

Guidance on responding to individuals who are vulnerable to messages of violent extremism in Salford

A Targeted Safeguarding Approach for Salford

Version 6

Revised 03.10.2018

Introduction

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

Violent extremism is a form of exploitation with extremist organisations exploiting vulnerable people, including young people, to become engaged with and supportive of their extreme and distorted rhetoric's.

The 10 Greater Manchester Local Authorities and Greater Manchester Police, through the Greater Manchester Safeguarding Adults and Children's Partnerships, agree that this exploitation should be viewed as a safeguarding concern and should be embedded into the work of local Safeguarding Services.

This guidance is designed to provide a clear framework with which to respond to safeguarding concerns for individuals who may be vulnerable to the messages of violent extremism.

This framework is underpinned by a number of key principles:-

- Each vulnerable person is unique, is vulnerable for unique reasons and needs an individualised response
- Each vulnerable person effects and is affected by multiple domains i.e. family, community, societal
- Salford local authority and its partners have a duty to respond promptly and robustly to concerns raised around possible safeguarding issues
- Information will be shared with other agencies and local authorities as appropriate in the interests of protecting a vulnerable adult from serious harm
- This is a collaborative process to enable effective integrated working to improve outcomes for adults in need of safeguarding arising from a common or specialist assessment

What is Violent Extremism?

Violent Extremism

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:

- foment, justify or glorify terrorist violence in furtherance of particular beliefs;
- seek to provoke others to terrorist acts;
- foment 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.”

Contest

CONTEST is the UK’s Counter Terrorism Strategy. The aim of CONTEST is to reduce the risk to the UK and its interests overseas from terrorism, so that people can go about their lives freely and with confidence.

The strategy is organised into four strands:

- Pursue – To stop terrorist attacks
- Protect – To strengthen our protection against a terrorist attack
- Prepare – To mitigate the impact of a terrorist attack
- Prevent – To stop people becoming terrorists or supporting terrorism

Prevent

Prevent is part of the UK’s counter terrorism strategy and aims to reduce the number of people becoming or supporting violent extremists. Prevent happens before any criminal activity takes place. It is about recognising, supporting and protecting people who might be susceptible to radicalisation.

The Prevent Strategy was reviewed in June 2011 and Prevent objectives are now:

- 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 need to be addressed.

In addition to the new objectives, the new strategy provides a definition of extremism in the context of Prevent:

“Extremism is 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”

Channel

An early intervention strategy aimed at identifying and supporting those individuals vulnerable to recruitment into all forms of violent extremism and terrorism

Channel seeks to intervene in the lives of people who may be prone to the messages of violent extremism. Channel is designed to establish an effective multi-agency referral and intervention processes to identify vulnerable individuals and provide them with diversionary intervention to support them and reduce their vulnerability.

Channel Threshold :

‘Any person who is susceptible to radicalisation through a range of social, personal and environmental factors that may lead that person demonstrating or exhibiting violent extremist behaviour. This also includes violent domestic extremism

Counter Terrorism and Security Act 2015 and Prevent Duty

The Counter Terrorism and Security Act 2015 places a new duty on certain bodies **to have due regard to the need to prevent people from being drawn into terrorism.**

Channel Panels are now a requirement under the Counter Terrorism and Security Act 2015.

The Act states “each local authority must ensure that a panel of persons is in place for its area with the function of assessing the extent to which identified individuals are vulnerable to being drawn into terrorism”

Identification and Assessment

The research and evidence base pertaining to this risk group is limited, but is developing rapidly. 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 workers in Salford to understand and identify factors that may suggest an adult or family may be vulnerable or involved with violent extremism.

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; 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 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.

Assessment

Most individuals do not become involved in violent extremism. Numerous factors can contribute to and influence the range of behaviours that are defined as violent extremism. When undertaking any assessment where there may be concerns about involvement with violent extremism it is important to:-

- Consider the vulnerability indicators when undertaking the assessment and what this means as part of the individual's wider needs
- Understand and identify the factors that build resilience and potentially protect individuals from engaging in violent extremist activity
- 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 workers who have contact with vulnerable adults receive training to enable them to recognise those vulnerabilities and help to increase safe choices. It is necessary to remember that violent behaviour operates on many levels in the absence of protective factors and that individuals largely act within the context of their environment and experiences.

Prevent Leads

Prevent Leads are named people within your organisation who are responsible for implementing Prevent policies and related strategies. They ensure the requirements of the Prevent Strategy and Counter Terrorism and Security Act 2015, including the associated Prevent Duty, are given due consideration.

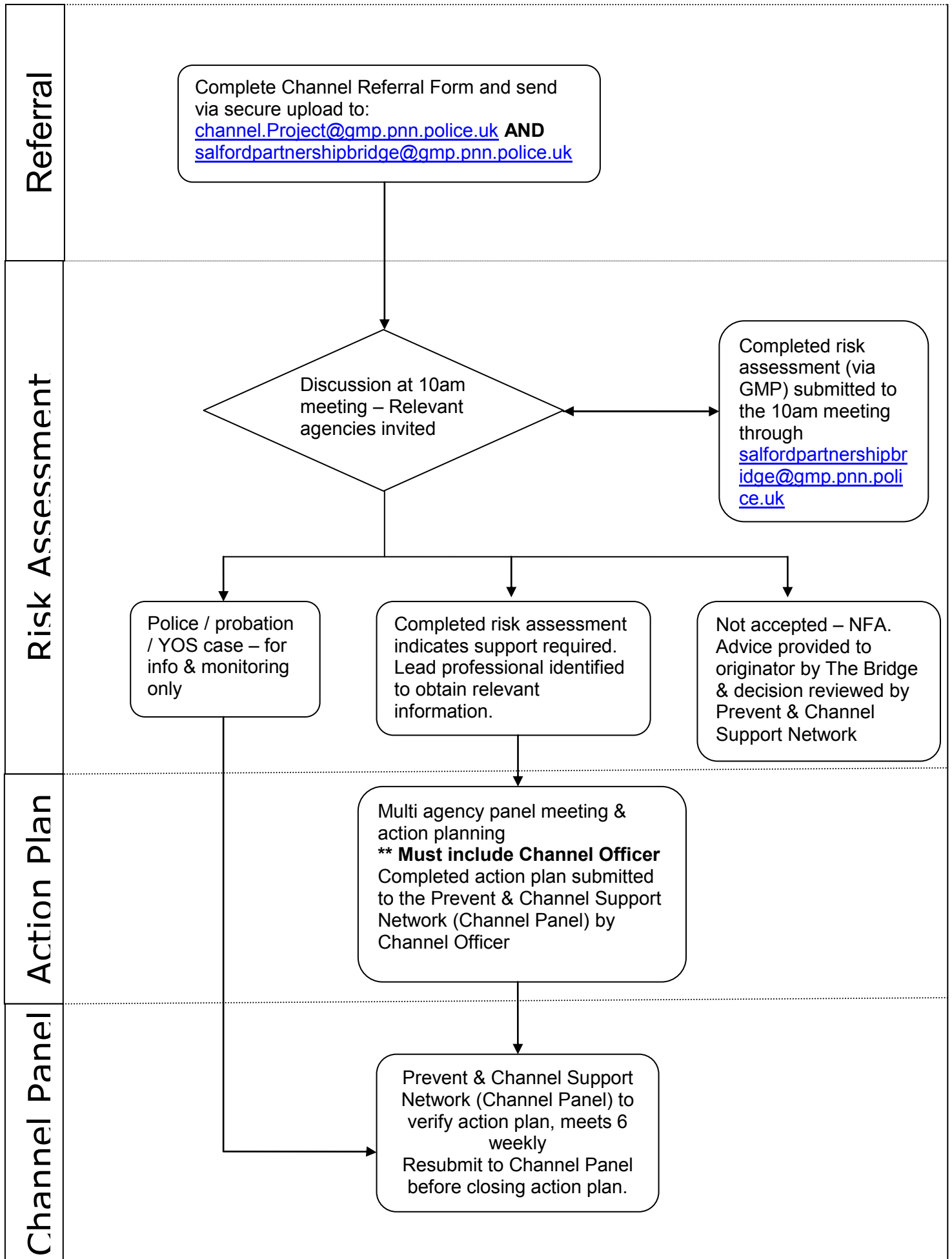
In addition to Prevent Leads, your organisation may have Single Points of Contact (SPOCs) who will promote the necessity to safeguard vulnerable children and adults from being exploited and recruited into extremism. They are also able to provide additional help advice and guidance to other practitioners within their organisation as a designated person in relation to safeguarding against radicalisation.

Prevent Leads are included in appendix once which will be revised and updated annually.

It is expected that once a practitioner within an organisation identifies an individual vulnerable to radicalisation that they contact their Prevent Lead or SPOC first to discuss the case internally. If deemed suitable, the practitioner will then be asked to complete the Referral and Assessment Form (Appendix 4). The completed form should then be emailed **simultaneously** to the Channel Team at channel.project@gmp.pnn.police.uk AND Salford's Partnership Bridge at salfordpartnershipbridge@gmp.pnn.police.uk

In some circumstances, or where information is particularly sensitive, a Prevent Lead or SPOC, at their discretion, may decide to refer an individual **directly** to Salford's Channel Panel who will be responsible for collecting information and devising an action plan. Where these situations occur, a Referral and Assessment Form (Appendix 4) should be completed and emailed to the Channel Team at channel.project@gmp.pnn.police.uk and a notification email sent to Salford's Partnership Bridge at salfordpartnershipbridge@gmp.pnn.police.uk

Flowchart: Safeguarding against Radicalisation



Responses identified

Child: If a child is assessed by the Channel Team as vulnerable to violent extremism then the appropriate lead will arrange a multi agency meeting to discuss a package of support. A separate meeting will be convened to address any acts of criminality (where applicable).

Adult: If it is an adult who is assessed by Channel as vulnerable to violent extremism, where they meet Adult Safeguarding thresholds, then as part of Adult Safeguarding processes, the lead will arrange a multi agency meeting to discuss a package of support. A separate meeting will be held to address any acts of criminality (where applicable).

Where the adult does not meet adult safeguarding thresholds, the Channel Safeguarding Team will identify the package of support needed.

Salford Prevent and Channel Support Network

Membership

| Name | Organisations represented | Role |
|--------------------------|--|----------------------|
| Jeanette Staley | Community Safety Manager | Chair / Prevent Lead |
| Elizabeth Walton | NHS Salford Clinical Commissioning Group | Prevent Lead |
| Allison Rothwell | Probation | Prevent Lead |
| Bernadette Enright | Adult Services | Prevent Lead |
| Clare Kelly | Salford Royal Foundation Trust | Prevent Lead |
| Trevor Jones | Universiy of Salford | Prevent Lead |
| Julie Ellison | Greater Manchester Police | Prevent Lead |
| Manjit Seele | Probation | Prevent Lead |
| Cathy Starbuck | Salford City Council (Education and Inclusion) | Prevent Lead |
| Elizabeth Walton | NHS Salford Clinicla Commissioning Group | Prevent Lead |
| Warren O'Donovan | Salford City College | Prevent Lead |
| ADVISORS TO BOARD | | |
| Beverley Anderson | The Bridge | Advisor |
| Clare Devlin | Greater Manchester Police | Advisor |
| Jane Wilcock | GMP Counter Terrorism Unit | Advisor |
| Gemma Rice | Salford City Council | Advisor |

Legislative and Policy Framework

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

- Counter Terrorism and Security Act 2015
- Prevent Duty Guidance 2015
- The Children Act 1989; as revised by the Children Act 2004;
- Working Together to Safeguard Children (2015);
- Framework for the Assessment of Children in Need and their Families, Department of Health 2000;
- 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)

Vulnerability Indicators

The research and evidence base pertaining to this risk group is limited, but is developing rapidly. 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 workers in Salford to understand and identify factors that may suggest an adult or family may be vulnerable or involved with violent extremism.

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.
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In addition all workers should consider the following areas when undertaking an assessment and extremist behavior is a concern:-

Access to extremism / extremist influences

- Is there reason to believe that the adult 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 adult is the partner, spouse, friend or family member of someone believed to be linked with extremist activity)
- Does the adult 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 adult has been or is likely to be involved with extremist/ military training camps/ locations?
- Is the adult 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 adult sympathise with, or support illegal/illicit groups e.g. propaganda distribution, fundraising and attendance at meetings?
- Does the adult 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 adult encountered peer, social, family or faith group rejection?
- Is there evidence of extremist ideological, political or religious influence on the adult from within or outside UK?
- Have international events in areas of conflict and civil unrest had a personal impact on the adult resulting in a noticeable change in behaviour? 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 those that sympathise with or support extremist activity
- Has there been a significant shift in the adult's behaviour or outward appearance that suggests a new social/political or religious influence?
- Has the adult come into conflict with family over religious beliefs/lifestyle/dress choices?
- Does the child/y vocally support terrorist attacks; either verbally or in their written work?
- Has the adult witnessed or been the perpetrator/victim of racial or religious hate crime or sectarianism?

Travel

- Has the adult 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 adult employed any methods to disguise their true identity? Has the adult used documents or cover to support this?

Social Factors

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

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 violent 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

NB - 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.

Channel Referral and Assessment Form

Name/Designation of person making referral.....

Contact number:

| | | | |
|---|--|--------------------|--|
| Surname | | Forename(s) | |
| D.O.B & Place of birth | | Male/Female | |
| Address | | | |
| Tel No(s) Mobile | | Email | |

| |
|----------------------------|
| Reason for referral |
| |

Household Composition

| Name | D.O.B | Gender | Relationship to vulnerable adult |
|-------------|--------------|---------------|---|
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |

Other Significant People

| Name | D.O.B | Gender | Address | Relationship |
|-------------|--------------|---------------|----------------|---------------------|
| | | | | |
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|--|--|--|--|--|
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| | | | | |
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| Agencies Involved | Contact Name | Telephone | Email |
|--------------------------|---------------------|------------------|--------------|
| | | | |
| | | | |
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| | | | |

**Assessment: Please complete the following; alternatively you may attach a completed
Community Care Assessment, CPA, SAQ**

Personal /Family History,

(Illness, disability, bereavement, violence, drug/alcohol use, criminality, relationship breakdown,)

Health

(Physical and mental well-being. The impact of medication, disability or illness on persons life. Levels of support and care needed to maintain health)

Personal Care, Maintaining a Home

Abilities and motivation to carry out tasks & organise these aspects of life

Emotional/Social Factors

(Confidence, psychological difficulties, coping with stress, adaptation to change)

Identity, Self Esteem, Self Image and being part of the community

(Perceptions of self, sense of belonging, experiences of discrimination, acceptance by family, peer group and wider society, understanding of how others perceive self, involvement in employment/community activity.)

Based on the above, what are the key needs of the adult?

Based on the above what do you think is the impact/risk for the adult?

Please forward this completed form to Channel.Project@gmp.pnn.police.uk **AND** Salfordpartnershipbridge@gmp.pnn.police.uk

