2014>

<sup>20</sup> Peter Clarke, July 2014, Report into Allegations concerning Birmingham schools arising from the ‘Trojan Horse’ letter. [www.gov.uk/government/publications/birmingham-schools-education-commissioners-report](http://www.gov.uk/government/publications/birmingham-schools-education-commissioners-report)

evidence that pupils believed it was wrong to learn about other religions, were not taught art, music or drama and had a “narrow view” of women in society, and concluded that pupils in these schools may be vulnerable to extremist influences and radicalisation.<sup>21</sup> Ofsted have also found evidence that a small minority of faith schools of different types are failing to promote fundamental British values in line with toughened requirements.<sup>22</sup>

**24.** We are also concerned about other educational settings, including supplementary schools and tuition centres. It has been estimated that there are over 3,000 supplementary schools in England<sup>23</sup> providing education and activities for children. Most of these provide important support to children, for example in maths or a foreign language. And many provide religious and moral guidance that families find valuable. The Government values and supports the role these organisations play in society. However, there is little regulation or oversight of supplementary schools and tuition centres and limited information on the practices within them. Reports indicate that in some settings parents do not know what their children are being taught or feel unable to challenge the teaching; and pupils may be at risk of being presented with, and believing, twisted interpretations of their religion. These issues heighten the potential risks for such settings to be exploited by extremists.

## Universities

**25.** Universities and colleges are places where open debate and the exchange of ideas and opinions are essential. This makes

them one of our most important arenas for challenging extremist views and ideologies. We cherish the freedom universities offer to debate all ideas, a freedom enshrined in legislation.<sup>24</sup>

**26.** But this freedom can be abused by extremists. We know that some students are and have been influenced by extremist ideology and that some universities have been the focus of attention by extremist speakers. Closed events without challenge on or off campus are a particular concern, with extremists still able to convene student audiences and promote their ideology without also hearing the views of the mainstream majority. The rhetoric from some of these individuals and groups can be divisive and intolerant, espousing hatred towards others based on their faith, ethnicity, gender or sexual orientation.

**27.** In 2014, we know that at least 70 events took place featuring extremist speakers, both on and off campus across more than 30 different institutions in England and Wales.<sup>25</sup> A report on diversity and divergence in one university suggested officers in the Islamic Society rejected holding internal elections, discriminated against individuals they considered un-Islamic, did not give equal weight to the views of women and would not engage with the university’s female Muslim employees.<sup>26</sup>

## Local authorities

**28.** Local authorities have a key role to play in protecting communities against extremism, yet in some areas, more needs to be done to address concerns in a decisive and effective way. For example, in Birmingham, Peter

<sup>21</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/386594/Tower\\_20Hamlets\\_20advice\\_20note.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/386594/Tower_20Hamlets_20advice_20note.pdf)

<sup>22</sup> <https://www.gov.uk/government/news/guidance-on-promoting-british-values-in-schools-published>

<sup>23</sup> The National Resource Centre for Supplementary Education [www.supplementaryeducation.org.uk/supplementary-education-the-nrc/](http://www.supplementaryeducation.org.uk/supplementary-education-the-nrc/)

<sup>24</sup> Education Act 1986 and Further and Higher Education (Scotland) Act 2005.

<sup>25</sup> Home Office, 2015.

<sup>26</sup> [http://www.westminster.ac.uk/\\_data/assets/pdf\\_file/0006/386061/Diversity-and-Divergence-Independent-Panel-Report.pdf](http://www.westminster.ac.uk/_data/assets/pdf_file/0006/386061/Diversity-and-Divergence-Independent-Panel-Report.pdf)

Clarke found that the council failed to respond to extremism in schools under its control, despite evidence of *“particular behaviours by governors and governing bodies that [did] not appear to be in the best interests of the schools which they should serve.”*<sup>27</sup>

**29.** Beyond the direct threat of extremism, local authorities have an important role to prevent isolation and segregation within communities. In Tower Hamlets, the special election court concluded that Mayor Lutfur Rahman had breached election rules and was guilty of corrupt and illegal practices, including vote-rigging, undue spiritual influence through local imams, and wrongly branding his Labour rival a racist. In Rotherham, councillors did not engage with the Pakistani-heritage community to address issues about the ethnicity of child sexual exploitation perpetrators and victims, which contributed to the unforgiveable failure of the Council and others to properly tackle the abuses.<sup>28</sup>

### Charities

**30.** Extremists also seek to exploit charities. The Charity Commission<sup>29</sup> completed 19 reviews of charities in 2014/15 where there were serious concerns about abuse and mismanagement linked specifically to extremism or radicalisation. For example, in 2015 the Commission found a charity hosting material online that legitimised the killing of gay people and encouraged the killing of Muslims in certain circumstances. As part of its inquiry, the regulator concluded that the trustees were too slow in implementing new policies designed to ensure extremism and hate material is not promoted, despite acting

quickly to take the charity’s website offline when the material came to their attention.<sup>30</sup>

**31.** In 2013, the Charity Commission learned that a student union society, in conjunction with an aid charity, had organised a fundraising event due to feature hate speakers. The speakers were known to promote extremist views and attitudes towards women, homosexuality and Judaism. Following Charity Commission intervention the event was cancelled and the Commission worked with the charities to ensure they had more robust safeguards in place.<sup>31</sup>

### Prisons

**32.** As of the end of June 2015, there were 182 offenders convicted of, or on remand for, offences linked to terrorism and extremism in prisons in England and Wales.<sup>32</sup> They include people who hold neo-Nazi views and Islamist extremists. A wider group of prisoners hold extremist views but have been convicted for offences other than terrorism. And a much wider group of offenders are vulnerable to those promoting extremist ideologies while in prison. Peer-to-peer radicalisation is a particular concern, as is the activity of groups such as Al-Muhajiroun which has specifically targeted prisoners and those on probation. There are approximately 1,000 prisoners whose behaviour in custody gives cause for concern around extremism.<sup>33</sup>

**33.** Whilst the growth of violent Islamist extremism and the terrorist threat it poses is the greatest risk our country faces from extremism, the evidence above demonstrates the breadth of the challenge we face. Neo-Nazi extremism promotes violence beyond terrorism, with appalling levels of hate crime

<sup>27</sup> Peter Clarke, July 2014, Report into Allegations concerning Birmingham schools arising from the ‘Trojan Horse’ letter. [www.gov.uk/government/publications/birmingham-schools-education-commissioners-report](http://www.gov.uk/government/publications/birmingham-schools-education-commissioners-report)

<sup>28</sup> Independent Inquiry into Child Sexual exploitation in Rotherham 1997-2013. [www.rotherham.gov.uk](http://www.rotherham.gov.uk)

<sup>29</sup> Charity Commission for England and Wales.

<sup>30</sup> Charity Commission, 2015.

<sup>31</sup> Charity Commission, 2015.

<sup>32</sup> National Offender Management Service, 2015.

<sup>33</sup> Ministry of Justice, 2015.

carried out against minority communities. Extremists who are careful to avoid directly supporting violence, nevertheless create an environment in which division and hatred is propagated.

**34.** Isolated communities provide the background against which harmful and illegal cultural practices continue to take place unchallenged, in which basic rights, such as equal access and treatment under the law can be denied and participation in fundamental democratic institutions is discouraged. They can also provide an environment in which extremist ideologies – violent and non-violent – prosper.

**35.** That is why this strategy will address all forms of extremism: violent and non-violent, Islamist and extreme-right. It is also why simply countering the extremists' ideologies is not enough on its own. Through this strategy we will work to assert and promote the shared values of our society, values that unite us.

**36.** Government cannot do this alone. At the centre of this strategy is the same open, inclusive and pluralistic proposition that is at the centre of our national values. We will work in partnership, with every person, every organisation, from every walk of life, who understands the benefits of our shared values and wants to stand up for them, to defeat extremism.

*“Whether you are Muslim, Hindu, Jewish, Christian or Sikh, whether you were born here or born abroad, we can all feel part of this country – and we must now all come together and stand up for our values with confidence and pride.”*

Prime Minister, July 2015.

## Chapter 2 – Our Strategic Response

**37.** The UK has worked hard to counter the violent extremism that is directly linked to the terrorist threat this country faces. That work will continue and increase to match the growing threat from ISIL and associated terrorist groups as they seek to radicalise increasing numbers of people in the UK to join them.

**38.** That is why the Government has introduced the new statutory Prevent duty, so that all local authorities, schools, universities and colleges, NHS Trusts and Foundation Trusts, police, probation services and prisons are clear that they must take action to prevent people being drawn into terrorism.

**39.** This strategy builds on that work, but it also recognises that we must go further. We must counter the ideology of non-violent and violent extremists alike. We must continue our efforts to tackle neo-Nazi as well as Islamist extremism and respond better to the growing problems of hate crime in our communities. Just as important is addressing the underlying problem of segregated and isolated communities that can provide an environment in which extremism can take root, and allow the continuance of illegal, violent, cultural practices such as FGM.

**40.** To deal with the broad challenge of extremism as set out in Chapter 1, we will focus on four areas:

- **Countering extremist ideology** – We will continue to confront and challenge extremist propaganda, ensuring no space goes uncontested, including

online, promoting a better alternative, and supporting those at risk of radicalisation.

- **Building a partnership with all those opposed to extremism** – We will go further to stand with and build the capacity of mainstream individuals, community organisations and others in our society who work every day to challenge extremists and protect vulnerable individuals.
- **Disrupting extremists** – We will create new targeted powers, flexible enough to cover the full range of extremist behaviour, including where extremists sow division in our communities and seek to undermine the rule of law.
- **Building more cohesive communities** – We will review, understand and address the reasons why some people living here do not identify with our country and our values. A new Cohesive Communities Programme will help those communities most at risk of isolation.

**41.** The overriding purpose of this strategy is to protect people from the harm caused by extremism. To achieve this, we will work in partnership with all those dedicated to tackling extremists. Wherever possible we will act locally, recognising that many of the most effective projects and most credible voices are those in the communities themselves. We will also act with confidence, unapologetically defending our shared values and robustly confronting extremists.

## Engaging internationally

42. This strategy focuses on extremism at home but recognises that the flow of people, ideology and money is increasingly international. **We will develop a clear plan of international work to reinforce our efforts to defeat extremism at home.** We will also campaign to build a more robust international response to counter extremist ideology and propaganda and continue to focus on strengthening international bodies and our partners. This will be a key priority for our network of diplomatic missions, working through international institutions such as the United Nations, the Commonwealth and the European Union and through government and civil society partners. In particular, this will include steps to:

- counter extremist ideology: we will use our international network to better understand the nature and appeal of extremist ideology, learning from and sharing international best practice to improve the effectiveness of our response;
- build partnerships with all those opposed to extremism: we will expand our partnerships with governments and multilateral groups overseas to reduce the threat to the UK via concerted international action including tackling extremism online; and
- disrupt extremists: we will strengthen data sharing arrangements with our overseas posts to ensure that key decision makers – including visa officials – are fully informed about individuals’ links to extremist groups. This will involve particularly close collaboration with the Extremism Analysis Unit.

43. We will work with our international partners to support implementation of the United Nations Secretary General’s Action

Plan on Preventing Violent Extremism which is intended to frame what all UN member states and agencies are expected to do to tackle violent extremism. This effort will include building the capacity of international institutions and our partners, to reduce the extremist threats to UK interests emanating from overseas and thereby reinforce delivery of this strategy.

44. We will also ensure that our aid programmes address the underlying drivers, enablers and narratives of extremism, particularly through efforts to build stability and security overseas. We will use the joint Conflict, Stability and Security Fund to enable greater work across Government to address transnational threats such as extremism.

45. Finally, we will support collective efforts across government to engage and positively influence British communities, explaining the UK’s foreign, security and development work, and raising awareness of the impact it has overseas.

## Building understanding

46. Our approach will always be informed by an understanding of the way extremists work, their ideologies and the harm they cause. Within the Home Office we have now established the Extremism Analysis Unit to support all government departments and the wider public sector to understand wider extremism issues so they can deal with extremists appropriately. We will continue to learn from existing capabilities to assess and analyse the terrorist threat, including the work of the Joint Terrorism Analysis Centre. To further strengthen the evidence base, **we will work closely with academics and universities, commissioning and part-funding research.**

47. The Extremism Analysis Unit will work closely with the Foreign and Commonwealth

Office (FCO) and the Department for International Development (DFID), recognising that the extremism we see here is often shaped by and connected to extremism elsewhere in the world, including the movement of individuals, ideology, and funding.

48. In some cases there is evidence of a problem, but we have an inadequate understanding of all the issues involved. As set out in paragraph 17, one example of this involves the application of Shari'a law. We will therefore commission an **independent review to understand the extent to which Shari'a is being misused or applied in a way which is incompatible with the law**. This is expected to provide an initial report to the Home Secretary in 2016.

49. Another example, as highlighted by Peter Clarke, is our inadequate understanding of the way institutions can be targeted by extremists. **We will therefore carry out a full review to ensure all institutions are safeguarded from the risk posed by entryism.**<sup>34</sup> This will report in 2016 and look across the public sector, including schools, further and higher education colleges, local authorities, the NHS and the civil service. The review will clearly set out the risk posed and advise on measures to guard against entryism, for example by improving governance, inspection and whistle-blowing mechanisms. It will also engage charities and businesses to help them identify and tackle entryist behaviour.

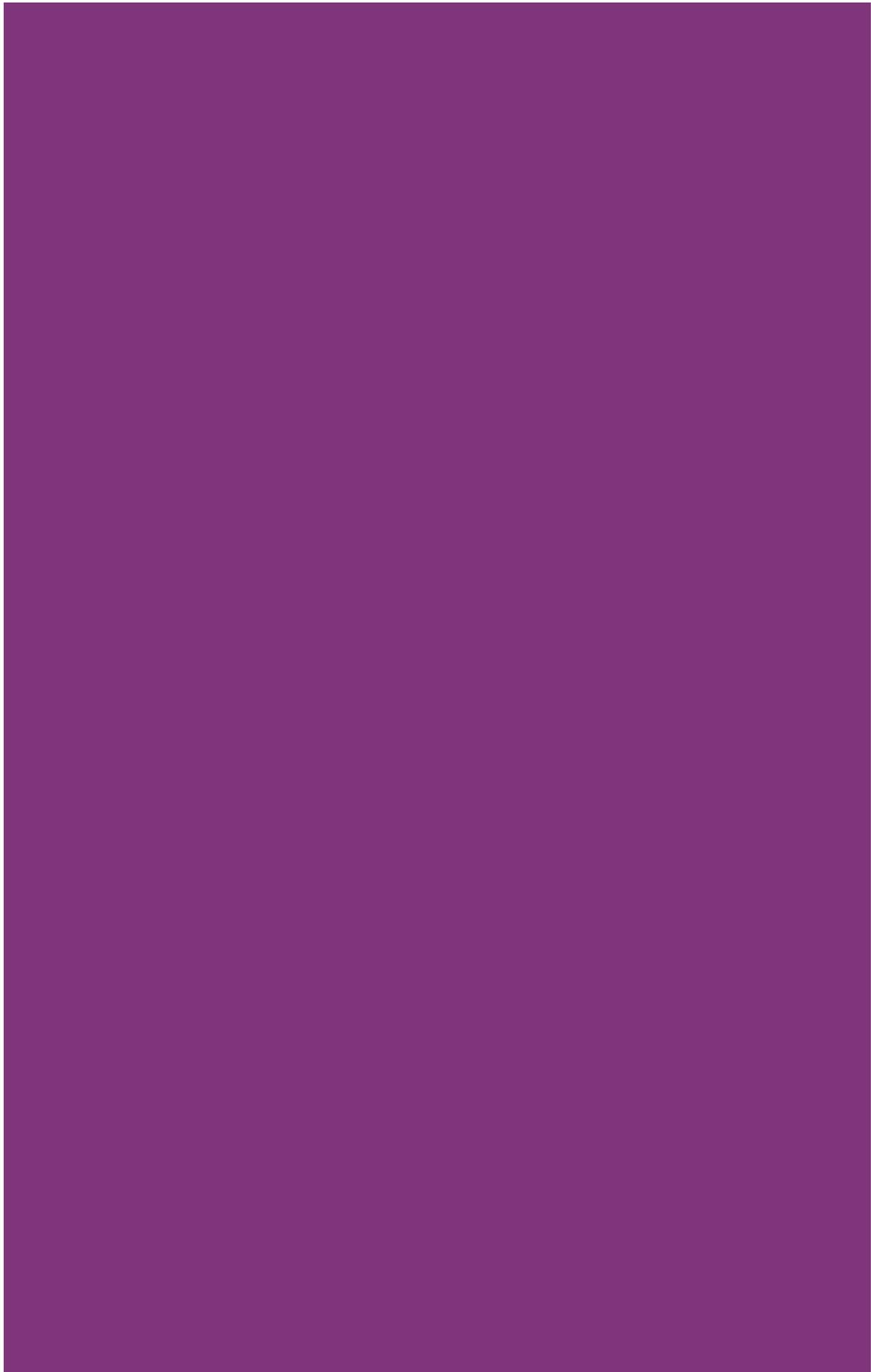
## A rigorous approach to delivery

50. Challenging extremism is a priority and will need action by everyone. Arrangements are already in place to coordinate our

counter-terrorist work across the many departments and agencies who are involved, here and overseas. In government, the Home Office has lead responsibility and has established a new directorate to coordinate wider aspects of counter-extremism work across government, working with civil society, industry and international partners. However, successful implementation of this strategy will require all parts of government to play their part.

51. The Prime Minister chairs a regular Cabinet-level Implementation Taskforce to oversee delivery of counter-extremism work across government including the commitments in this strategy.

<sup>34</sup> Entryism is when extremist individuals, groups and organisations consciously seek to gain positions of influence to better enable them to promote their own extremist agendas.



## Chapter 3 – Countering Extremist Ideology

52. There is no single model of radicalisation: the process is unique for each individual. However, in general terms three elements are present: a vulnerable person will be introduced to an *extremist ideology* by a *radicalising influencer (typically an extremist individual)* who in the absence of protective factors, such as a supportive network of family and friends, or a fulfilling job, draws the vulnerable individual ever closer to extremism.

*“...you don't have to believe in barbaric violence to be drawn to the ideology. No-one becomes a terrorist from a standing start. It starts with a process of radicalisation. When you look in detail at the backgrounds of those convicted of terrorist offences, it is clear that many of them were first influenced by what some would call non-violent extremists.”*

Prime Minister, July 2015.

53. Islamist extremists are driven by a core ideological need to overthrow the foundations of modern society and rid it of what they perceive to be un-Islamic elements, not only non-Muslims, but also Muslims who do not conform to their warped interpretation of Islam. There is a clear distinction between Islam – a religion followed peacefully by millions – and the ideology promoted by Islamist extremists. In order to understand and therefore defeat the ideology of Islamist extremists, it is important to understand how it draws on and distorts particular elements of Islamist thinking.

### Key elements of Islamist thought

While many Muslims advocate a focus on the primary sources of Islamic religious authority, the Quran and the Sunnah (the example of the Prophet), some extremists go further and argue that any form of perceived bid'a (innovation) must be removed by taking aggressive action against anyone they view as not implementing every element of these texts in their lives.

This interpretation of Islam has been used by some Islamist extremists to argue that Islam is irreconcilable with the West and liberal democracy – turning this religious thinking into an extreme political ideology. Some have been influenced by the thinking of twentieth century theorists Hassan al Banna and Abul Ala'a Mawdudi. Both called for the religious reformation and purification of Muslim individuals and societies and their eventual political unification under Shari'a law. Al-Banna and others argued that secularisation and westernisation were at the root of all contemporary problems of Arab and Muslim societies. In the 1950s Sayyid Qutb drew on the thought of Mawdudi to promote the doctrine of *takfirism*, permitting the stigmatisation of other Muslims as infidel or apostate, and of existing states as un-Islamic, and the use of violence in the pursuit of the perfect Islamic society.

## ISIL

ISIL is a terrorist organisation that is predominantly based in Syria and Iraq, but also has a presence outside of the region in the form of seven ISIL branches in Algeria, Libya, Egypt, Saudi Arabia, Yemen, the Khorasan (across the Afghanistan/Pakistan border), and the North Caucasus.

ISIL was preceded by the Islamic State of Iraq (ISI), an Al Qa'ida (AQ) affiliated group established in 2006. Following the group's expansion into Syria and its consistent disobeying of orders from AQ's leadership, AQ issued a statement disowning ISIL in early 2014. In June 2014, ISIL spokesperson Abu Muhammad al-Adnani declared it had established an Islamic caliphate, with its leader, Abu Bakr al-Baghdadi, the self-proclaimed Caliph Ibrahim.

ISIL shares much of the ideology it inherited from AQ, centred around the formation and consolidation of an Islamic caliphate, although its brutality and indiscriminate killing of other Muslims distinguishes it. ISIL rejects the legitimacy of all other jihadi organisations and considers itself exclusive in its representation as the only legitimate religious authority.

ISIL's activity in the region and its professional media output have led to an unprecedented number of attacks carried out in its name, exporting the threat to countries with little or no history of terrorism, and inspiring groups to break former allegiances.

54. Extreme Islamists draw on the supposed incompatibility between liberal democracy and their interpretation of the Muslim faith to promote the idea of a "war on Islam" to create a "them and us" narrative and stoke division. Their ideology includes the uncompromising belief that people cannot be Muslim and British, and insists that those who do not agree with them are not true Muslims.

55. ISIL is a particularly grotesque manifestation of an extreme Islamist narrative, which seeks to impose a new Islamic state governed by a harsh interpretation of Shari'a as state law and totally rejects liberal values such as democracy, the rule of law and equality.

56. But extremism is not just Islamist. Extreme right-wing and neo-Nazi groups use their ideologies to drive a core hatred of minorities, or to promote Islamophobic or antisemitic views. These ideologies are typically based on the superiority of one racial and religious group to the detriment of all others. Such extremists often argue that Western civilization faces an impending "race war", or that a multicultural society will lead to "white genocide". These ideas are used to instil fear, in order to convince the white population that different races or religions threaten their way of life. A number of extreme right-wing and neo-Nazi groups operate in Britain, including Blood & Honour.

### Origins of the extreme right-wing in the UK

Oswald Mosley's interwar British Union of Fascists were the first significant extreme right movement in the UK. Influenced by Mussolini, the group held that Britain was in terminal decline and could only be saved by the regenerative force of fascism. After 1934, antisemitism became a core element of the BUF's ideology, with the group regularly marching in Jewish areas of London, most notably in the battle of Cable Street in 1936.

After the Second World War extreme right movements such as Colin Jordan's British Movement and the National Front focused on opposition to non-White immigration. The movements were largely street based and had little electoral success. During the 1970s and 1980s marches by the National Front frequently resulted in serious public disorder.

Today, in the UK, there are numerous active extreme right-wing groups, sharing an ideology centring on an intense hostility to minorities and a belief that violence between ethnic and religious groups is inevitable. Alongside antisemitism and racism, hostility to Islam has now become a common element of extreme right ideology.

57. These extreme ideologies can prove very attractive, offering conveniently simple, though false, solutions to fundamentally difficult problems. They can appear to offer a sense of belonging and purpose, self-respect and an opportunity for reinvention or personal renewal. Feeding off the vulnerability of their audiences, extremists use their ideologies to radicalise and recruit.

58. Advances in modern communications have enabled extremists to become far more sophisticated and adept at spreading their ideology, acting at a pace and scale not previously seen whilst targeting specific individuals. While AQ often targeted its communications quite narrowly – frequently using Arabic, closed forums and regarding itself as a vanguard organisation – ISIL seeks to reach a far wider audience. It harnesses the opportunities provided by the internet, and particularly social media, producing highly professional online content that can reach large audiences with the aim of recruiting in large numbers.

### Blood & Honour

Blood & Honour is a neo-Nazi group that organises extreme right-wing music events. Followers use music and magazines to promote a violent white supremacist ideology rooted in Nazism. Although founded in and run from the UK, it has a significant international footprint, with branches in 24 countries. Blood & Honour events in the UK often feature bands from overseas.

Although their ideology is primarily racist and antisemitic, intolerance of the Muslim faith also features. The lyrics of a number of bands that appear at Blood & Honour events openly encourage violence towards minorities, and several individuals associated with Blood & Honour have been convicted of violent offences.

59. To challenge extreme ideologies in the internet age we therefore need to outpace our adversaries and use all available means to present a compelling alternative proposition to the extremist ideology. Our work to counter the ideology will therefore:

- continue to challenge the extremist argument, repeatedly exposing the brutality and baseness of groups including ISIL and ensuring there are no spaces where their extremist argument is the only one heard;
- confront the underlying weakness of the extremist ideology, exposing, particularly to our young people, their simplistic offer to be entirely false, tackling the illusion that life as part of organisations such as ISIL is glorious;
- promote a positive alternative showing that it is entirely possible to reconcile your faith identity and national identity, something that the overwhelming majority of people of all faiths do every day; and
- support vulnerable young people including by helping them participate in real life activities which provide the sense of belonging, pride and self-worth they seek.

60. We will implement a counter-ideology campaign at pace and scale focused on:

- **Contesting the online space**
- **Strengthening our institutions**
- **Supporting individuals at particular risk of radicalisation**
- **Building a partnership with all those opposed to extremism (as set out in Chapter 4)**

## Contesting the online space

61. The past 18 months have seen a remarkable shift in the way extremists use the internet to spread their ideology and radicalise – most notably, but not exclusively, ISIL. ISIL's use of the internet has been central to its recruitment efforts. ISIL, along with other extremist organisations, is increasingly targeting 'non-traditional groups', including

women and families, as well as younger and more vulnerable audiences who rely significantly on the internet for information and relationships. And extremist groups continue to use the internet to inspire radicalisers, who seek to groom new recruits through online peer-to-peer relationships.

62. Neo-Nazi and extreme right-wing groups have also proved adept at using the internet and social media to spread their ideology and seek recruits. For example, Stormfront is often described as the first website dedicated to racial hatred, providing an online forum for the discussion of white nationalism and white supremacy. Whilst based in the US, Stormfront's UK sub-forum is larger than that in any other region, with close to one million posts. Separately, a UK-based self-described 'National Socialist' (neo-Nazi) group has published a dedicated strategy on using the internet and social media to spread its extremist message. As well as promoting an openly racist viewpoint, the group's sophisticated website provides links to social media channels on Twitter and Tumblr.

63. We are already working in partnership with industry and the police to remove terrorist and extremist material. Cooperation with industry has significantly improved in recent years. Removals at the request of the police have increased from around 60 items a month in 2010, when the unit responsible was first established, to over 4,000 a month in 2015, taking the total to 110,000 pieces of propaganda removed.<sup>35</sup>

64. However, a fundamental shift in the scale and nature of our response is required to match the huge increase in extremists' use of the internet. This will involve close partnership with the public and industry to do two things: first we need to empower people

<sup>35</sup> Figures cited from the police Counter Terrorism Internet Referral Unit, 2015. Total removals since 2010.

to use the internet to challenge extremists online; and second we will work with social media and communications providers to ensure extremists do not have open access to their platforms.

**65.** To empower those who wish to challenge extremists online, we will continue to:

- support a network of credible commentators who want to challenge the extremists and put forward mainstream views online;
- train a wide range of civil society groups to help them build and maintain a compelling online presence, uploading mainstream content so that the extremist voice is not the only one heard;
- run a national programme to make young people more resilient to the risks of radicalisation online and provide schools and teachers with more support to address the risk posed by online radicalisation; and
- build awareness in civil society groups and the public to empower internet users to report extremist content.

**66.** And we will go further to limit access to extremist content online. In particular we will:

- create a group that brings industry, government and the public together to agree ways to limit access to terrorist and extremist content online without compromising the principle of an open internet. We will learn from the Internet Watch Foundation (IWF), which has been successful in tackling child sexual exploitation content online; and
- continue to support greater use of filtering, working with industry to develop more effective approaches.

**67.** Communications service providers have a critical role in tackling extremist content

online. We have seen the considerable progress they have made in tackling online Child Sexual Exploitation. We now look to them to step up their response to protect their users from online extremism. As the Prime Minister made clear in his July 2015 speech, “...it is now time for them to do the same to protect their users from the scourge of radicalisation”.<sup>36</sup> We need industry to strengthen their terms and conditions, to ensure fewer pieces of extremist material appear online, and that any such material is taken down quickly.

**68.** Using the internet – both to confront extremist views and limit access to extremist content – is crucial if we are to challenge extremist ideologies in our modern society. Alongside this is a need to promote the positive message that it is possible to reconcile your faith identity and national identity. By contesting the online space and presenting compelling alternatives to the extremist worldview, we will work in partnership with others to keep pace with the extremists’ use of the internet.

## Strengthening institutions

**69.** As we have seen, important public institutions can be targeted by extremists eager to spread their ideology to an audience that can be both vulnerable and captive. The new Prevent statutory duty<sup>37</sup> ensures that specified institutions have a responsibility to prevent people being drawn into terrorism when carrying out their day-to-day functions. We will keep this list of institutions under review and expand it if necessary. We need to ensure no institutions can provide an uncontested space for extremist ideology to be propagated.

<sup>36</sup> PM speech 20 July 2015.

<sup>37</sup> <https://www.gov.uk/government/publications/prevent-duty-guidance>

*“We need everyone – government, local authorities, police, schools, all of us – to enforce our values right across the spectrum.”*

Prime Minister, July 2015.

## Schools

**70.** As Trojan Horse demonstrated, children can be vulnerable to purposeful efforts by extremists to take control of their schools and create a space where extremist ideologies can be spread unchallenged. We will continue to support teachers in accessing training to identify warning signs of radicalisation and to understand the action they then should take. We will also signpost teaching resources available to help young people critically assess what they see and hear.

**71.** Since Peter Clarke’s report in 2014, the Department for Education has strengthened the Government’s ability to identify extremism and entryism in schools so that we are better able to spot problems and to act quickly if they do occur. This includes major reform of the regulations on governor appointments, so that all appointments must now be made on the basis of skill. Governing bodies can take action to suspend or potentially remove governors if they are not upholding the ethos of the school, including fundamental British values.<sup>38</sup>

**72.** We have also toughened up requirements on schools to make sure that the identities of all governors are publicly available to parents and wider communities. And we have set an expectation that it will only be in exceptional circumstances that an individual will have the skill and capacity to serve effectively as a governor of more than two schools at any one time, while making clear that this is a matter for boards to

decide.<sup>39</sup> Over the next year we will go further to pilot ways of collecting the information schools publish about their governors to create a new national database of all school governors, to give us better and faster access to this information.

**73.** Ofsted inspections now routinely assess schools on how well they promote fundamental British values and safeguard pupils from the risk of extremism. All Ofsted inspectors are trained so that they understand the link between extremism and the general safety and wellbeing of children and young people. Training is updated regularly to reflect current government policy and any guidance that has been issued to providers of education and care. For example, training materials and Ofsted’s inspection guidance were reviewed to provide appropriate emphasis on fundamental British values and the new Prevent duty.<sup>40</sup>

**74.** Finally, Britain is home to a rich diversity of faith groups and we support the great work done through many faiths in providing children with supplementary education. We know that many people in our country find this education to be of great benefit to their families. However, there are concerns that some supplementary schools may be teaching children views which run contrary to our shared values, encouraging hatred of other religions. That is why, to address concerns about supplementary schools, **the Department for Education will introduce a new system to enable intervention in unregulated education settings** which teach children intensively. This intervention will apply if there are concerns about the safety or welfare of the children attending them,

<sup>38</sup> Definition of ‘British values’ at: <https://www.gov.uk/government/news/guidance-on-promoting-british-values-in-schools-published>

<sup>39</sup> Made clear by Department for Education in the Governors’ Handbook applying to all schools including academies, and in statutory guidance for maintained schools.

<sup>40</sup> Definition of ‘British values’ at: <https://www.gov.uk/government/news/guidance-on-promoting-british-values-in-schools-published> <https://www.gov.uk/government/publications/prevent-duty-guidance>

including from extremism. This will provide for the registration of settings so that they can be inspected and will introduce appropriate sanctions to protect children.

### Higher and further education

**75.** Universities and colleges provide one of our most important arenas for challenging extremist views and ideologies. The Prevent duty requires institutions to take action to reduce the risk of radicalisation and mitigate fully any risks when deciding whether or not to host a particular speaker, making sure extremist speakers, on or off campus, do not go unchallenged. We expect student bodies such as the NUS to avoid providing a platform for extremist speakers. We have a dedicated network of higher and further education coordinators who support universities and colleges to put in place effective policies and processes and to carry out the requirements of the duty.

**76.** All Ofsted inspectors have received updated training and guidance on what they should be looking for, to ensure further education providers are effectively managing risk and know who they can turn to for guidance and support. To mitigate the safeguarding risks presented by non-publicly-funded further education institutions that are not covered by Ofsted, the Government is recruiting a team of external Further Education Advisers, who will mirror the role of Ofsted inspectors and advise Ministers if they have concerns that an institution may be allowing extremism-related activities on their site. This team will make 50 monitoring visits to institutions each year.

**77.** The Higher Education Funding Council for England (HEFCE) has been appointed to monitor how universities are addressing the risk of radicalisation on campus and put policies in place to ensure extremist speakers do not go unchallenged. We will ensure that the appropriate higher education staff are

given timely information if we become aware that extremists are targeting their students or staff.

### Local authorities

**78.** Local authorities have a powerful role to play in combating extremism. Yet in different ways some local authorities have failed to confront extremism as fully as they should have done. In Birmingham, for example, Peter Clarke found that the council failed to respond to extremism in schools under its control, and action is now under way to strengthen governance. The Government responded effectively, but more can be done to help people raise concerns about extremism and to prompt local action. We will ensure Local Authorities have clear guidance on the full range of tools available to them to tackle extremism. We will also review the powers available to enable government to intervene where Councils fail.

### Charities

**79.** As set out in the next chapter, a range of civil society groups do extraordinary work both at home and overseas. But charities can also be exploited by extremists. Some have used charities or charitable events to promote or spread their extremist messages. Some extremists have raised funds through charity collection.

**80.** Addressing the abuse of charities for terrorist or extremist purposes is one of the Charity Commission's strategic priorities. The Commission has provided support to trustees – both on improving standards in governance, and on compliance with legal duties – through targeted awareness, advice, and outreach to those charities at greater risk of such abuse. In addition the Commission has increased its compliance and enforcement work in this area. This includes greater collaboration with partner agencies and targeted investigations and enforcement,

including inspections and visits to charities where there is evidence or allegations of abuse or a risk of such abuse occurring. Further, we will look specifically at how foreign funding is influencing groups and individuals in the UK, and its links to extremism.

**81.** The Charity Commission can currently remove a person from acting as a trustee in limited circumstances, which are tied to their conduct in their official capacity and where there is a risk to property. The Protection of Charities and Social Investment Bill will create a new power so that the Commission can disqualify a trustee for wider reasons, including where their conduct – past or present – would damage the public’s trust and confidence in charities. Once the legislation is enacted, the Commission will be able to take stronger action against a variety of abuses, including extremism.

### National Health Service

**82.** The NHS is one of the world’s largest employers and treats over 1 million patients every 36 hours in England alone. It has an important role in safeguarding individuals. Since 2011, almost a quarter of a million staff from across the healthcare sector have received training to raise awareness of the risks of radicalisation.

**83.** We will ensure this training is kept under review so that staff are able to identify extremism and take appropriate action. We will also take new action to strengthen the regulations and checks used by the NHS when employing people, so that they spot attempts at entryism.

### Prisons

**84.** Prisons can provide an atmosphere where individuals are particularly vulnerable to extremist ideological messages. The Secretary of State for Justice has commissioned a full review into the overall approach to dealing with Islamist extremism

in prisons, and findings will be reported to him in 2016.<sup>41</sup> The review is looking at the nature and extent of the threat in prisons, current capabilities to manage that threat, including the management of high-risk offenders, and what we can learn from international best practice.

### Faith institutions

*“Our faith communities live, learn and breathe alongside each other; indeed, they give oxygen to each other to strengthen the harmonious society we all value. This shows the extent of diversity in our great country. Together we are one family and that is where we reveal our greatest strength.”*

Lord Ahmad, October 2015

**85.** Faith groups and leaders continue to play a vital role in standing up against extremism. The Government’s role will be to harness their expertise and support them to continue this important work.

**86.** The Department for Communities and Local Government is therefore commissioning a new programme of support to help faith institutions to establish strong governance.<sup>42</sup> The programme aims to strengthen and support places of worship of all faiths in order to improve governance, increase their capacity to engage with women and young people, challenge intolerance and develop resilience to extremism. The programme will provide training on key issues alongside support for faith institutions facing specific challenges.

**87.** It is not government’s role to regulate faith leaders, but government does have a responsibility to ensure that those working

<sup>41</sup> Definition of ‘British values’ set out at: <https://www.gov.uk/government/publications/review-of-prison-education-terms-of-reference>

<sup>42</sup> For the purposes of this programme a faith institution is a place of worship: its leaders, trustees, staff and volunteers. It does not include faith schools.

in the public sector are suitably trained.

**The Government will therefore work in partnership with faith groups to review the training provided to those who work as faith leaders in public institutions.**<sup>43</sup>

## Working with those most at risk of radicalisation

**88.** Most of our counter-ideology work will happen pre-emptively, as we seek to protect people from extremist ideology before it gains traction and harms them and those around them. But specific action is needed where an individual is at risk of radicalisation. Channel<sup>44</sup> is a voluntary programme which provides tailored support to help move individuals away from radicalisation. We placed Channel on a statutory footing in 2015 which makes the programme a requirement in every area. To date more than 700 individuals have been supported.<sup>45</sup>

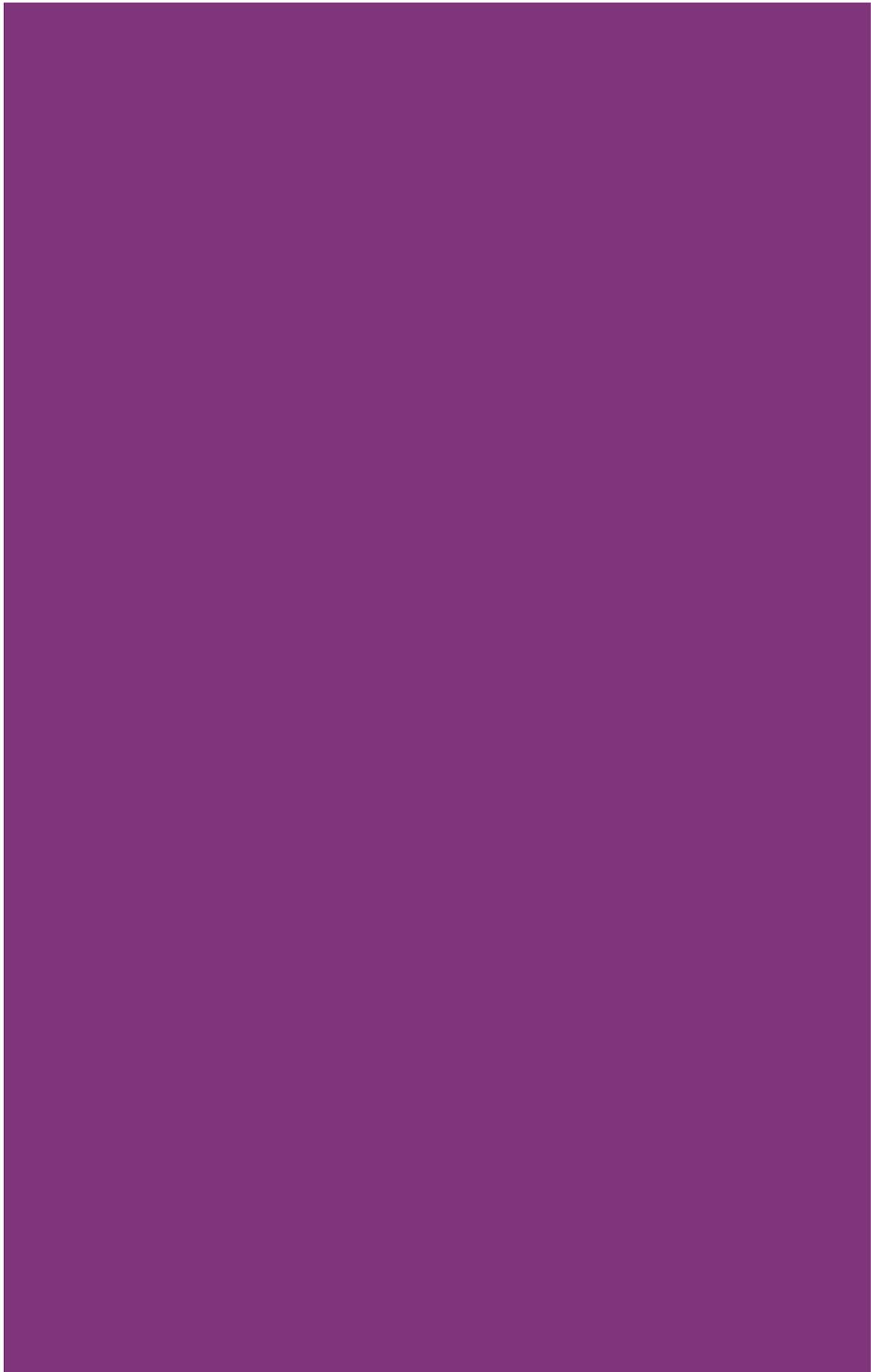
**89.** Individuals further down the path to radicalisation need a particularly intensive type of support. When necessary this support will be mandatory. The Home Office will therefore develop a new de-radicalisation programme to provide this support by spring 2016. This scheme will be available to be used in conjunction with criminal sanctions.

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<sup>43</sup> This review will focus on faith groups that do not have structured training in place for their faith leaders.

<sup>44</sup> Definition of 'British values' set out at: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/425189/channel\\_duty\\_guidance\\_april\\_2015](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/425189/channel_duty_guidance_april_2015)

<sup>45</sup> Home Office, 2015.



## Chapter 4 – Building a partnership with all those opposed to Extremism

**90.** Across the country countless organisations and individuals are standing up to fight extremism and the harm it causes. Too often though a small number of strident extremists drown out the mainstream majority, both in person and online.

**91.** The Government is determined to support the individuals and groups who have credibility and experience fighting extremism within their communities, by amplifying their voices and helping them where required.

*“Just as we do not engage with extremist groups and individuals, we’re now going to actively encourage the reforming and moderate Muslim voices. This is a significant shift in government approach – and an important one.”*

Prime Minister, July 2015.

### Delivering a new partnership

**92. The Home Office will develop a new network, linking individuals and groups around Britain who are already standing up to extremists in their communities.**

Working with local partners, including local authorities, we will identify the most impactful and relevant groups already doing important work to protect communities. We will work with all those committed to defeating extremism.

**93.** Bringing such a diverse range of partners together will be worthwhile in itself, enabling them to share best practice and learn from each other. We will therefore create

forums in which peer-to-peer support can be provided and new contacts developed. Working at a local and national level, government will use this network to listen to issues and experiences from the front line and to learn about innovative and effective local interventions.

**94.** The Prime Minister’s Engagement Forum<sup>46</sup> is a high profile example of this new network. It will give Ministers the chance to hear directly from those challenging extremism and allow a broad range of people to discuss their experiences and work with the most senior people in government.

**95.** In addition, we stand ready to support those in our network who seek our help. This could include – for example – providing social media training, technical assistance to enable a small charity to set up a website, or targeted funding for specific projects. This will help our partners to expand their campaigns, allowing mainstream voices to reach a wider audience. In short, we will enable our partners to use every means and tool to combat extremists who do the same.

*“This partnership will reclaim the debate from the extremists. This partnership will empower those who want to celebrate our values and defeat ignorance. This partnership will be a living testimony to show all that we can achieve together. How we are united – bound together by our values, a bond that will always prove stronger than any of the false and*

<sup>46</sup> [www.gov.uk/government/speeches/extremism-pm-speech](http://www.gov.uk/government/speeches/extremism-pm-speech)

*dangerous narratives dreamt up by our enemies.”*

Home Secretary, March 2015.

## Not engaging with extremists

**96.** We must be careful to only give a platform to the right people. We will be absolutely clear about the people and groups we will not deal with because we find their views and behaviour to be so inconsistent with our own. We will not provide funding or support which inadvertently gives extremists a platform or sense of legitimacy.

**97.** Building on measures taken since 2010, we will ensure that the public sector consistently avoids giving extreme groups the air of legitimacy by meeting or working with them. **We will therefore set out publicly the principles that will guide the whole of government when deciding whether to engage with individuals and groups in this country.** This work will primarily be led by the Home Office, in consultation with other departments, and will help to build capacity across Whitehall and the wider public sector.

## Role of broadcast media

**98.** Television and radio have enormous power and influence in ensuring that the huge number of mainstream voices who represent liberal values in local communities are given a proper platform and their messages are heard. In his speech on 20 July 2015, the Prime Minister issued a direct challenge to the broadcasters in our country. While making it clear that they are free to put whoever they want on the airwaves, and acknowledging that extremists can make for exciting, rating-friendly broadcasts, he emphasised that they should exercise their judgment to shape debates in a positive way.

**99.** **We will continue to press home this message with broadcasters, including smaller broadcasters with reach into local communities.** We will challenge broadcasters whenever extremists have been given a platform to preach harmful messages and falsehoods without critical challenge. Government will work with broadcasters, publicly funded and commercial, large and small, to understand the challenges they face and to support them in amplifying mainstream voices.

## Chapter 5 – Disrupting Extremists

**100.** The majority of this strategy is about countering extremism by working in partnership with others, using our values – such as free speech – to confront and challenge extremist ideologies head on. However, in a small number of the most dangerous cases it is necessary to go further, and to use the law to deal with those facilitators and advocates of extremism who pose the greatest threat to others.

**101.** We already have a range of powers to help us disrupt terrorism, the application of which are subject to an annual independent review. But there remain extremists in our society who cause an immense amount of harm, while being careful to stay just the right side of the law. In addition to strengthening our use of existing powers against such extremists, we will introduce new, carefully targeted powers to challenge the most active and persistent individuals and groups.

### Using existing powers

#### Immigration, asylum and citizenship

**102.** The Government already uses immigration powers to protect the public from extremists. This includes the power to exclude foreign hate preachers from entering the UK. Since May 2010, the Home Secretary has excluded more hate preachers than any other Home Secretary in history – 97 as of September 2015.<sup>47</sup>

**103.** We will continue to use these powers when it is necessary and proportionate to do so. We will make it more explicit that the criteria for exclusion on the grounds of unacceptable behaviour include past or current extremist activity, either here or overseas. Those who intend to travel to the UK should be clear about our expectations.

**104. We will also review rules on citizenship.** Gaining British citizenship is a privilege and should signal a person's commitment to becoming an active member of our society. So we will strengthen the 'good character' requirement in citizenship applications to include whether an individual has promoted extremist views, or acted in a way which undermines our values. In our review we will also consider who should be automatically entitled to citizenship and how we can more easily revoke citizenship from those who reject our values.

**105.** We can already refuse to grant a visa to those whose presence in the UK is not conducive to the public good. **We will ensure that more information on an individual's extremist behaviour is available to the officers making these visa decisions, through better data-sharing and casework interviews where needed.**

**106.** Britain has a proud record of welcoming those fleeing persecution. Many refugees seek sanctuary in Britain precisely because of the values and freedoms we enjoy. The Government already refuses asylum to people who have committed serious crimes and those we believe pose a

<sup>47</sup> Home Office, 2015.

risk to our national security. In some cases extremists – including non-violent extremists – may pose a national security risk, particularly when they actively promote views that are anti-democratic, intolerant of the rule of law or call for the persecution and exclusion of minorities. **We will therefore provide more detailed guidance on the definition of extremism to caseworkers, to ensure that it is consistently applied to bar those who pose a national security risk.**

### Addressing hate crime

107. All police forces currently monitor and report hate crime and much has been done in recent years to build community trust and better address hate crime. Reporting crime data is particularly important: it helps the police to target their resources and enables the public to hold them to account. The police already monitor antisemitic crime nationally, yet to date anti-Muslim hate crime has not been recorded consistently across the UK. **The Government will work with the police to ensure all forces report anti-Muslim attacks in a consistent way.**

### Tackling extremist broadcasts

108. Some extremists are sophisticated communicators who seek to exploit television and radio services to broaden their reach. A lively public debate is essential to expose the myths at the heart of extremist ideologies. But we should not stand by where extremists are given a platform to preach lies without critical challenge.

109. The public are already vigilant about reporting concerns, and Ofcom has strong powers to respond, but we must ensure that we remain robust. Ofcom is strengthening the Broadcasting Code to ensure that broadcasters are clear about their responsibilities to tackle extremist content and **we will legislate in this Parliament to ensure Ofcom's existing powers to**

**immediately suspend TV services that broadcast unacceptable extremist material also extend to all radio services.**

110. We will also work with Ofcom to look at any potential issues in relation to content which is broadcast through internet-provided TV channels, and consider if any changes are required.

### New legislation to protect the public

#### Targeted powers to prevent and stop extremist activity

111. The police have a range of powers to deal with extremists. However these powers are neither comprehensive nor are they always flexible enough to respond to the risk. For example it is not currently possible to ban groups which stir up racial hatred, or to stop the activities of extremists who deliberately set out to sow divisions between communities and encourage young people to reject the fundamental values and institutions on which our society is based.

112. **We will therefore introduce new powers to: ban extremist organisations that promote hatred and draw people into extremism; restrict the harmful activities of the most dangerous extremist individuals; and restrict access to premises which are repeatedly used to support extremism.**

113. There will be strong safeguards to ensure these powers are only used in the most serious cases. They will be designed so that they can only be used where it is necessary to prevent the activities of groups and individuals who pose a clear threat to the safety of individuals or society more generally. The powers will not be able to be used against privately held views or people expressing their religious beliefs. They will not

curtail the democratic right to protest nor will they close down debate or limit free speech: these are rights we will always protect.

**114.** The measures will be subject to a high level of judicial scrutiny. Any action will need to be approved by the High Court. We will also produce guidance for the police, prosecutors and local authorities which will clearly set out the exceptional nature of the powers and the circumstances in which they can be used.

**115.** We appreciate that any new powers will have to be carefully designed and supported by clear evidence of the harm they are intended to address. We are already engaging widely on our proposals for these powers, and will continue to speak to community groups, the legal profession and law enforcement bodies. This will ensure that they are narrowly focused, and proportionate to the harm extremism causes.

*“We need to put out of action the key extremist influencers who are careful to operate just inside the law, but who clearly detest British society and everything we stand for... we are going to introduce new narrowly targeted powers to enable us to deal with these facilitators and cult leaders, and stop them peddling their hatred.”*

Prime Minister, July 2015.

### Helping the public to report extremism

**116.** Local people have a key role in identifying extremist behaviour and alerting the relevant authorities. Government will support those who want to stand up against extremism in their community and support victims.

**117.** Last year we introduced a new legal duty on public bodies to review concerns about persistent anti-social behaviour, which made a difference when piloted in Manchester and other areas. Learning from

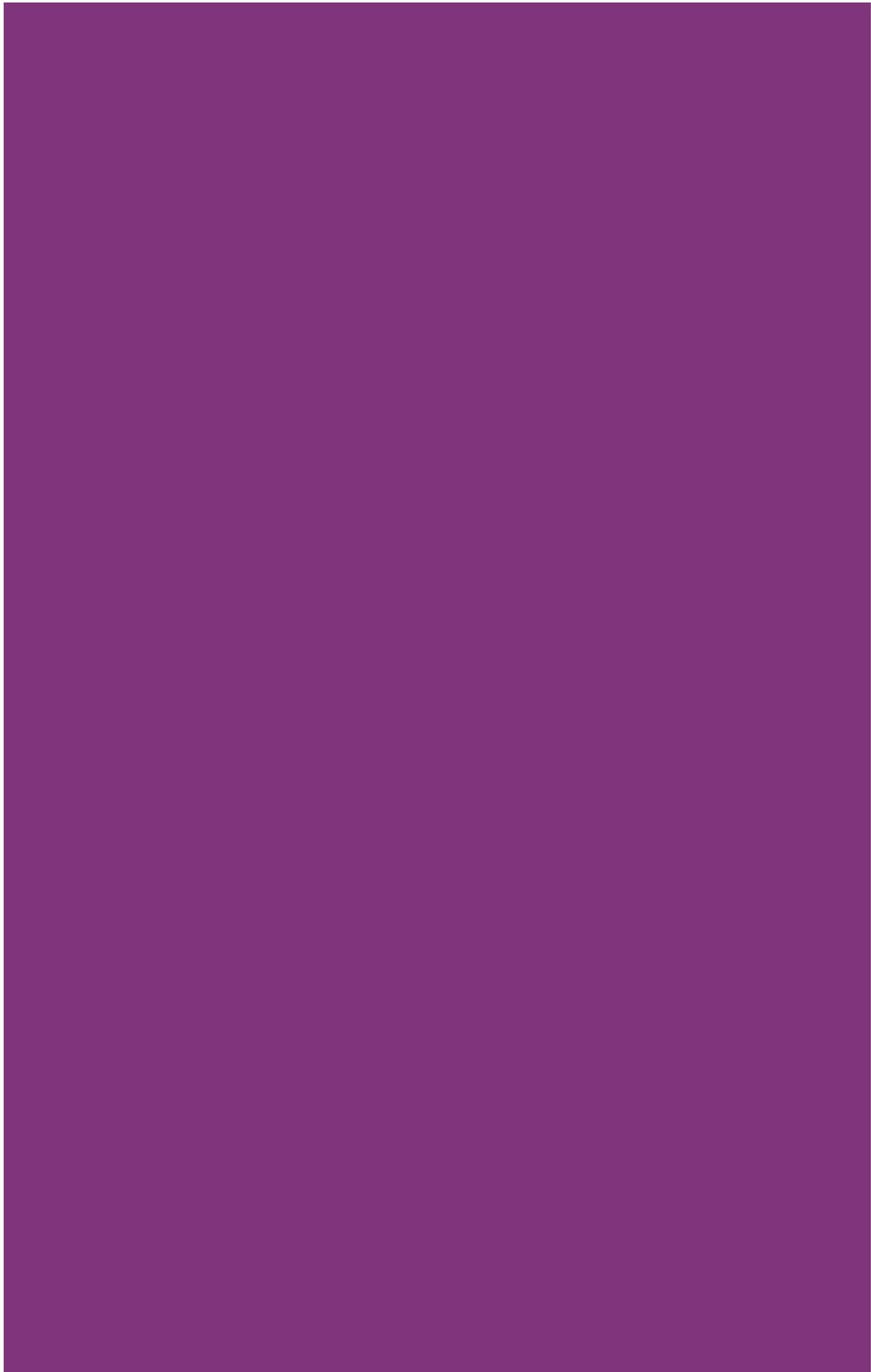
this, **we will introduce a new Extremism Community Trigger** to guarantee that concerns about local extremism will be taken seriously. A new legal duty will ensure that the police and local authorities fully review any complaints about extremism. They will be expected to work in partnership to tackle local extremist issues, and keep the public informed about their actions.

### Protecting vulnerable people

**118.** In order to help parents protect their children from radicalisation, we have set up a scheme so that parents can cancel their child’s passport where they are at risk from travelling overseas to join a terrorist group. This scheme has already helped protect several children under 16 years old. Later this year **we will bring forward proposals to strengthen the position with regard to 16 and 17 year olds.**

**119.** We will also **strengthen the role of the Disclosure and Barring Service (DBS)** to enable employers to identify extremists and stop them working with children and other vulnerable groups. The DBS helps employers in sensitive areas of work to safeguard their workplace by disclosing information about employees and if necessary barring them from certain roles. We will review eligibility for DBS services to ensure they cover the full range of activity where vulnerable people and young people are at risk from extremists.

**120.** We will introduce measures for the DBS to notify eligible employers if it has new information about extremism relevant to an employee. We will also introduce changes to make anyone with a conviction or civil order for extremist activity subject to the DBS’s automatic barring arrangements. This will mean that we can bar the most harmful extremists from working with vulnerable people.



## Chapter 6 – Building Cohesive Communities

**121.** Britain is a successful multi-racial, multi-faith country. It is open and welcoming and success is achieved not in spite of our diversity but because of it. Yet in some areas, some people feel less of a sense of belonging and are leading isolated lives, separated from the mainstream. This lack of integration can limit educational achievement and access to employment, particularly for women and young people. It is estimated that this costs the UK economy £1.5 billion as a result of long term unemployment, and £700 million due to under-employment and blocked opportunities.<sup>48</sup>

**122.** Where opportunities are limited, divisions between people of different backgrounds can grow and be exploited by groups or individuals, who seek to stoke divisions and fuel hatred. Such isolated communities will be less resilient to the threat posed by extremism.

**123.** Such division in our communities can also be exploited by extreme right-wing and neo-Nazi groups to stoke tensions and fuel hatred. These can in turn reinforce others' desire not to identify with our country, its institutions and values, leading to reciprocal radicalisation.

**124.** At the same time, values, structures and authorities can gain prominence, creating conditions in which a range of harmful behaviours can occur. This includes behaviour which is deeply discriminatory

to women and girls, such as limiting equal access to education, justice and employment creating an environment where a range of illegal cultural practices including so-called Honour-Based Violence, FGM and Forced Marriage are perpetuated.

**125.** To respond to the challenges of isolated and segregated communities the Government will build on existing programmes, such as National Citizen Service and English language training which can help break down the barriers between communities. We will continue our work to eradicate illegal and harmful cultural practices such as FGM and Forced Marriage. But we need to do more. That is why the Government has asked Louise Casey to conduct a major review into the issues around opportunity and integration in those communities most separated from the mainstream.

*“For all our successes as multi-racial, multi-faith democracy, we have to confront a tragic truth that there are people born and raised in this country who don't really identify with Britain – and who feel little or no attachment to other people here. Indeed, there is a danger in some of our communities that you can go your whole life and have little to do with people from other faiths and backgrounds.”*

Prime Minister, July 2015.

<sup>48</sup> Social Integration Commission, 2014. Social Integration: A wake up call. <http://socialintegrationcommission.org.uk/a-wake-up-call-social-integration-commission.pdf>

*“We want to go further than ever before in helping people from isolated communities to play a full and fruitful part in British life.”*

Home Secretary, March 2015.

## National Citizen Service

**126.** We will continue to broaden the work of National Citizen Service (NCS) and encourage greater participation. The programme has proved extremely popular, helping more than 130,000 16 and 17 year olds since its launch in 2011. NCS aims to help young people engage with their wider community and become more active and responsible citizens. More than 80% of participants report that it helped them feel more positive about those from different backgrounds.<sup>49</sup> We will encourage more young people from isolated communities to benefit from the scheme and will expand the opportunities for NCS graduates to focus on interfaith youth work.

## English language training

**127.** The ability to speak English can have a transformative effect. It gives people the means to integrate with wider society, helping them in the workplace, making it easier to access vital public services, and allowing them to support their children’s education. The ability to understand and communicate in English is also central to people’s ability to question extremist ideologies and to hear the alternatives. Government already spends around £125 million each year to support English language training, with the majority of this taking place in areas with high levels of social deprivation and isolation.<sup>50</sup> Training

<sup>49</sup> Evaluation of National Citizen Service, July 2013, NatCen Social Research, Office of Public Management and New Philanthropy Capital.

<sup>50</sup> Department for Business Innovation and Skills, 2015.

ranges from support and help to learn in the local community, to helping people to gain nationally recognised qualifications. Yet over 750,000 people in England do not speak English, or do not speak it well.<sup>51</sup> One in ten British adults born outside the UK has below average or poor command of English, and one in four of this group has lived in the UK for more than 20 years.<sup>52</sup>

**128.** As we look to build more cohesive communities we will be reviewing how best to provide English language training<sup>53</sup> and support local partners in those places where we focus our efforts.

## Illegal cultural practices

**129.** The Government is already taking stringent steps to clamp down on these practices including through our strategy to tackle Violence Against Women and Girls,<sup>54</sup> and we are already actively delivering a comprehensive programme to prevent FGM and forced marriage.

**130.** This includes a new Female Genital Mutilation Unit, based in the Home Office, to co-ordinate action against FGM and provide targeted local support to survivors and those at risk, legislation for new protection orders which came into force in July 2015, and a £3 million national FGM Prevention Programme delivered in partnership with NHS England to support thousands of frontline professionals improve the NHS response.

**131.** Alongside these efforts to tackle FGM, the Government’s Forced Marriage Unit

<sup>51</sup> ONS (2011) Census 2011: Proficiency in English by age (Table LC2105EW).

<sup>52</sup> 2009-10 Citizenship Survey.

<sup>53</sup> In Wales this would include proficiency in the Welsh language.

<sup>54</sup> A Call to End Violence Against Women and Girls, Action Plan 2014 <https://www.gov.uk/government/publications/a-call-to-end-violence-against-women-and-girls-action-plan-2014>

(FMU) will continue its important work both in the UK – where support is provided to any individual – and overseas, providing consular assistance to British nationals and dual nationals. But more still needs to be done.

**132.** We have committed to toughen regulations, so schools have to report children who go missing from school rolls mid-year, some of whom may face risks such as Female Genital Mutilation, Forced Marriage, Child Sexual Exploitation, and falling prey to radicalisation. And whilst we already have lifetime anonymity for victims of FGM and rape, we are consulting on how to bring parity for those individuals who are victims of forced marriage.

**133.** Finally, **Her Majesty’s Inspectorate of Constabulary is conducting a force-level inspection on the police response to so-called Honour-Based Violence, including FGM and Forced Marriage this year.** This will create an evidence base for policy making and an improved operational response.

## Boosting opportunity and integration

**134.** **The Government has asked Louise Casey to conduct a review into how we can boost opportunity and integration in our most isolated communities.** This review will be wide-ranging, developing our understanding, engaging with communities and identifying a range of interventions that civil society and government can implement. These may include housing and education, along with developing and teaching English language skills and boosting employment outcomes, especially for women.

**135.** Louise Casey will provide an interim report on her findings to the Prime Minister and Home Secretary early next year.

**136.** **Government will use this report to inform funding for a major new Cohesive Communities Programme in 2016.** This programme will provide central funding in support of local interventions targeted at local needs. We have seen how intensively focused, multi-agency support has helped in other areas, for example the Troubled Families Programme. We will learn from this and other interventions both here and overseas.





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