

STAFFORDSHIRE MOORLANDS DISTRICT COUNCIL

Report to Cabinet

20th October 2015

TITLE:	The Counter-Terrorism and Security Act 2015
PORTFOLIO HOLDER:	Cllr Brian Johnson – Leisure, Sport, Parks, Countryside and Communities
OFFICER:	Mark Trillo - Executive Director (People) and Monitoring Officer
WARDS:	All

Appendices:

Appendix A – Action plan detailing how the authority will respond to the new statutory requirements.

Appendix B – Staffordshire Prevent Board guidance on safeguarding people who are vulnerable to being drawn into violent extremism and / or terrorism in Staffordshire & Stoke-on-Trent.

1. **Reason for the Report:** To respond to the requirements of the Counter-Terrorism and Security Act 2015 (“The Act”).
2. **Recommendation**
 - 2.1 That the Cabinet notes the content of the report and approves the action plan set out at **Appendix A**.
3. **Executive Summary**
 - 3.1 The Counter-Terrorism and Security Act 2015 (“The Act”) received Royal Assent on 12 February 2015. The Act introduced a number of measures relating to terrorism:
 - Part 1 introduced D provisions to impose temporary restrictions on travel;
 - Part 2 covers measures related to the investigation and prevention of terrorism;
 - Part 3 relates to the retention of relevant internet data;

- Part 4 introduced measures related to the aviation, shipping and rail networks;
- Part 5 of the Act introduced measures that are intended to reduce the risk of an individual being drawn into terrorism.
- Part 6 makes amendments to the Terrorism Act 2000 in relation to insurance against payments made in response to terrorist demands, and port and border controls;
- Part 7 covers other general and miscellaneous provisions related to the introduction and operation of the Act.

3.2 This report focuses on Part 5 of the Act, which introduced a general duty on authorities to have due regard to the need to prevent people from being drawn into terrorism. It also requires County Councils, in two-tier areas, to form a panel to assess and support individuals who are vulnerable to being drawn into extremism. The District Council is required to co-operate with such panels (and the police) in the carrying out of their functions.

3.3 **Appendix A** provides an action plan detailing the Council's response to the duties imposed on the Authority by the Act.

4. **How this report links to Corporate Priorities**

4.1 Measures within the Act would assist the Council to meet its corporate aim of "*provide quality services in partnership with communities*".

5. **Options and Analysis**

5.1 The District Council is expected to adopt a risk-based approach to delivering the Prevent Duty and follow the guidance laid down by the Secretary of State. The action plan presented at **Appendix A** is designed to address the key requirements under the new Prevent Duty. The Council must co-operate with the local panel for the assessment and support of people vulnerable to extremism. There are no options to consider.

6. **Implications**

6.1 Community Safety (Crime and Disorder Act 1998)

The report discusses a local approach to countering extremism and, therefore, links to the Council's duty to do all it reasonably can to prevent crime and disorder in its area.

6.2 Workforce

It is proposed that all staff members receive training on recognising and referring those that may be vulnerable to radicalisation.

6.3 Equality and Diversity/Equality Impact Assessment

The legislation requires the Authority to have due regard to prevent people from being drawn into terrorism. Terrorism is defined by statute as the use or threat of action for the purpose of advancing a political, religious, racial or ideological cause. It therefore follows in complying with the Act that focus will be directed towards individuals with those particular backgrounds, beliefs or sympathies.

Training will be provided to staff members on appropriate referrals and it will be emphasised that the legislation does not focus on one particular section of the community and that threats can come from people from across a broad spectrum.

6.4 Financial Considerations

The Home Office has allocated the Authority £10,000 for 2015/16 to assist with implementation of the Prevent Duty.

6.5 Legal

The proposals are designed to meet the requirements imposed by Sections 26 and 36 of the Act.

6.6 Sustainability

None.

6.7 Internal and External Consultation

The lead officers for Prevent at Staffordshire County Council and Staffordshire Police have been consulted.

6.8 Risk Assessment

Not applicable.

Mark Trillo
Executive Director (People) and Monitoring Officer

Background Papers

Location

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Counter-terrorism strategy (CONTEST) (HM Government)	https://www.gov.uk/government/publications/counter-terrorism-strategy-contest
CONTEST, UK strategy for countering terrorism: annual report for 2014 (HM Government)	https://www.gov.uk/government/publications/contest-uk-strategy-for-countering-terrorism-annual-report-for-2014
Prevent Strategy 2011 (HM Government)	https://www.gov.uk/government/publications/prevent-strategy-2011
Counter-Terrorism and Security Act 2015	http://www.legislation.gov.uk/ukpga/2015/6/contents
Prevent Duty Guidance: for England and Wales (HM Government)	https://www.gov.uk/government/publications/prevent-duty-guidance
Channel guidance (HM Government)	https://www.gov.uk/government/publications/channel-guidance
Child Protection and Vulnerable Adults Policy (SMDC)	http://www.staffsmoorlands.gov.uk/sites/default/files/meetings/papers/papers-1343309476/9.3%20Child%20and%20Adult%20Protection%20Complete.pdf

7. Background and Detail

7.1 The Terrorism Act 2000 defines terrorism as:

"The use or threat of action designed to influence the government or an international governmental organisation or to intimidate the public, or a section of the public; made for the purposes of advancing a political, religious, racial or ideological cause; and it involves or causes:

- *serious violence against a person;*
- *serious damage to a property;*
- *a threat to a person's life;*
- *a serious risk to the health and safety of the public; or*
- *serious interference with or disruption to an electronic system".*

7.2 The different terrorist threats in the UK can be divided into three broad categories:

- *International terrorism.* This presents a threat on a scale not previously encountered with some terrorist networks, including Al Qaida (AQ) and the Islamic State of Iraq and the Levant (ISIL: also known as ISIS, IS or Da'eesh), seeking to carry out "high impact" terror attacks around the world causing mass civilian casualties.
- *Northern Ireland-related terrorism.* The nature of the terrorist threat in Northern Ireland has changed significantly in recent years with the Provisional IRA (PIRA) and the main loyalist groups ceasing their terrorist campaigns and engaging with the political process. However, dissident republican terrorist groups reject the political process and continue to carry out attacks, albeit not on the same scale as PIRA, with the intention of destabilising Northern Ireland.
- *Domestic extremism.* These groups are not generally considered to pose a threat to national security but can pose a threat to public order and there are examples of solo acts of violence. For example, David Copeland, a neo-Nazi, carried out a series of bomb attacks in 1999 against gay and ethnic minority targets in London killing three people and injuring 129 more. In the past this group has included violent Scottish and Welsh nationalists, right- and left-wing extremists, animal rights extremists and other militant single-issue protesters.

7.3 Assessments of the level and nature of the threat from international terrorism are made by the Joint Terrorism Analysis Centre (JTAC). The current threat level for international terrorism for the UK is assessed as severe meaning that an attack is considered highly likely. The threat level was increased from substantial (meaning that an attack was a strong possibility) on 29 August 2014 mainly as a result of developments in Syria and Iraq.

7.4 The threat level for Northern Ireland-related terrorism is set separately for Northern Ireland and Great Britain (England, Wales and Scotland). The threat level in Great Britain is currently assessed by MI5 to be moderate (an attack is possible but not likely). The threat of such

terrorist activities was downgraded from substantial in July 2011 and has remained at the lower level ever since.

7.5 The Government produced its first Counter Terrorism Strategy (CONTEST) in 2003 shortly after the 9/11 attacks on New York's World Trade Center. The strategy was revised in July 2011 to reflect the changing terrorist threat and to incorporate new Government policies on counter-terrorism. The strategy is built around four work streams, each comprising a number of key objectives:

- **Pursue:** to stop terrorist attacks (detecting and investigating threats at an early stage, disrupting terrorist activity before it can endanger the public and, wherever possible, prosecuting those responsible);
- **Prevent:** to stop people becoming terrorists or supporting terrorism (addressing radicalisation to all forms of terrorism);
- **Protect:** to strengthen protection against a terrorist act (e.g. strengthening border security, reducing the vulnerability of the transport network, increasing the resilience of the UK's infrastructure, and improving protective security for crowded places); and
- **Prepare:** to mitigate the impact of a terrorist attack (this includes work to bring a terrorist attack to an end and to increase our resilience so we can recover from its aftermath).

7.6 In 2011, the Government produced a revised Prevent Strategy with three key objectives:

- respond to the ideological challenge of terrorism and the threat we face from those who promote it;
- prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and
- work with sectors and institutions where there are risks of radicalisation which we need to address.

7.7 The Counter-Terrorism and Security Act 2015 ("The Act") received Royal Assent on 12 February 2015 and introduces a number of measures to support counter-terrorism work and the delivery of the CONTEST and Prevent strategies:

- Part 1 introduces provisions to impose temporary restrictions on travel;
- Part 2 covers measures related to the investigation and prevention of terrorism;
- Part 3 relates to the retention of relevant internet data;
- Part 4 introduces measures related to the aviation, shipping and rail networks;
- Part 5 of the Act introduced measures intended to reduce the risk of people being drawn into terrorism;

- Part 6 amends the Terrorism Act 2000 in relation to insurance against payments made in response to terrorist demands, and port and border controls;
 - Part 7 covers other general and miscellaneous provisions related to the introduction and operation of the Act.
- 7.8 This report focuses on Part 5 of the Act, which consists of two elements:
- Preventing people being drawn into terrorism (Sections 26 to 35); and
 - Carrying out an assessment and providing support for people who are vulnerable to being drawn into terrorism (Sections 36 to 41).
- 7.9 Section 26 of the Act places a general duty (known as the 'Prevent Duty') on local authorities to have due regard to the need to prevent people from being drawn into terrorism. Section 29 allows the Secretary of State to issue guidance to authorities about the exercise of their Prevent Duty and authorities must have regard to any such guidance in carrying out their Prevent Duty. The Secretary of State issued guidance under this section on 12 March 2015 and the duty came into force on 26 March 2015.
- 7.10 Section 36 of the Act requires each local authority to ensure that a panel of persons is in place in its area with the function of assessing the extent to which individuals are vulnerable to being drawn into terrorism, and
- to prepare a plan in respect of identified individuals who the panel considers should be offered support for the purpose of reducing their vulnerability to being drawn into terrorism;
 - if the necessary consent is given, to make arrangements for support to be provided to those individuals in accordance with their support plan;
 - to keep under review the giving of support to an identified individual under a support plan;
 - to revise a support plan, or withdraw support under a plan, if at any time the panel considers it appropriate;
 - to carry out further assessments, after such periods as the panel considers appropriate, of an individual's vulnerability to being drawn into terrorism in cases where:
 - the necessary consent is refused or withdrawn to the giving of support under a support plan, or
 - the panel has determined that support under a plan should be withdrawn;
 - to prepare a further support plan in such cases if the panel considers it appropriate.
- 7.11 The District Council is defined in the legislation as a partner of the local panel (Schedule 7 of the Act) and, as such, is required to cooperate with the panel, and the police, in carrying out their functions.

- 7.12 These panels are generally referred to as Channel Panels and were piloted nationally in 2007 and rolled out across the country to priority areas in 2012 (which included Stoke-on-Trent).
- 7.13 In exercising its functions under this section a panel must have regard to the guidance issued by the Secretary of State on 23 April 2015 (Channel Duty Guidance). The requirement to have a panel came into place on the 12 April 2015.
- 7.14 Protecting people becoming radicalised and drawn into terrorism is a form of safeguarding and many of the factors that increase the risk of radicalisation are the same as for other safeguarding issues such as child sexual exploitation, neglect, involvement in risky behaviours, etc. The District Council has a duty to ensure their functions (including any that are contracted out) have regard to the need to safeguard and promote the welfare of children under Section 11 of the Children Act 2004. Similarly, the Care Act 2014 introduced a general duty on the Local Authority to promote individuals' well-being, that includes protection from abuse and physical, mental health and emotional well-being. The Authority, therefore, needs to ensure that its discharge of its functions under the Counter-Terrorism and Security Act 2015 dovetail with its broader safeguarding arrangements.

8. Local Response to the New Statutory Requirements

- 8.1 The District Council is expected to adopt a risk-based approach to delivering the Prevent Duty. The Prevent Duty guidance issued by the Secretary of State suggests that local delivery should be underpinned by three key elements: effective leadership, working in partnership and appropriate capabilities.

Effective leadership

- 8.2 The Prevent Duty guidance states that those in leadership positions are expected to:
- Establish or use existing mechanisms for understanding the risk of radicalisation;
 - Ensure staff understand the risk and build the capabilities to deal with it;
 - Communicate and promote the importance of the duty; and
 - Ensure staff implement the duty effectively.
- 8.3 The Local Authority already has a number of processes in place to make sure that it has an awareness and understanding of the risk of radicalisation in its area:
- The Chief Executive receives a copy of the Counter-Terrorism Local Profile (CTLP) and any specific risks relating to Staffordshire Moorlands will be shared directly with the Chief Executive.

- The Authority is represented on the Staffordshire Prevent Board and receives updates through this forum.
 - The Local Authority subscribes to the Home Office Counter-Terrorism Media Summary and MI5 News Update mailing list.
- 8.4 The Home Office has developed a DVD-based facilitated training package for delivery across the public sector to enable workers to recognise and refer those who are vulnerable to radicalisation. This training package is known as WRAP (Workshop Raising Awareness of Prevent). The Community Safety Manager has undergone training to deliver WRAP training and has been accredited by the Home Office to deliver the package. It is proposed that WRAP sessions will be held with all staff members to raise awareness of the issues. Refresher sessions will be held periodically and any new starters will be expected to attend such sessions.
- 8.5 It is also suggested that Councillors be invited to attend WRAP sessions.
- 8.6 The Prevent Duty guidance states that local authorities are expected to maintain appropriate records to show compliance with their responsibilities and provide reports when requested. Maintenance of such records will allow the Council's leadership team to make sure that staff are implementing the duty effectively. As explained further below, it is proposed that any concerns from staff members about radicalisation be dealt with using the Council's existing safeguarding procedures that includes mechanisms for the recording and reporting of concerns. A record will also be kept of those that have undergone training.

Work in partnership

- 8.7 The Prevent Duty guidance states that an authority must demonstrate evidence of effective partnership working with relevant agencies and bodies. This will include making good links with the Safeguarding Children Board, Safeguarding Adult Board, Channel Panel and Youth Offending Service.
- 8.8 The Moorlands Together Safer and Stronger Communities Partnership has identified preventing people being drawn into terrorism as one of its five priorities for 2015-16. Actions will include ensuring that key staff members from partner agencies have received WRAP training. The partnership holds a 'vulnerability' meeting every fortnight that can be used to discuss people at risk of radicalisation if the need arose. Issues can also be discussed at the monthly Multi-Agency Partnership (MAPS) meetings that have representation from various agencies including Staffordshire Police and the Youth Offending Service.
- 8.9 The Local Authority attends the Staffordshire Prevent Board, which reports to the Staffordshire Safer and Stronger Communities Strategy Group. The Portfolio Holder for Leisure, Sport, Parks, Countryside and

Communities represents the Council on this latter group. The Staffordshire Prevent Board has produced guidance on safeguarding people who are vulnerable to being drawn into violent extremism and / or terrorism in Staffordshire and Stoke-on-Trent. A copy of this guidance is provided at **Appendix B**.

- 8.10 The Local Authority has strong links with both the Staffordshire Safeguarding Children and Adult Boards. The Executive Director is the District Council's representative on the Safeguarding Children County Board and the Community Safety Manager is the Chair of the officer-level Safeguarding Districts Sub Group. The Safeguarding Districts Sub Group is an operational group that reports to both Safeguarding Boards.
- 8.11 In the case of two tier authorities, it is the responsibility of the County Council to chair the Channel Panel and take on responsibility for the operation of the panel. In response to the legislation, Staffordshire has developed a Channel Panel in response to the legislative requirement and the Community Safety Manager has been appointed as a co-opted member and will attend panel meetings if they are considering a resident from Staffordshire Moorlands. The District Council can, therefore, demonstrate that it is cooperating with the panel as required by the legislation.

Capabilities

- 8.12 The Prevent Duty guidance states that frontline staff who engage with the public should understand what radicalisation means and why people may be vulnerable to being drawn into terrorism as a consequence of it. They need to be aware what we mean by the term "extremism" and the relationship between extremism and terrorism. Staff need to know what measures are available to prevent people being drawn into terrorism and understand how to obtain support for people who may be being exploited by radicalising influences. Local authorities must ensure that they provide appropriate training for staff involved in the implementation of this duty.
- 8.13 As noted above, it is proposed that staff awareness of the Prevent agenda will be addressed through the delivery of WRAP training sessions.
- 8.14 Staff members who have concerns about potential radicalisation should follow the Council's Child Protection and Vulnerable Adults Policy and report their concerns to the Council's Designated Safeguarding Officer or Deputy (unless there are concerns about immediate harm or danger, in which case the issue should be reported to the police by phoning 999 as described in the Council's policy).
- 8.15 The Staffordshire Prevent Board has developed countywide guidance on safeguarding people who are vulnerable to being drawn into violent Extremism and/or terrorism. This guidance has been endorsed by Staffordshire's Adults' and Children's Safeguarding Boards. A copy of

this guidance will be distributed during WRAP training and made available on the Council's intranet.

Action Plan

- 8.16 **Appendix A** provides an action plan detailing the Council's response to the duties within the Act.

Appendix A: Action Plan detailing how the Authority will respond to the New Statutory Requirements.

Aims	Activity	Lead Officer	Timeline	Comments
Provide effective leadership	Appoint a local Prevent Co-ordinator	David Smith	In place	
Ensure authority has an awareness and understanding of risk	Attend County Prevent Board	David Smith	In place	
	Subscribe to Home Office Counter-Terrorism Media	David Smith	In place	
	Summary and MI5 News Update mailing list	David Smith	In place	
Work in partnership to agree risk and co-ordinate Prevent activity	Preventing terrorism to be identified a priority in the local Community Safety Partnership Plan.	David Smith	In place	
	Radicalisation considered at Community Safety Vulnerability Meetings (where relevant).	David Smith	In place	
	Named officer to attend Staffordshire Prevent Board	David Smith	In place	
	Named officer to attend Staffordshire Chanel Panel (when required).	David Smith	In place	
	Establish links to Safeguarding Children Board, Safeguarding Adult Board, Channel Panel and other relevant bodies.	David Smith	In place	
Incorporate Prevent Duty into existing policies and procedures	Implications section of committee reports extended to include Prevent Duty: <i>"Community Safety - including duties under the Crime and Disorder Act 1998 and Counter-Terrorism and Security Act 2015".</i>	David Smith	Immediately following acceptance of proposal	Training has not recently been delivered on the imposed by Section 17 of the Crime and Disorder Act 1998 to either officers or Elected Members. Training events should be provided following implementation of the current service restructures.
	Reference the Prevent Duty in key Council policies and procedures, including the Council's Child Protection and Vulnerable Adults Policy, recruitment and selection policies, etc.	David Smith	March 2016	Staffordshire Prevent Board has established a task and finish group to identify key policies and develop some approved wording to be adopted by local authorities and other partner agencies

Monitor use of local authority resources to ensure that they do not provide a platform for extremists and are not used for disseminating extremist views	Amend the Council's room booking procedures to ensure that meeting and functions are appropriate and do not provide an opportunity for radicalisation.	Paul Hare	December 2015	
Provide appropriate training for staff and Elected Members	WRAP training to be delivered to all staff members and offered to all Elected Members.	David Smith	A programme of delivery will be established with the aim of completing all training by December 2015.	
Maintain appropriate records to show compliance with their responsibilities and provide reports when requested	Any referrals will be recorded in accordance with the Council's Child Protection and Vulnerable Adults Policy.	Mark Trillo	On-going	
	Maintain record of WRAP training delivered.	David Smith	On-going	
	Maintain record of referrals in line with the Council's Child Protection and Vulnerable Adults Policy.	David Smith	On-going	



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The Staffordshire and Stoke-on-Trent
Adult Safeguarding Partnership
Abuse must stop

Safeguarding People who are vulnerable to being drawn into Violent Extremism and / or Terrorism in Staffordshire & Stoke-on-Trent

Guidance

**** This document is owned and endorsed by
Staffordshire Prevent Board¹ and Stoke-on-Trent
Prevent Board² ****

Version 9.1 – 20 July 2015

¹ Staffordshire Prevent Board is a multi-agency partnership Chaired by Commissioner for Safety and Families, Staffordshire County Council

² Stoke-on-Trent Prevent Board is a multi-agency partnership Chaired by Assistant Director for Policy & City Engagement, Stoke-on-Trent City Council

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[Appendix 1: Vulnerability Indicators](#)

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1. Introduction

The current threat from terrorism in the United Kingdom can involve the exploitation of vulnerable people, including children of all ages, young people and adults to involve them in terrorism or activity in support of terrorism.

This guidance is intended to provide a clear framework for all professionals working with people (or those around them) for whom there are concerns that they are at risk of becoming involved in violent extremist activity.

It includes the link between safeguarding procedures and the Channel programme, and provides a mechanism for supporting those who may be vulnerable to violent extremism by assessing the nature and the extent of the potential risk and, where necessary, providing an appropriate support package.

2. Definitions

Violent Extremism is defined by the Crown Prosecution Service (CPS) as:

"The demonstration of unacceptable behaviour by using any means or medium to express views, which:

- *Encourage, justify or glorify terrorist violence in furtherance of particular beliefs;*
- *Seek to provoke others to terrorist acts;*
- *Encourage other serious criminal activity or seek to provoke others to serious criminal acts;*
- *Foster hatred which might lead to inter-community violence in the UK."*

There are a number of offences that can be considered when dealing with violent extremism. They include offences arising through spoken words, creation of tapes and videos of speeches, internet entries, chanting, banners and written notes and publications.

The main offences employed to date have been soliciting murder and inciting racial hatred.

The Stoke-on-Trent and Staffordshire Local Safeguarding Children Boards and the Staffordshire and Stoke-on-Trent Adult Safeguarding Partnership Board recognise the need to protect people against the messages of all violent extremism including that linked to Far Right / Neo Nazi / White Supremacist, Al Qaeda ideologies, Irish Nationalist and Loyalist paramilitary groups, and that linked to Animal Rights movements.

3. Legislative and Policy Framework

The following legislation and policies have provided the framework for this safeguarding protocol:

- Counter Terrorism and Security Act 2015;
- The Children Act 1989; as revised by the Children Act 2004;
- Working Together to Safeguard Children 2015;
- Care Act 2014; Care Act Guidance October 2014;
- Mental Capacity Act 2005;
- Channel: Supporting individuals vulnerable to recruitment by violent extremists: A Guide for Local Partnerships, HM Government with Association of Chief Police Officers, 2010;
- The revised national CONTEST (Counter-Terrorism) Strategy 2011;
- Recognising and responding to radicalisation. Considerations for policy and practice through the eyes of street level workers. (Recora Institute)

4. Information Sharing and Confidentiality

There is a statutory duty for workers to share information where there are concerns about the safety or wellbeing of an adult at risk of abuse or neglect or a child. Numerous pieces of legislation place a duty on local authorities to share information safely and actively in specific circumstances including:

- The Data Protection Act 1998;
- The Human Rights Act 1998;
- The Common Law Duty of Confidence;
- The Crime and Disorder Act 1998;
- The Children Act 2004 Sections 10 and 11;
- The [Caldicott Principles](#).

All information sharing must be conducted in accordance with a relevant legal power of duty, and be proportionate and relevant to the circumstances presented.

5. Identification

There is no such thing as a 'typical extremist' and those involved in extremism come from a range of backgrounds and experiences. Most individuals, even those who hold radical views, do not become involved in violent extremism.

Numerous factors can contribute to and influence the range of behaviours that are defined as violent extremism. It is important to consider these factors in order to develop an understanding of the issue. It is also necessary to understand those factors that build resilience and protect individuals from engaging in violent extremist activity.

It is important to be cautious in assessing these factors to avoid inappropriately labelling or stigmatising individuals because they possess a characteristic or fit a specific profile. It is vital that all professionals who have contact with vulnerable individuals are able to recognise those vulnerabilities and help to increase safe choices. Research shows that indicators of vulnerability can include:

- Identity Crisis - Distance from cultural / religious heritage and uncomfortable with their place in the society around them;
- Personal Crisis - Family tensions; sense of isolation; adolescence; low self-esteem; disassociating from existing friendship group and becoming involved with a new and different group of friends; searching for answers to questions about identity, faith and belonging;
- Personal Circumstances - Migration; local community tensions; events affecting country or region of origin; alienation from freedom, tolerance of others, and accepting personal and social responsibilities; having a sense of grievance that is triggered by personal experience of racism or discrimination or aspects of Government policy; being easily led and desperate to please or impress others;
- Unmet Aspirations - Perceptions of injustice; feeling of failure; rejection of civic life;
- Criminality - Experiences of imprisonment; poor resettlement/reintegration; previous involvement with criminal groups.

However, this list is not exhaustive, nor does it mean that everyone who is experiencing the above are at risk of exploitation for the purposes of violent extremism.

More critical risk factors could include:

- Being in contact with extremist recruiters;

- Articulating support for violent extremist causes or leaders;
- Accessing violent extremist websites, especially those with a social networking element;
- Possessing or accessing violent extremist literature;
- Using extremist narratives and a global ideology to explain personal disadvantage;
- Justifying the use of violence to solve societal issues;
- Joining or seeking to join extremist organisations;
- Significant changes to appearance and/or behaviour.

Practitioners who work with young children may also see behaviours which could be linked to extremist influences and give them cause for concern. These behaviours might include, for example:

- Refusal to co-operate with other children / staff and indicating that this refusal is based on a dislike of the person's ethnicity or religion;
- Acting out violent role play (e.g. beheadings);
- Use of racist language;
- Use of extremist rhetoric.

Parents can also be vulnerable to extremism, and as such practitioners need to be aware of parental behaviour in relation to the indicators of vulnerability.

See **Appendix 1**: For more information about Vulnerability Factors.

6. Referral

What support is available for people at risk of becoming involved in extremism?

Channel is a joint initiative between Stoke-on-Trent City Council, Staffordshire County Council, Staffordshire Police and their partners that offers help and guidance to people who may be at risk of becoming involved in extremism.

Concerns that an individual may be vulnerable to radicalisation does not mean that you think the person is a terrorist; it means that you are concerned that they are prone to being exploited by others. Radicalisation of vulnerable children (including young children) and adults is a safeguarding issue.

It is important to use your professional judgement - **if you are concerned that someone is at risk of getting involved in extremism, contact the Staffordshire Prevent Team.**

The Staffordshire Police Prevent Team can be contacted via:

Tel: 01785 238239 or 01785 233109

Email: prevent@staffordshire.pnn.police.uk

See **Appendix 2**: For the Prevent Referral Process

The Prevent Team will, in partnership with other professionals including those involved in Safeguarding, investigate further to assess the nature and extent of the risk and the Channel Panel will develop the most appropriate support package for the individual concerned. See **Appendix 3**: For information about the Channel process.

In organisations where a Prevent lead has been identified, practitioners may wish to discuss the person with the Prevent lead prior to making a referral.

If at any stage, it is felt that the individual poses an immediate danger to themselves or any other person, the police should be called immediately (via 999).

7. Assessment

Staffordshire Police Prevent Team will complete an initial risk assessment for the individual. The risk assessment will be used to inform a decision about how to ensure the most suitable outcomes for the individual, including whether the person needs to be referred to Channel. If the person is referred to Channel a vulnerability assessment will be completed prior to the Channel Panel.

If the person is not accepted into the Channel process at this stage, it will be referred to an appropriate worker or organisation where alternative support and engagement for the individual will be identified. Where required, the case will be referred into a statutory process.

The person making the referral will be kept informed and, in many cases, would be involved in decision-making going forward.

Most people do not become involved in violent extremism. Numerous factors can contribute to and influence the range of behaviours that are defined as violent extremism. Therefore, in many cases interventions identified through the Channel process may not appear to be specific to the threat of radicalisation. For example, they might relate to other needs of the individual such as in respect of mental health support, housing, relationships, offending

behaviour or drug and alcohol issues. There may however sometimes be a need for specialist interventions in relation to de-radicalisation and disengagement. These will be commissioned by the Channel Panel as required. There are a range of activities which can be included in a Channel intervention e.g. support with life skills, mentoring, family support etc.

If the individual who has been referred to Channel is, or should be, the subject of a statutory process the person will be managed and the individual supported via that statutory process (with appropriate Prevent Team representation, where necessary). Progress will be reported back to the Channel Panel.

See **Appendix 3**: For information about the Channel process.

Appendix 1: Vulnerability Factors

(To be considered against unique personal circumstances of individual.)

The list is not exhaustive and all or none may be present in individual cases of concern. Nor does it mean that vulnerable people experiencing these factors are automatically at risk of exploitation for the purposes of violent extremism.

Section 1 - Access to Extremism / Extremist Influences

- Is there reason to believe that the subject associates with those known to be involved in extremism - either because they associate directly with known individuals or because they frequent key locations where these individuals are known to operate? (E.g. the subject is the partner, spouse, friend or family member of someone believed to be linked with extremist activity);
- Does the subject frequent internet access locations for the purpose of extremist activity? (E.g. Use of closed network groups, access to or distribution of extremist material, contact associates covertly e.g. Skype/email);
- Is there reason to believe that the subject has been or is likely to be involved with extremist/ military training camps/ locations?
- Is the subject known to have possessed or is actively seeking to possess and/ or distribute extremist literature / other media material likely to incite racial/religious hatred or acts of violence?
- Does the subject sympathise with or support proscribed groups e.g. propaganda distribution, fundraising and attendance at meetings?
- Does the subject support groups with links to extremist activity but not proscribed e.g. propaganda distribution, fundraising and attendance at meetings?

Section 2 - Experiences, Behaviours and Influences

- Has the subject encountered peer, social, family or faith group rejection?
- Is there evidence of ideological, political or religious influence on the subject from within or outside UK?
- Have international events in areas of conflict and civil unrest had a personal impact on the subject resulting in a noticeable change in behaviour? Note it is important to recognise that many people may be emotionally affected by the plight of what is

happening in areas of conflict (i.e. images of children dying) it is important to differentiate them from subjects that sympathise with or support extremist activity;

- Has there been a significant shift in the subject's behaviour or outward appearance that suggests a new social / political or religious influence?
- Has the subject come into conflict with family over religious beliefs/lifestyle choices?
- Does the subject vocally support terrorist attacks?
- Has the subject witnessed or been the perpetrator/victim of racial or religious hate crime or sectarianism?

Section 3 - Travel

- Has the subject travelled for extended periods of time to international locations known to be associated with extremism?
- Is there a pattern of regular or extended travel within the UK, with other evidence to suggest this is for purposes of extremist training or activity?
- Has the subject employed any methods to disguise their true identity? Has the subject used documents or cover to support this?

Section 4 - Social Factors

- Does the subject display a lack of affinity or understanding for others, or social isolation from peer groups?
- Does the subject demonstrate identity conflict and confusion normally associated with youth development?
- Does the subject have any learning difficulties/ mental health support needs?
- Does the subject demonstrate a simplistic or erroneous understanding of religion or politics?
- Is the subject a foreign national, refugee or awaiting a decision on their immigration/national status?
- Does the subject have insecure, conflicted or absent family relationships?
- Has the subject experienced any trauma in their lives, particularly any trauma associated with war or sectarian conflict?

Appendix 2: Staffordshire & Stoke-on-Trent Prevent Referral Route

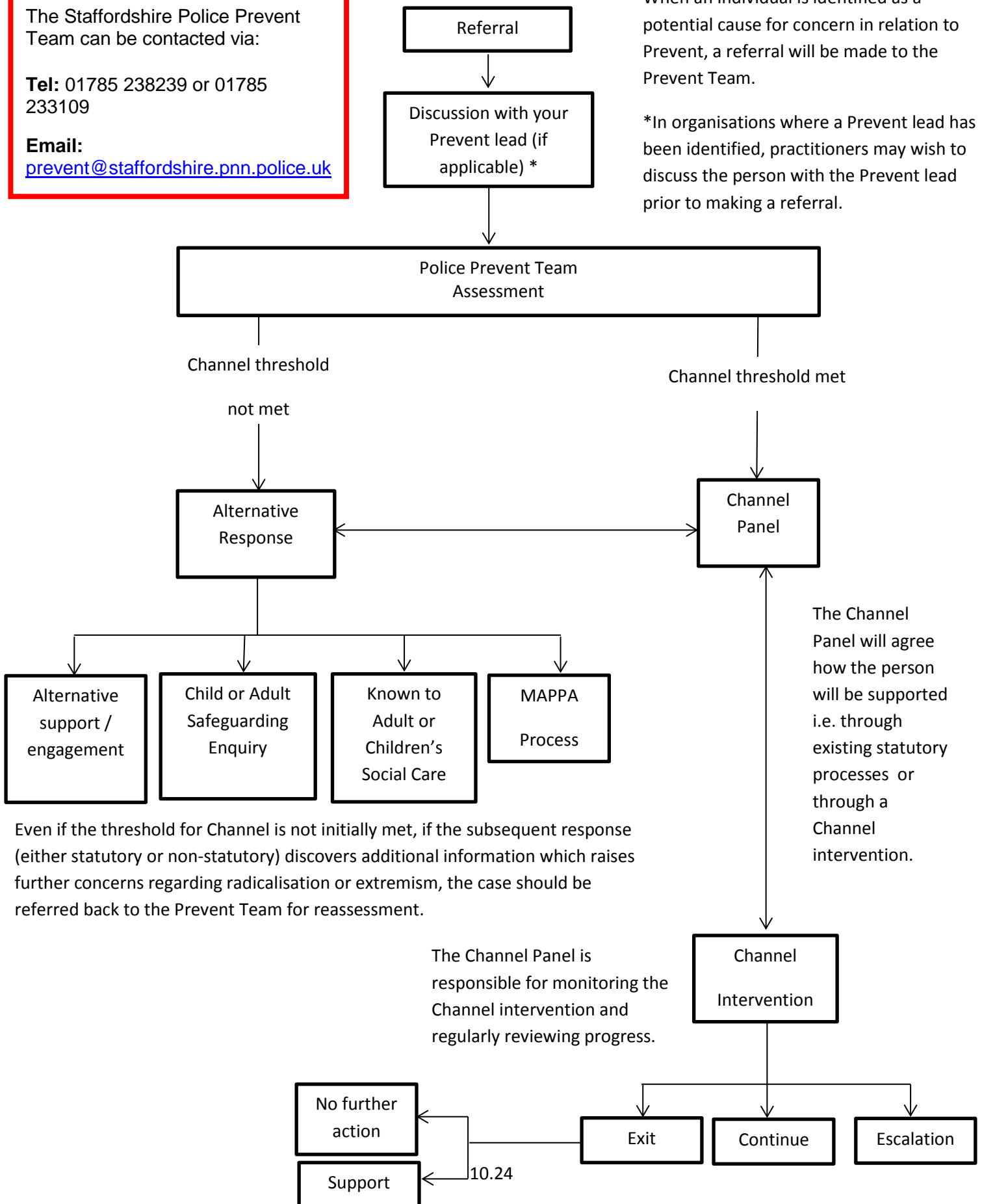
The Staffordshire Police Prevent Team can be contacted via:

Tel: 01785 238239 or 01785 233109

Email: prevent@staffordshire.pnn.police.uk

When an individual is identified as a potential cause for concern in relation to Prevent, a referral will be made to the Prevent Team.

*In organisations where a Prevent lead has been identified, practitioners may wish to discuss the person with the Prevent lead prior to making a referral.



Appendix 3: Channel

Channel is a multi-agency approach, led by Staffordshire County Council and Stoke-on-Trent City Council, with support provided by Staffordshire Police, to provide support to individuals who are at risk of being drawn into terrorist related activity.

Channel seeks to:

- Establish an effective multi-agency referral and intervention process to identify vulnerable individuals;
- Safeguard individuals who might be vulnerable to being radicalised, so that they are not at risk of being drawn into terrorist related activity;
- Provide early intervention to protect and divert people away from the risks they face and reduce vulnerability.

It is known that violent extremists exploit vulnerabilities in individuals to drive a wedge between them, their families and their communities.

As a minimum there must be information evidencing a concern that the individual is either moving towards support for terrorism, or an attraction to terrorism or a vulnerability to radicalisation.

Learn more about Channel via this online learning resource -

http://course.ncalt.com/Channel_General_Awareness