

Key Decision Required:	No	In the Forward Plan:	No
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CABINET

22 JANUARY 2016

REPORT OF THE WELLBEING AND PARTNERSHIPS PORTFOLIO HOLDER

A.8 NEW PREVENT DUTY ON LOCAL AUTHORITIES

(Report prepared by: Leanne Thornton)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
To provide information on the new PREVENT duty and agree a Local Authority PREVENT policy.

EXECUTIVE SUMMARY
<ul style="list-style-type: none"> • The Counter Terrorism and Security Act 2015 requires Local Authorities, in the exercise of the functions to have due regard to the need to prevent people being drawn into terrorism. • Guidance has been published setting out details of actions needed to fulfil responsibilities under the duty. • Local Authorities are vital to PREVENT work. Local Authorities will be required to fulfil a range of responsibilities under the following categories <ul style="list-style-type: none"> ○ Partnership ○ Risk Assessment ○ Action Plan ○ Staff Training ○ Use of resources • The Policy was considered by the Community, Leadership and Partnership Committee on 7th December 2015.

RECOMMENDATION(S)
<p>It is recommended that:-</p> <ul style="list-style-type: none"> (a) The new duty be noted; (b) the Tendring District Council PREVENT Policy as set out at Appendix A be agreed; and (c) the Portfolio Holder supports the recommendation from the Community, Leadership and Partnership Committee that an all Member Briefing be arranged on the Council’s responsibilities under PREVENT.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES
Most activity should be mainstreamed into existing community safety and child safeguarding work.
FINANCE, OTHER RESOURCES AND RISK
Finance and other resources

In the published Impact Assessment it was estimated that costs for local authorities could range from £4,000 to £40,000. This assessment was aligned to the variable risk in different areas. It is not possible to predict how much support the remaining areas will require until they have carried out their risk assessments. The Home Office therefore propose to allocate all non-priority local authorities a £10,000 one-off payment to cover activity required to commence the Duty. Thereafter most activity should be mainstreamed into existing community safety and child safeguarding work.

Tendring District Council has entered into a grant agreement with the PREVENT Local Delivery Department at the Home Office to receive this funding.

LEGAL

Counter Terrorism and Security Act 2015 contains a duty of Local Authorities to have due regard to the need to prevent people from being drawn into terrorism (the “prevent duty”) which came into force on 1 July 2015.

There is PREVENT duty guidance which Local Authorities must have regard to when complying with the duty.

OTHER IMPLICATIONS

Each case would need to be considered on its own merits but will need to ensure other policies are adhered to where appropriate, particularly Crime and Disorder and Equality and Diversity.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

The Counter Terrorism and Security Act 2015 requires specified authorities, in the exercise of their functions to have due regard to the need to prevent people being drawn into terrorism (Chapter 1, Section 26). Local government are listed as specified authorities in Schedule 6 of the Act.

How will the PREVENT Duty affect the work of local authorities?

Local authorities are vital to PREVENT work. The responsibilities of local government bodies will not fundamentally change with the commencement of the PREVENT Duty. Preventing people from being drawn into terrorism is part of a range of activities already undertaken by local authorities. In legislating, it is the intention of the Government that consistency is improved and best practice shared.

Following the commencement of the PREVENT Duty on 1 July, in order to have due regard to the need to prevent people being drawn into terrorism, local authorities will be required to fulfil a range of responsibilities as articulated in the PREVENT guidance. Broadly this work falls into the following categories:

- **Partnership** – local authorities should establish or make use of multi-agency groups to coordinate and monitor PREVENT related activity.

- **Risk Assessment** – local authorities should use Counter-Terrorism Local Profiles, to assess the risk of individuals being drawn into terrorism in their local area.
- **Action Plan** – Using the risk assessment, if the local authority assesses a risk in the local area, a PREVENT action plan should be developed to prioritise and facilitate delivery of projects, activities or specific interventions to reduce the risk of people being drawn into terrorism in the local authority.
- **Staff Training** – local authorities will be expected to ensure that appropriate frontline staff have a good understanding of PREVENT and are trained to recognise the vulnerability to being drawn into terrorism and are aware of available programmes to deal with this issue. Local authority staff will be expected to be aware of, and make appropriate referrals to Channel, which has separately been placed on a statutory footing in the Act.
- **Use of Local Authority Resources** – local authorities will be expected to ensure that publicly owned venues and resources do not provide a profile for extremists. Consideration should also be given as to whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. New contracts for the delivery of services in a local authority should reflect the principles of the duty in a suitable form.

It is the Government's view that the mainstay of this work will not constitute a significant financial burden on local authorities. As aforementioned, in large the reason for putting PREVENT on a statutory footing is to improve consistency across the country and to share best practice.

PREVENT work normally falls under the jurisdiction of a local authority's community safety department. It is already the responsibility of the council to consider public order and crime related matters. Counter terrorism issues should be considered as part of this work as a matter of course. The Duty is intended to standardise procedures. LA's will be required to establish or make use of multi-agency groups to coordinate and monitor PREVENT related activity. This is an administrative task that should not require significant financial or people costs.

As a matter of course local authorities should already have systems and processes in place to ensure council premises and financial mechanisms are protected to ensure safeguarding procedures are in place and in most cases will already have PREVENT provision or activity in place.

The Home Office does recognise that there will be some de minimus costs related to implementation of the PREVENT Duty.

- A group or Board may need to be formed to comply with the main requirement of the Duty for a local authority to "establish or make use of an existing multi-agency group to agree risk and co-ordinate PREVENT activity";
- Additional training may need to be provided for local authority employees on PREVENT related activity;
- Implementation of an action plan may require additional funding for project work or training;
- IT systems may require upgrading to cover extremist material.

CURRENT POSITION

Guidance has been published setting out the detail for specified authorities on action needed to fulfil responsibilities under the Duty (PREVENT Duty Guidance: for England and Wales, and separately for Scotland).

The PREVENT Policy was considered by Community Leadership and Partnership Committee on 7 December 2015. The Committee noted the duty and recommended to Cabinet that an All Member Briefing be arranged on the Council's responsibilities under PREVENT and, so far as possible, ensure that attendance by all members is compulsory.

Action that has been taken to address the impact of PREVENT locally includes.

- SPOC (Single Point of Contact) Identified;
- Safeguarding lead Officer identified;
- Policy prepared for approval by Cabinet;
- Training for all frontline TDC Staff, Members and Community Safety Partners to be rolled out during the remainder of the year.

BACKGROUND PAPERS FOR THE DECISION

None

APPENDICES

Appendix A – Tendring District Council PREVENT policy



Tendring District Council

Prevent Policy

January 2016

Version	1	Status	FINAL
Implementation Date	December 2015	Review Date	December 2016
Author	Leanne Thornton	Procedure Lead Officer	Leanne Thornton

Contents

	Page(s)
Introduction	3
Scope	3
Government Counter Terrorism Strategy (CONTEST)	3
Definitions	4
Prevent	4
Prevent Strategy	4
The Key Objectives of the Prevent Strategy	5
Local Authority responsibilities	5
Partnership working	5
Risk Assessment	6
Training	6
Use of local authority resources	6
Essex Prevent Board	6
Channel Panel	6
Safeguarding children and Multi-Agency Public Protection Arrangements (MAPPA)	7
Channel Strategy Meeting	7
Designated Roles in the Council	7
Members.....	8
Raising Prevent Concerns	8
Staff Procedure	8
National Terrorist Hotline.....	9
Escalating concerns in relation to employees	9
Sharing information	9
The Internet and Prevent	10
Provision of an Action Plan	10
Useful contacts and websites	10
Appendix One: Risk Factors and Prompt Questions for Reporting a Prevent Concern	11 - 12
Appendix Two: Understanding and Recognising Risks of Radicalisation Principles	13 - 15
Appendix Three: Tendring District Council Action Plan	16

Introduction

The current threat from Terrorism and Extremism in the United Kingdom is real and severe and can involve the exploitation of vulnerable people, including children in order to involve them in extremist activity.

This Policy is intended to provide guidance on the national Prevent agenda and how the Council will implement it locally. It sets out the Council's local obligations, proposed actions, statutory duties and responsibilities.

Supporting vulnerable individuals and reducing the threat from violent extremism in local communities is a priority for statutory organisations and their partners.

Scope

The Prevent Policy applies to all staff employed within the organisation, either directly or indirectly, and to any other person or organisation that uses the Council's premises for any purpose.

Preventing someone from becoming a terrorist or supporting terrorism has much in common with safeguarding vulnerable individuals from other forms of exploitation.

Government Counter Terrorism Strategy (CONTEST)

The Government's national counter terrorism strategy, called CONTEST, aims to reduce the risk to the United Kingdom and its interests overseas from international terrorism, so that people can go about their lives freely and with confidence. These forms of terrorism include:

- Far Right extremists
- ISIS
- AL-Qaida influenced groups
- Environmental extremists
- Animal Rights extremists
- Faith-based influenced groups

CONTEST is organised around four work streams, each with a number of key objectives:

- **Pursue:** to stop terrorist attacks in this country and against our interests overseas. This means detecting and investigating threats at the earliest possible stage, disrupting terrorist activity before it can endanger the public and, wherever possible, prosecuting those responsible.
- **Protect:** to strengthen our protection against a terrorist attack in the UK or against our interests overseas and so reduce our vulnerability. Government priorities are informed by an annual National Risk Assessment which assesses the vulnerabilities we have and the threats we face.
- **Prepare:** to mitigate the impact of a terrorist attack where that attack cannot be stopped. This includes work to bring a terrorist attack to an end and to increase the country's resilience so we can recover from its aftermath. An effective and efficient response will save lives, reduce harm and aid recovery.
- **Prevent:** to stop people becoming terrorists or supporting terrorism. The Government believes it is not possible to resolve the threats we face simply by arresting and prosecuting more people. This is the view of our key allies around the world and Prevent needs to be an international effort as much as other parts of the counter-terrorism strategy.

Definitions

Adult safeguarding: Working with adults (a person over the age of 18 years) with needs for care and support to keep them safe from abuse or neglect. Safeguarding is aimed at people with needs for care and support who may be in vulnerable circumstances and at risk of abuse or neglect.

Children: A child is defined in the Children Act 1989 as anyone who has not yet reached their 18th birthday.

Terrorism: Is defined in the Terrorism Act 2000 (TACT 2000) as ‘an action that endangers or causes serious violence to a person or people or causes serious damage to property or seriously interferes or disrupts an electronic system’. The use of threat must be designed to influence the government or to intimidate the public and is made for the purpose of political, religious or ideological gain.

Radicalisation: Defined as the process by which people come to support terrorism and extremism and, in some cases, to then participate in terrorist groups.

Extremism: Vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas” (*HM Government Prevent Strategy 2011*).

A Prevent Concern: Does not have to be proven beyond reasonable doubt, but it should be based on something that raises concern which is assessed using existing professional judgement from staff.

Vulnerability and Prevent: A person who is susceptible to extremists’ messages and is at risk of being drawn in to terrorism or supporting terrorism at a point in time.

Channel Panel: Channel is a Multi-Agency process which provides support to those who may be vulnerable to being drawn into terrorism. Channel uses existing collaboration between partners to support individuals and protect them from being drawn into terrorism.

Prevent

Prevent is a key part of the CONTEST strategy, led by the Home Office. Its aim is to stop people becoming terrorists or supporting terrorism by working with individuals and communities who may be vulnerable to the threat of violent extremism and terrorism.

Early intervention is at the heart of Prevent in diverting people away from being drawn into terrorist activity. Prevent happens before any criminal activity takes place. It is about recognising, supporting and protecting people who might be susceptible to radicalisation.

Prevent Strategy

The National Prevent Strategy was explicitly changed in 2011 to deal with all forms of terrorism and target not just violent extremism but also non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists exploit. It also made clear that preventing people becoming terrorists or supporting terrorism requires challenge to extremist ideas where they are used to legitimise terrorism and are shared by terrorist groups.

The Strategy also aims to stop people moving from extremist (albeit legal) groups into terrorist-related activity. In carrying out this duty, the specified authorities must have regard to guidance issued by the Secretary of State.

The key objectives of the Prevent Strategy:

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

Terrorist groups often draw on extremist ideology, developed by extremist organisations; some people who join terrorist groups have previously been members of extremist organisations and have been radicalised by them. Prevent work is intended to deal with all kinds of terrorist threats to the UK. The most significant of these threats is currently from IS terrorist organisations in Syria and Iraq. But terrorists associated with the extreme right also pose a continued threat to our safety and security.

Islamist extremists regard Western intervention in Muslim-majority countries as a 'war with Islam', creating a narrative of 'them' and 'us'. Their ideology includes the uncompromising belief that people cannot be both Muslim and British, and that Muslims living here should not participate in our democracy. Islamist extremists specifically attack the principles of civic participation and social cohesion. These extremists purport to identify grievances to which terrorist organisations then claim to have a solution.

The white supremacist ideology of extreme right-wing groups has also provided both the inspiration and justification for people who have committed extreme right-wing terrorist acts.

Local Authority responsibilities

With wide ranging responsibilities and democratic accountability to their electorate, local authorities are vital to Prevent work. Effective local authorities will be working with their local partners to protect the public, prevent crime and to promote strong, integrated communities.

Section 26 of the Counter Terrorism and Security Act 2015 seeks to place a duty on specified authorities including the Council (listed in Schedule 6 to the Act) and says it must 'in the exercise of its functions, have due regard to the need to prevent people from being drawn into terrorism.' In complying with the duty all specified authorities, as a starting point, should demonstrate an awareness and understanding of the risk of radicalisation in their area, institution or body.

This risk will vary greatly and can change rapidly; no area, institution or body is risk free. Whilst the type and scale of activity that will address the risk will vary, all specified authorities will need to give due consideration to it.

Partnership working

Prevent work depends on effective partnerships. To demonstrate effective compliance with the duty, specified authorities must demonstrate evidence of productive co-operation, in particular with Police Prevent co-ordinators, other police personnel and local authorities, and co-ordination through existing multi-agency forums. For the Tendring District, The Community Safety Partnership (CSP) has been identified as the appropriate forum and arrangements are in place to effectively monitor the impact of Prevent work.

It should be stressed that there is no expectation that the Council will take on a surveillance or enforcement role as a result of Prevent. Rather, it must work with partner organisations to contribute to the prevention of terrorism by safeguarding and protecting vulnerable individuals and making safety a shared endeavour. The Prevent Lead will engage with the CSP and other partners with responsibility to share concerns raised within the organisation including the Channel Panels.

Risk Assessment

In complying with the duty, the district councils should demonstrate an awareness and understanding of the risk of radicalisation in their area.

Council Officers will use the existing counter-terrorism local profiles (CTLPs) produced for every region by the police, to begin to assess the risk of individuals being drawn into terrorism. This should include both violent and non-violent extremism which can create an atmosphere conducive to terrorism and can popularise views which terrorists exploit. Local authorities are expected to incorporate the duty into existing policies and procedures, so it becomes part of the day-to-day work of the authority.

Training

Local authorities are expected to ensure that frontline staff have a good understanding of Prevent in order to respond to vulnerable individuals who are in danger of being radicalised and being drawn into terrorism.

Frontline staff who engage with the public, should understand what radicalisation means and why people may be vulnerable to it. They need to be aware of what is meant by the term 'extremism' and the relationship between extremism and terrorism.

Staff need to know what measures are available to prevent people from becoming drawn into terrorism and how to challenge the extremist ideology that can be associated with it. They need to understand how to obtain support for people who may be being exploited by radicalising influences.

The Council's Community Safety Team organise training of relevant staff through Workshops to Raise Awareness of Prevent (WRAP) that will be rolled out as part of the overall Training Programme to relevant staff.

Use of local authority resources

In complying with the duty, local authorities are expected to ensure that publicly-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views.

This includes considering whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. The Council does have a number of public access points supported by the Council's ICT Team.

It is also expected that organisations which work with the Council and the CSP on Prevent are not engaged in any extremist activity or espouse extremist views.

Essex Prevent Board

The Council is represented on the Essex Prevent Strategy Board by the Community Safety Manager. The meeting is chaired by the Essex County Council Safeguarding lead. The aim of the Board is to set the overall partnership policy and strategy for Prevent in Essex.

Channel Panel

Channel is a Multi-Agency process, which provides support to those who may be vulnerable to being drawn into terrorism. Representatives from the council are required to attend Channel Panel Meetings where any individuals referred, are linked to the district. Channel uses existing collaboration between partners to support individuals and protect them from being drawn into terrorism.

Examples of support provided could include mentoring, diversionary activities such as sport, signposting to mainstream services such as education, employment or housing. The Channel process can access the use of an 'intervention provider'.

This is Home Office funded and uses those on an approved list to work with individuals around their individual ideologies.

The Channel Co-ordinator will:

- Conduct an initial review of the information received to ensure the referral meets the necessary threshold.
- Contact partners through previously established Single Points of Contact to access further information.
- For individuals under 18, liaise with the local social care officer in Children and Young People's Services.
- Undertake a continuous risk assessment process.

Safeguarding children and Multi-Agency Public Protection Arrangements (MAPPA)

In some cases it may not be appropriate for an individual to continue through the Channel process because they are involved in a different statutory mechanism such as 'MAPPA' or child protection arrangements.

Channel is not intended to replace those referral systems; in such cases, ownership will rest with the relevant statutory support mechanism which may work alongside the Channel process if appropriate.

Channel Strategy Meeting

This meeting will be convened only when needed and will include involvement of a wider range of partners such as housing and education. It will be chaired by a County Safeguarding Manager from Essex County Council and supported by the Channel Co-ordinator. If the consensus is that support is required, an appropriate support package will be set out in an action plan. At appropriate intervals the case will be reviewed, once the risk has been successfully reduced or managed the panel will recommend that the case is closed.

Designated Roles in the Council

All organisations should have an awareness of the Prevent agenda, the various forms radicalisation takes and be able to recognise signs and indicators of concern and respond appropriately. Radicalisation is a process not an event, and there is no single route or pathway to radicalisation. Evidence indicates that those targeted by radicalisers may have doubts about what they are doing. It is because of this doubt that frontline staff need to have mechanisms and interventions in place to support an individual being exploited and to help them move away from terrorist activity.

As an organisation, The council has a duty to ensure safe environments where extremists are unable to operate. It is essential, therefore, that all staff know how they can support vulnerable individuals who they feel may be at risk of becoming a terrorist or supporting extremism.

Where appropriate the Council's Management Team receives reports on Prevent-related matters.

Members

The Community Partnerships Portfolio Holder has responsibility for Prevent. It is the responsibility of all members to report any concerns to the Council's Prevent Lead or any member of Management Team.

Raising Prevent Concerns

Prevent is an on-going initiative and is designed to become part of the everyday safeguarding routine for staff. However, some officers within the Council have specific functions with regard to Prevent'. They work to ensure the Council fulfils its statutory requirements and ensures that all relevant issues are dealt with appropriately:

Safeguarding Lead Professional – Paul Price – Corporate Director Life Opportunities

Tel: 01255 686430 Email: pprice@tendringdc.gov.uk

Has Board-level leadership and responsibility for Prevent and overall accountability for safeguarding children, young people and adults with needs for care and support.

Prevent Lead – Leanne Thornton - Community Safety Manager

Tel: 01255 686353 Email: lthornton@tendringdc.gov.uk

Is the Council's Lead for Prevent who works in partnership with Safeguarding colleagues across the organisation.

Staff Procedure

Where there is an identified or potential risk that a child, young person or adults with needs for care and support may be involved or potentially involved in supporting or following extremism; may be at risk of being drawn into terrorism; has begun to express radical extremist views; or may be vulnerable to grooming or exploitation by others.

- Staff should discuss, where possible, their concerns (in confidence) with their line manager or supervisor prior to referral.
- Line Manager should contact the SPOC (Single Point of Contact – Prevent Lead) who will manage such enquiries with support from Safeguarding colleagues. All reports referred should clearly identify the precise nature of the concern.
- The SPOC will raise concerns to the Safeguarding Lead Professional.
- Once the Safeguarding Lead Professional receives a concern, they will consider whether a situation may be so serious that an emergency response is required.
- If the SPOC or the Safeguarding Lead Professional determines that a safeguarding referral needs to be made, it will be done in accordance with local inter-agency safeguarding procedures.
- Further investigation by the police will be required, prior to other assessments and interventions.

Although it is expected that staff will use their professional judgement to identify whether an emergency situation applies, when there is information that a violent act is imminent, or where weapons/other materials may be in the possession of a vulnerable person, another member of their family or within the community a 999 call should be made.

- The SPOC or the Safeguarding Lead Professional will ensure that there is appropriate feedback to the member of staff raising the concern. They will advise on appropriate support for staff and the vulnerable individual.

National Terrorist Hotline

Members and Staff can use the National Terrorist Hotline if they are concerned about suspicious behaviour in their neighbourhood or have information they believe may help the police.

You do not have to give your name and all information received via the hotline is confidential. Information that might seem insignificant on its own could prove vital in a wider investigation.

Suspicious behaviour could include people coming and going at strange times of day or night, someone taking an interest in security such as CCTV cameras without good reason, using false documents or simply behaving differently to how you've known them to behave in the past.

Staff and Members can also report terrorist material on the web via the direct.gov.uk Website details for both are in the Useful contacts and websites section of the Policy.

Escalating concerns in relation to employees

Although there are relatively few instances of staff in an organisation radicalising others or being drawn into extremist acts, it is necessary to be aware of the risk and have processes in place to manage any concerns e.g. disciplinary action. This is covered by the Council's disciplinary procedures and could result in the employees dismissal.

Where an employee expresses views, brings material into the organisation, uses or directs others to extremist websites or acts in other ways to promote terrorism, the organisation will look to use non-safeguarding processes in order to address the concerns.

Where a staff member has a concern about a colleague, this should be raised with their line manager. The line manager will discuss the concerns with the organisation's Human Resources Manager who will liaise with the Prevent Lead in the first instance. The Prevent Lead will assess and manage any related safeguarding risks and, where appropriate, the Police Prevent Lead will be contacted. The Human Resources Manager will lead on advising the line manager in relation to the disciplinary process, should this be appropriate. The Prevent Lead will represent the organisation on Local Prevent Steering Groups and inter-agency meetings.

Sharing information

The Prevent programme must not involve any covert activity against people or communities. But specified authorities may need to share personal information to ensure, for example, that a person at risk of radicalisation is given appropriate support (for example on the Channel programme). Information sharing must be assessed on a case-by-case basis and is governed by legislation. Staff should use the guide outlined in the Essex County Council's Safeguarding Children, Young People and Adult Policy.

The Internet and Prevent

Vulnerable individuals may be exploited in many ways by radicalisers and this could be through direct face to face contact, or indirectly through the internet, social networking or other media. Access to extremist material is often through leaflets and local contacts. However, the internet plays an important role in the communication of extremist views. It provides a platform for extremists to promote their cause and encourage debate through websites, internet forums and social networking. It is a swift and effective mechanism for disseminating propaganda material and is not always possible to regulate.

Staff should be aware of anyone making frequent visits to websites showing images such as armed conflict around the world and providing speeches and access to material from those involved in the radicalising process.

Provision of an Action Plan

With the support of co-ordinators and others as necessary, any local authority that assesses, through the multi-agency group, that there is a risk, is expected to develop a Prevent Action Plan. This will enable the local authority to comply with the duty and address whatever risks have been identified.

These local action plans will identify, prioritise and facilitate delivery of projects, activities or specific interventions to reduce the risk of people being drawn into terrorism in each local authority. Projects could include faith institutions, and local schools.

For the TDC Prevent Action Plan, see **Appendix Three**.

Useful contacts and websites

Essex Police

Tel: 101 and ask for the Prevent Team

National Anti-Terrorist Hotline

0800 789 321

Reporting Terrorist Material on the web

www.direct.gov.uk/reportingonlineterrorism

APPENDIX ONE

Risk Factors and Prompt Questions for Reporting a Prevent Concern

Access to extremism/extremist influences

- Is there reason to believe that the person 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 person is the partner, spouse, friend or family member of someone believed to be linked with extremist activity).
- Does the person frequent, or is there evidence to suggest that they are accessing the internet for the purpose of extremist activity? (e.g. use of closed network groups, access to or distribution of extremist material, contact associates covertly via Skype/email etc.).
- Is there reason to believe that the vulnerable person has been, or is likely to be, involved with extremist/military training camps/ locations?
- Is the vulnerable person 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 vulnerable person sympathise with, or support illegal/illicit groups e.g. propaganda distribution, fundraising and attendance at meetings?
- Does the vulnerable person support groups with links to extremist activity but not illegal/illicit e.g. propaganda distribution, fundraising and attendance at meetings?

Experiences, Behaviours and Influences

- Has the vulnerable person encountered peer, social, family or faith group rejection?
- Is there evidence of extremist ideological, political or religious influence on the vulnerable person from within or outside UK?
- Have international events in areas of conflict and civil unrest had a personal impact on the vulnerable person resulting in a noticeable change in behaviour?
- It is important to recognise that many people may be emotionally affected by what is happening in areas of conflict (i.e. images of children dying); it is important to differentiate those affected, from those that sympathise with or support extremist activity.
- Has there been a significant shift in the vulnerable person's behaviour or outward appearance that suggests a new social/political or religious influence?
- Has the vulnerable person come into conflict with family over religious beliefs/lifestyle/dress choices?
- Does the vulnerable person vocally support terrorist attacks; either verbally or in their written work?
- Has the vulnerable person witnessed or been the perpetrator/victim of racial or religious hate crime or sectarianism?

Travel

- 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 vulnerable person travelled for extended periods of time to international locations known to be associated with extremism?
- Has the vulnerable person employed any methods to disguise their true identity or used documents or cover to support this?

Social Factors

- Does the vulnerable person have experience of poverty, disadvantage, discrimination or social exclusion?
- Does the vulnerable person experience a lack of meaningful employment appropriate to their skills?
- Does the vulnerable person display a lack of affinity or understanding for others, or social isolation from peer groups?
- Does the vulnerable person demonstrate identity conflict and confusion normally associated with youth development?
- Does the vulnerable person have any learning difficulties/mental health support needs?
- Does the vulnerable person demonstrate a simplistic or flawed understanding of religion or politics?
- Does the vulnerable person have a history of crime, including episodes in prison?
- Is the vulnerable person a foreign national, refugee or awaiting a decision on their immigration/national status?
- Does the vulnerable person have insecure, conflicted or absent family relationships?
- Has the vulnerable person experienced any trauma in their lives, particularly any trauma associated with war or sectarian conflict?
- Is there evidence that a significant adult or other person in the vulnerable person's life has extremist view or sympathies?

More critical risk factors could include:

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

APPENDIX TWO

Understanding and Recognising Risks of Radicalisation Principles

The Government document, 'Working Together to Safeguard Children (2010)' identifies exposure to, or involvement with, groups or individuals who condone violence as a means to a political end as a particular risk for some children. All children and young people's partnerships should have an agreed process in place for safeguarding vulnerable individuals. Local Safeguarding Children Boards (LSCBs) and local authorities should ensure they are informed of the particular risks in their area.

Children and young people can be drawn into violence or they can be exposed to the messages of extremist groups by many means. These can include through the influence of family members or friends and/or direct contact with extremist groups and organisations or, increasingly, through the internet. This can put a young person at risk of being drawn into criminal activity and has the potential to cause **significant harm**. Children and young people are vulnerable to exposure to, or involvement with, groups or individuals who advocate violence as a means to a political or ideological end. Examples of extremist causes that have used violence to achieve their ends include animal rights, the far right, internal terrorist and international terrorist organisations.

Most individuals, even those who hold radical views, do not become involved in extremism. Numerous factors can contribute to and influence the range of behaviours that are defined as 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. Safeguarding children and young people from radicalisation is no different from safeguarding them from other forms of harm.

Indicators for vulnerability to radicalisation may be:

- family tensions
- sense of isolation
- migration
- distance from cultural heritage
- experience of racism or discrimination
- feeling of failure etc.

Those in the process of being radicalised may become involved with a new group of friends, search for answers to questions about identity, faith and belonging; possess extremist literature or advocate violent actions, change their behaviour and language; seek to recruit others to an extremist ideology. It is important to note that children and young people experiencing these situations or displaying these behaviours are not necessarily showing signs of being radicalised. There could be many other reasons for the behaviour including the fact that those staff are already familiar with issues such as alcohol or drug abuse, family breakdown, domestic abuse, bullying or even something more minor.

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.

The risk of radicalisation is the product of a number of factors and identifying this risk requires that staff exercise their professional judgement, seeking further advice as necessary. It may be combined with other vulnerabilities or may be the only risk identified. Some children may be at risk due to living with or being in direct contact with known extremists. Such children may be identified by the police or through Multi Agency Public Protection Arrangements (MAPPA) processes.

The accepted view is that a complex relationship between the various aspects of an individual's identity determines their vulnerability to extremism. Over-simplified assessments based upon demographics and poverty indicators have consistently been demonstrated to increase victimisation, fail to identify vulnerabilities and, in some cases, increase the ability of extremists to exploit, operate and recruit.

There is no such thing as a 'typical extremist' and those involved in extremism come from a range of backgrounds and experiences. The following indicators have been provided to support professionals to understand and identify factors that may suggest a child, young person or their family may be vulnerable or involved with extremism.

The following are examples of indicators that *may* suggest vulnerability to violent extremism:

- **Expressed opinions** – such as support for violence and terrorism or the values of extremist organisations.
- **Material** – possession of extremist literature; attempts to access extremist websites and associated password-protected chat rooms; possession of material regarding weapons, explosives or military training.
- **Personal history** – claims or evidence of involvement in organisations voicing violent extremist ideology or attendance at military/terrorist training.
- **Personal/identity crisis/behaviour and behaviour changes** – 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. Distance from cultural/religious heritage; uncomfortable with their place in the society around them. Withdrawal from family and peers; hostility towards former associates and family; association with prescribed organisations and those that hold extremist views.
- **Personal circumstances** – migration; local community tensions; events affecting country or region of origin; alienation from UK values; having a sense of grievance that is triggered by personal experience of racism or discrimination or aspects of Government policy.
- **Unmet aspirations** – perceptions of injustice; feeling of failure; rejection of civic life.
- **Criminality** – experiences of imprisonment; poor resettlement/reintegration, previous involvement with criminal groups.

Indicators of concern

Indicators that staff may observe or identify regarding individuals behaviour or actions may include:

- Graffiti symbols, writing or artwork promoting violent extremist messages or images.
- Vulnerable adults/staff accessing violent extremist material on line, including social networking sites.
- Parental/family reports of changes in behaviour, friendships or action and requests for assistance.
- Vulnerable adults voicing opinions drawn from violent extremist ideologies and narratives.
- Use of extremist or hate terms to exclude others or incite violence.
- Harmful influences on vulnerable individuals from staff, colleagues, volunteers, parents, spouse, family members, friends, external groups.

- Inappropriate use of the internet on the organisation's premises.
- External groups using the organisation's premises for meetings distributing violent extremist materials.

Recognise - staff working with a child, young person or adult could be the person to recognise that there has been a change in the individual's behaviour that may suggest they are vulnerable to violent extremism.

Understand - staff should speak to colleagues and/or their partners to better understand the concerns raised by the behaviours observed to decide whether intervention and support is needed. In over 95% of cases there will be an explanation for the behaviours that either requires no further action or a referral not related to radicalisation or extremism.

Refer - in the small number of cases where staff still has concerns that the individual may be vulnerable to violent extremism, advice about whether to refer the case should be sought via the Safeguarding Lead Professional ie. complete a Safeguarding Report Form and send it via email to the Essex County Council Safeguarding email address.

APPENDIX THREE

Tendring District Council – Prevent Action Plan

	Objective	Action	Timescale	Outcomes	Lead
1	National Tasking: Speakers Addressing the concern that as extreme speakers are pushed out of London they will try to use locations within the district.	<ul style="list-style-type: none"> Ensure that locations/organisations are given the right advice. Provide a briefing note for Parish and Town Councils. 	End March 2016	All relevant staff made aware of the potential issues.	LT
2	Local Tasking: Internal training and awareness To conduct WRAP training with front line staff to ensure that they understand, and can identify, any extremism. Promote the Prevent agenda.	<ul style="list-style-type: none"> Identify target audiences and organise a number of training sessions. Agree level and content of training. Provide a briefing on the Prevent Agenda for the staff bulletin. 	End March 2016	<ul style="list-style-type: none"> Programmed training and workshops for TDC staff. Greater awareness of, and more effective ability to deliver, the Prevent agenda. 	LT
3	Local Tasking: To safeguard vulnerable children, young people and adults	Ensure that anyone working in safeguarding activity and services has had relevant training.	End March 2016	All relevant staff made aware of the potential issues.	LT
4	Local Tasking: Education Young people.	Conduct awareness training with TDC Youth Assembly.	End March 2016	Every Youth Councillor received appropriate training.	LT/ GB
5	Local Tasking: Education Members.	Raise awareness of Prevent with Members and provide a briefing note for the Members Bulletin.	End March 2016	All Members received appropriate training.	LT
6	Local Tasking: Counter Terrorism Local Profile (CTLP)	Deliver, in conjunction with Essex Police, an annual CTLP and to act on recommendations.	August 2015	A CTLP has been developed and kept updated.	LT