

CHILD SAFEGUARDING

SINGLE POINT OF CONTACT (SPOC) **PACKS**

THE PREVENT DUTY

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THE PREVENT DUTY

1. THE TERRORISM THREAT AND THE UK COUNTER-TERRORISM STRATEGY

How serious is the terrorism threat in the UK?

The Home Office and MI5 publish a national terrorism threat level. The United Kingdom threat level in relation to international terrorism is currently 'Severe'. This means that a terrorist attack is 'highly likely'. This was a result of concerns about the threat of international terrorism.

The threat level in Great Britain from Northern Ireland related terrorism is "Moderate" (an attack is possible, but not likely).

How is the UK tackling terrorism?

CONTEST is the UK counter terrorism strategy. It aims 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 based around four areas of work (the four "P"s):

- **Pursue:** the investigation and disruption of terrorist attacks.
- **Protect:** improving our protective security to stop a terrorist attack;
- **Prepare:** working to minimise the impact of an attack and to recover from it as quickly as possible; and
- **Prevent:** work to stop people becoming terrorists or supporting terrorism and extremism.

What is the Government's approach to Prevent?

Prevent aims to stop people becoming terrorists or supporting terrorism, and it deals with all kinds of terrorist threats including:

- International terrorism - the most significant of which is the threat from Al-Qa'ida associated groups and IS.
- Northern Ireland related terrorism.
- Domestic extremism – extreme right wing groups; extreme left wing groups; animal rights and environmental extremists.

It is important to be clear that peaceful protest / campaigning is not extremism. The concern is with the tiny minority whose protests involve extremism, including the use of violence.

The Prevent Strategy has three objectives (three "I"s):

- to respond to the **ideological** challenge of terrorism and the threat we face from those who promote it;
- prevent **individuals** from being drawn into terrorism and ensure that they are given appropriate advice and support; and

- work with **institutions** and sectors where there are risks of radicalisation (e.g. schools, health, faith, the internet).

The Prevent Strategy explicitly includes:

- tackling non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists then exploit;
- challenging extremist ideas where they are used to legitimise terrorism and are shared by terrorist groups; and
- intervening to stop people moving from extremist (albeit legal) groups into terrorist-related activity.

How does the Government define terrorism, extremism and radicalisation?

Terrorism is defined as *“an action that endangers or causes serious violence to a person/people; causes serious damage to property; or seriously interferes with or disrupts an electronic system. The use or threat must be designed to influence the government or to intimidate the public and is made for the purpose of advancing a political, religious or ideological cause.”*

Extremism is defined as *“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. It also includes calls for the death of members of our armed forces, whether in this country or overseas” (Prevent Strategy, 2011).*

Radicalisation is defined as *“the process by which a person comes to support terrorism and forms of extremism leading to terrorism”. (Prevent Strategy, 2011)*

2. DUTIES UNDER THE COUNTER-TERRORISM AND SECURITY ACT 2015

What is the Prevent duty?

The Government passed the Counter-Terrorism and Security Act in 2015 in response to the murder of Lee Rigby and concerns about the threat from IS. The Act contains legislation that will:

- ensure that law enforcement and intelligence agencies can disrupt the ability of people to travel abroad to fight (such as in Syria and Iraq) and control their return to the UK;
- enhance operational capabilities to monitor and control the actions of those in the UK who pose a threat; and
- help combat the underlying ideology that supports terrorism.

The Act created a new statutory duty (the “Prevent Duty”) for “specified authorities” to have *“due regard to the need to prevent people from being drawn into terrorism”* in everything they do. Specified authorities include: local authorities; schools; registered childcare providers; further and higher education; NHS Trusts; Prisons and probation; and the Police.

There has been some criticism of Prevent in the press and media and some myth-busting messages that might provide assistance can be found at Appendix A.

What duties are there in relation to Prevent safeguarding?

The Act introduced further duties in relation to the arrangements for safeguarding individuals who are vulnerable to being drawn into terrorism (Appendix B provides a list of the definitions relating to safeguarding vulnerable children). These arrangements are referred to as the Channel programme.

The Act requires:

- Local authorities to ensure that a multi-agency panel exists in their area to protect people who may be vulnerable to being drawn into terrorism;
- Local authorities to chair the Panel;
- The Panel to develop a support plan for individuals accepted as Channel cases;
- The Panel to consider alternative forms of support; including health and social services, where Channel is not appropriate; and
- All partners to co-operate with the police and the Panel in carrying out their functions.

These arrangements have been in place for some time in Oldham and services have already made referrals.

3. THE CHANNEL PROCESS

How does Channel support vulnerable individuals?

Channel aims to support vulnerable individuals through targeted intervention relevant to the individual's vulnerability and risk, to prevent them from committing a criminal act. If it is believed that an individual may already have committed a criminal offence relating to terrorism or extremism they are not appropriate for Channel.

The Channel process ensures that vulnerable children and adults of any faith, ethnicity or background, receive support before their vulnerabilities are exploited by those who would want them to embrace terrorism and before they become involved in criminal terrorist related activity. Prevent is concerned with all forms of extremism.

Channel assesses vulnerability using a consistently applied vulnerability assessment framework built around three criteria:

- Engagement with a group, cause or ideology;
- Intent to cause harm; and
- Capability to cause harm.

The process is dependent upon the co-operation and co-ordination of partners and works best when the individuals and their families fully engage with the programme and are supported in a consistent manner. It is important to recognise that Channel is not about reporting or informing on individuals in order to prosecute them. It is about organisations and communities working together to support vulnerable people at an early stage to prevent them from being radicalised.

Participation in Channel is voluntary and requires consent to be given by the parent in advance of support measures being put into place. All individuals who receive support through Channel must be made aware that they are receiving this as part of a programme to protect people from being drawn into terrorism, what the aims of the process are and what to expect. Where someone does not wish to continue with the process, it may be appropriate to provide alternative support through other mainstream services, such as social care services.

What to do if you notice a concern?

Most individuals do not become terrorists, nor become radicalised to support terrorism or ideologies which can lead to terrorism. Numerous factors can contribute to and influence the risk of radicalisation. When undertaking any assessment where there may be concerns about radicalisation, it is important to:

- consider the vulnerability indicators when undertaking the assessment and what this means as part of the person's wider needs;
- understand and identify the factors that build resilience and potentially protect individuals from becoming radicalised or getting involved in terrorism; and
- 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 suggested that several factors come together in the process of radicalisation and could possibly present themselves in one or more of the following ways:

- an individual evidences support for terrorist or extremist activity and/or is expressing a desire to participate in such activity;
- an individual is exposed to radicalising influences, either through social networks, or by accessing information on the internet;
- an individual seeks answers about their identity, particularly in relation to cultural and religious heritage: identity; faith; and, belonging;
- an individual expresses frustration, resentment or anger, because of how they feel or because they feel that people with whom they identify, have been treated unfairly, persecuted, humiliated or discriminated against.

There are also factors which reduce the resilience of individuals to the risk of radicalisation (for example the absence of supportive family relationships).

The above is not exhaustive and a more detailed list of indicators which might possibly be present during the radicalisation process can be found at Appendix C.

Checking your concerns

If the concern relates to the person or public being in immediate danger or at risk from harm, then the Police should be contacted immediately.

Unless there is a reason not to do so, professionals working with an individual about whom there are concerns should initially check them with the individual and/or their guardian in order to ascertain the facts prior to submitting a Channel referral. Information received from speaking to the individual and or parent/guardian might possibly mitigate the need for a referral.

Concerns should not be checked with the parent/guardian if they are considered to be the source of risk.

Sharing your concerns

As the safeguarding lead/Single Point of Contact you may decide that the concerns about the individual are not serious and you are able to manage this internally within your organisation. However, any intervention provided or actions undertaken must be reviewed at regular intervals to assess their effectiveness.

If further support is required and it is identified that a multi-agency response is needed, then a referral should be submitted to the Multi-Agency Safeguarding Hub (MASH) for assessment. Appendix D provides detail in relation to information sharing and confidentiality.

Making a referral

As the safeguarding lead/Single Point of Contact, you should offer advice and guidance about the appropriateness of making a referral and gather additional information to help understand the issue.

If necessary, you can have an initial discussion with the local authority Prevent lead or Channel and Prevent Coordinator in advance of a referral being submitted:

- Mike Walker, Channel and Prevent Co-ordinator: 0161 770 3675 / 770 7777.
- Bruce Penhale LA Prevent Lead: 0161 770 4196 / 770 7777.

In the event that your concerns are more significant and a multi-agency response is required, a completed assessment form must be emailed to the Children's Safeguarding Team as follows: child.mash@oldham.gov.uk / tel: 0161 770 7777.

The referral form can be found at: <https://apps1.oldham.gov.uk/childreferral/CRW01Referral.aspx>

Initial assessment

Once the completed assessment form has been received by the Multi-Agency Safeguarding Hub, it will be shared initially with the local authority Channel and Prevent Co-ordinator, who will in the first instance forward the information to the Greater Manchester Counter Terrorism Unit for assessment.

If the Counter Terrorism Unit considers a case to be appropriate for Channel, it will request that the local authority Prevent lead undertakes information gathering in order to undertake an assessment. This process will include gathering information from a range of services (e.g. children's social care, health, probation, etc) to ascertain if the individual is already known, what support is already in place and what information is available to inform a decision on vulnerability. Services will be required to provide the information to the Prevent lead within five days of the request being made.

Cases referred to Channel

Following assessment, a Channel Panel meeting is held in relation to the individual. A decision is made by the Channel Panel to ascertain if an action plan is needed to address any vulnerabilities.

The Channel process in Oldham has been embedded within existing safeguarding structures for children and, in the event that a referral is considered relevant to Channel, an assessment will be led by the most appropriate safeguarding team.

If the referral does not meet the Channel threshold following assessment, feedback will be provided to the referrer.

Action Plans

Each case is handled separately and people deemed appropriate to receive support will have a tailored package developed for them, according to their identified vulnerabilities. All individuals being supported under the Channel process must consent to interventions and must be made aware that the interventions are in place to reduce vulnerabilities linked to extremism/radicalisation. The most suitable professional to gain consent will be identified at the initial Channel meeting. If the individual does not consent to interventions then the case cannot progress as the Channel process is voluntary.

Reviews

All cases, whether they are referred elsewhere or offered support under Channel, will be reviewed at six and twelve month intervals.

ADVICE AND SUPPORT

Reporting concerns about Terrorism

If you have a concern about Terrorism and it is an **emergency**, dial **999**.

If you consider anything to be suspicious or connected with terrorism, contact Greater Manchester Police on the non-emergency number **101** or the Anti-Terrorist Hotline on **0800 789 321**.

Alternatively, you can complete a confidential on-line form at:

<https://secure.met.police.uk/athotline/index.php>

If you think that a child is at risk of being radicalised by people who are involved in, or support, terrorism, please contact the Multi Agency Safeguarding Hub on:

- 0161 770 7777 (Monday to Friday, 9.00am - 5.00pm)
- 0161 770 6936 (at all other times)

Advice and Support is also provided by the Local Authority Prevent Lead, Channel and Prevent coordinator and GMP's Prevent Officer for Oldham.

Mike Walker (Channel and Prevent Co-ordinator)

e-mail mike.walker@oldham.gov.uk / tel: 0161 770 3675

Bruce Penhale (Oldham Council Prevent Lead)

e-mail: bruce.penhale@oldham.gov.uk / tel: 0161 770 4196

DC Dave Bull (Greater Manchester Police Prevent Officer for Oldham)

e-mail: david.bull@gmp.police.uk tel: 0161 856 8912 / 0777 540 5550

MYTHBUSTING ABOUT PREVENT

What concerns have there been about Prevent?

There has been some criticism of Prevent in the press and media. Some key messages which may help address this are:

- Prevent is concerned with all forms of terrorism and extremism.
- Prevent is a safeguarding issue. The same principles apply to protecting young people from being drawn into terrorism as to protecting them against sexual exploitation or other forms of abuse. Like any other safeguarding risk, professionals need to take action when they observe behaviour of concern.
- A referral to Channel is not criminalising people. Channel is concerned with preventing people committing any criminal offences or getting into trouble with the police.
- Channel does not result in a criminal record, nor will it show up in future Disclosure and Barring Service checks.
- Support provided through Channel is voluntary. People do not have to participate.
- Prevent should not discourage debate and the exploration of contentious and sensitive issues. Developing critical thinking skills helps build resilience to extremism.
- We are committed to delivering Prevent in Oldham in a fair and proportionate way, informed by assessment of risk and vulnerability.

SAFEGUARDING CHILDREN

A **child** is defined in the Children Act 1989 and 2004 as anyone who has not yet reached their 18th birthday.

Safeguarding and promoting the welfare of children is defined in Working Together to Safeguard Children 2010 as:

- protecting children from maltreatment;
- preventing impairment of children's health or development;
- ensuring that children are growing up in circumstances consistent with the provision of safe and effective care and undertaking that role so as to enable those children to have optimum life chances and to enter adulthood successfully.

Children in need are those, defined under Section 17 of the Children Act 1989, who are: unlikely to reach or maintain a satisfactory level of health or development; whose health or development is likely to be significantly impaired without the provision of services; or who are disabled. Local authorities have a duty to safeguard and promote the welfare of children in need and those in need of protection.

Some children are in need because they are suffering, or likely to suffer, significant harm. The Children Act 1989 introduced the concept of **significant harm** as the threshold that justifies compulsory intervention in family life in the best interests of children, and gives local authorities a duty to make enquiries to decide whether they should take action to safeguard or promote the welfare of a child who is suffering, or likely to suffer, significant harm. Harm can be categorised as physical, emotional or sexual abuse or neglect.

**LIST OF POSSIBLE INDICATORS WHICH MIGHT BE PRESENT DURING THE
RADICALISATION PROCESS**

Please note that the following is not an exhaustive list, and all or none may be present in individual cases of concern. Vulnerable people experiencing these factors are not automatically at risk of radicalisation, and every case needs to be judged in relation to the individual circumstances.

1. Possible indications that an individual may have been radicalised include:
 - Is the person known to have joined an extremist organisation, or been in contact with extremist recruiters?
 - Does the person sympathise with, or support, illegal (proscribed) groups e.g. through attending meetings, distributing literature or fundraising?
 - Does the person support groups with links to extremist activity, even if they are not illegal e.g. through attending meetings, distributing literature or fundraising?
 - Has the person expressed support for terrorist attacks, extremist causes or their leaders either verbally or in writing?
 - Is the person using extremist narratives and ideology to explain personal disadvantage?
 - Does the person justify the use of violence to achieve political or ideological goals?
 - Have there been significant changes to the person's appearance and/or behaviour which indicate that they identify with groups with extremist views?
 - Is there reason to believe that the person either has taken part, or is planning to take part, in extremist training?
 - Is the person known to have possessed, or is actively seeking to possess and/ or distribute, extremist literature or related materials?
 - Has the person been a perpetrator of hate crime?
 - Is there a pattern of regular or extended travel within or outside the UK which, together with other signs, might suggest the person is taking part in extremist training or activity?
 - Has the person sought to disguise their true identity? Have they used documents or cover to support this?
 - Is there evidence to suggest that they are accessing the internet for the purpose of extremist activity? (e.g. are they part of closed network groups, accessing extremist material, contacting associates covertly via Skype / e-mail etc)

2. Possible indicators that an individual may be exposed to radicalising influences are:
 - Does a significant adult or other person in the individual's life have extremist views or sympathies e.g. their parent, spouse, partner or close friend?
 - Does the person associate with people known to be involved in extremism - either because they mix with known individuals or because they go to locations where these individuals are known to operate?
 - Does the person possess, or are they seeking to access, violent extremist literature or material likely to incite racial/religious hatred or acts of violence?
 - Has the person accessed violent extremist websites, especially those with a social networking element?
 - Has the person travelled for extended periods of time to international locations known to be associated with extremism?
 - Is there evidence of any other sources of extremist ideological, political or religious influence on the person from within or outside UK?

3. Possible indicators that an individual may be seeking answers about their identity are:
 - Does the person demonstrate conflict and confusion about their personal identity? For example, are they feeling disconnected from their cultural / religious heritage and uncomfortable with their place in the society around them?
 - Is the person searching for answers to questions about their identity, faith or belonging?
 - Does the person demonstrate a simplistic or flawed understanding of religion or politics?
 - Does the person reject UK values and institutions?
 - Has the person come into conflict with their family over religious beliefs / lifestyle / dress choices?
 - Has there been a significant shift in the person's behaviour or outward appearance that suggests a new social / political or religious influence?

4. Possible sources of frustrations or resentment that might make individuals more vulnerable to radicalisation are:
 - Has the person experienced any trauma in their lives, particularly any trauma associated with war or sectarian conflict?
 - Has the person witnessed, or been the victim of, racial or religious hate crime or sectarianism?
 - Does the person have a strong sense of grievance or feelings of injustice about their own experience? For example, do they feel that they have been discriminated against or disadvantaged because of who they are, or that they have suffered as a result of aspects of Government policy.
 - Does the person experience, or feel that they experience, a lack of meaningful employment appropriate to their skills?
 - Is the person a refugee or other foreign national awaiting a decision on their immigration/ nationality status?

- Does the person feel that people like themselves are threatened or systematically disadvantaged or discriminated against?
- Have international events in areas of conflict and civil unrest had a disproportionate impact on the person resulting in a noticeable change in their views or behaviour (beyond the emotional impact generally experienced by people observing the suffering of individuals e.g. the deaths of children in areas of conflict)?

(Absence of) resilience factors

6. Factors which might reduce individuals' resilience to radicalisation are:

- Does the person have insecure, conflicted or absent family relationships?
- Does the person display a lack of affinity or understanding for others, or social isolation from peer groups?
- Does the person have low self esteem or feelings of failure?
- Is the person socially isolated, with a lack of friends / support networks?
- Does a young person spend a lot of time alone, or out unsupervised?
- Does the person have any learning difficulties or mental health support needs?
- Has the person experienced rejection by their family, peers or social or faith group?
- Has the person disassociated from an existing friendship group and become involved with a new and different group of friends?
- Does the person have a previous history of involvement in crime, experience of imprisonment or problems with resettlement / reintegration having come out of prison?

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. The following is not exhaustive, but does provide a list of Acts and statutory guidance which may be relevant to data sharing and confidentiality:

- The Data Protection Act 1998
- Data Protection (Processing of Sensitive Personal Data) Order 2000
- The Human Rights Act 1998
- The Common Law Duty of Confidentiality
- The Crime and Disorder Act 1998
- Local Government Act 1972
- Local Government Act 2000
- National Health Service Act 2006 and Health and Social Care Act 2001
- Offender Management Act 2007
- Information Sharing: Advice for Practitioners providing safeguarding services to children, young people, parents and carers.
- The Children Act 2004 sections 10 and 11
- The Care Act 2014
- The Caldicott Principles

Effective information sharing is key to the delivery of Prevent, so that partners are able to take appropriately informed action. This will sometimes require the sharing of personal information between partners and is particularly the case when supporting vulnerable people, where the sharing of information will be central to providing the most appropriate support. Information Sharing Agreements should be in place to facilitate the sharing of information. However, the assessment of whether information should be shared needs to be undertaken on a case by case basis.

The sharing of data by public sector bodies requires the existence of a power to do so (such as through the Care Act or, for the prevention and detection of crime, the Crime and Disorder Act) in addition to satisfying the requirements of the Data Protection Act, Human Rights Act and the common law duty of confidentiality. The power to share information arises only as a consequence of an organisation having the power to carry out an action which is dependent on the sharing of information.

Where non-public bodies (such as community organisations) are involved in the delivery of Prevent work, there may be a need to pass personal and sensitive information to them and the approach to information sharing should be the same.

Agencies may consider sharing personal information with each other for Prevent purposes, subject to a case-by-case basis assessment which considers how data protection requirements are met and the proposed sharing being necessary, proportionate and lawful.

In order to ensure that information sharing is necessary, proportionate and lawful, each case needs to be judged on its own merit. The following questions should be considered when sharing information:

- What information are you intending to share?
- With whom are you intending to share the information?
- Why you are intending to share the information (i.e. with what expected outcome)?
- What is the legal basis on which the information is to be shared. For example has the subject consented, or is there a justification such as safeguarding an individual from serious harm or to prevent or detect crime?
- Are individuals aware that the information is being shared?

Any sharing of personal or sensitive personal data must be considered carefully, but this is particularly the case where the consent of the individual is not to be obtained. Where consent is not sought, an assessment of the relevant legislation is required to ensure sharing meets legislative requirements. Once the assessment has been made, the information should be reviewed to consider whether the individual should then be informed. There will be circumstances in which advising the individual will not be possible because it will prejudice delivery of the intended outcome. In such cases there are legal exemptions which permit sharing to take place without informing individuals e.g. the detection of crime.