

Prevent

Norfolk Practitioners' Quick Guide: Safeguarding Individuals Susceptible to Radicalisation (STR) and Referral Process

This document provides practitioners with guidance re concerns in relation to any child, young person or adult who may be at risk of being adversely influenced or radicalised by any extremist group or ideology.

The purpose of the Prevent Strategy is to stop people becoming terrorists or supporting terrorism, in all its forms.

The strategy has three objectives:

- Tackle the ideological causes of terrorism;
- Intervening early to support people susceptible to radicalisation;
- Enabling people who have already engaged in terrorism to disengage and rehabilitate.

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1. Identification

The terrorist threat we encounter can be impacted by different alignments, individuals sometimes operate in loose groups, the potential of self-initiation, perhaps having gleaned extremist material online is of concern.

We may experience radicalising influences which operate below the threshold of terrorism but seek to encourage others to cross this threshold while fragmenting and dividing communities.

Here 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, airing of political or religious based grievances, unaccepting of other nationalities, religions or cultures.

- **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. Sharing that material with others or accessing online instruction manuals.
- **Behaviour and behavioural changes** – Individuals from all kinds of backgrounds can be radicalised. There is no set template of characteristics to look for, however some factors that may make people more susceptible to radicalisation and extremist narratives than others. Feeling socially isolated, questioning place in society, difficulty in understanding consequences of actions, withdrawal from family and peers; hostility towards former associates and family; association with proscribed¹ organisations and those that hold extremist views.
- **Personal history** – Claims or evidence of involvement in organisations voicing violent extremist ideology and identifying with their cause. Distanced from cultural or religious backgrounds, experiencing a traumatic event, struggling with a sense of identity and belonging.

For a more comprehensive list of indicators [please see Action Counter Terrorism: prevent radicalisation and extremism by acting early \(actearly.uk\)](https://www.actearly.uk/).

2. Notice – check – share

It is understandable that it can be hard to share your concerns but radicalisation can happen very quickly, especially online. The sooner you seek help, the quicker we can protect the person you care about from being groomed and exploited.

Notice

A practitioner from any agency working with the child, young person or adult could be the person to **notice** that there has been a change in the individual's behaviour that may suggest they are susceptible to radicalisation.

Check

The next step is for the practitioner to speak to colleagues and/or partners to better understand the concerns raised by the behaviours observed to decide whether intervention and support is needed. In many cases there will be an explanation for the behaviours that either requires no further action or a referral not related to radicalisation or extremism.

Share

Where the practitioner still has concerns that the individual may be vulnerable to radicalisation, follow safeguarding procedures and contact Children's Advice and Duty Service or Adult Social Services. Additional guidance is available on the Norfolk Office

¹ under the Terrorism Act 2000 the Home Secretary has the power to proscribe – forbid by law – an organisation believed to be concerned in terrorism.

The below link gives details of each organisation proscribed by the UK government:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/400902/Proscription-20150123.pdf

of Police and Crime Commissioners Prevent webpages including access to [the Prevent referral form](#).

Once completed send to preventreferrals-NC@Norfolk.police.uk. An initial assessment of the referral will be carried out prior to any further information gathering on the individual.

3. The referral process

A referral will not continue through the Prevent process if:

- It is malicious or misguided;
- The person's engagement with the process would compromise or interfere with ongoing investigations into illegal activity;
- It is clear the person is not susceptible to violent extremism;
- Remember you do not need the persons consent to make the initial Prevent referral, although cogent is an issue looked at in detail during the Channel support process.

4. Details to include in the referral

When you make a Prevent referral, you should describe:

- How or why you came to be concerned;
- What happened if there was a specific event;
- The indicators that something is wrong;
- Any sympathetic interest in hate crimes, extremism or terrorism – including any extremist ideology, group or cause, support for 'school shooters' or public massacres, or murders of public figures;
- Any worrying use of mobile phone, internet or social media and how you found this out;
- Any contact with groups or individuals that cause you concern, including who and how often, and why you're concerned;
- Any expression of wanting to cause physical harm, or threats of violence, including who to, when and what was said or expressed;
- Any additional need, disability or special educational need, including what they are and if they're known or suspected;
- Any other safeguarding concerns about the family, peer group or environment;
- Any discussions you've had with the individual, parent or carer (if under 18);
- The parental or carer support (if known and under 18);
- Why the referral is relevant to Prevent, for example, is there a presence or possible presence, of any terrorist or terrorism-linked ideology;
- What you're worried about, what may happen if the concerns are left unsupported, how this may impact others.

Once deconfliction checks have been completed, the referral form will then be emailed to the Multi Agency Safeguarding Hub (MASH) and multi-agency checks will then be completed.

For urgent radicalisation concerns contact Norfolk police on 101 or, in an emergency, 999.

The Counter Terrorism (CT) Case Officer

On receipt of a referral the CT Case Officer will conduct a review of the information received. This review will be completed using a vulnerability assessment framework to ensure the referral meets the necessary threshold.

In applying the threshold test the individual circumstances associated with the referral must be taken into account and there must be a susceptibility to radicalisation.

If this is not present the case should not be managed under Channel and should immediately exit the process. Where it is apparent that the person referred has vulnerabilities not linked to radicalisation and has needs that require support through other mechanisms they should be referred to the appropriate service providers and other safeguarding measures should be considered.

If the criteria are met the CT Case Officer makes an assessment of the risk factors. Risk assessment is a continuous process from the point of referral to the point an individual exits the process.

Information gathering

The CT Case Officer will liaise with the referrer and partner agencies who are working with the individual. This initial information gathering ensures that only cases appropriate for the Channel process continue to the next stage for a Channel Panel meeting and the development of an appropriate support package.

5. Channel panel

Following confirmation that the case is appropriate to continue through the STR process, the referral will proceed to a Channel Panel meeting which will include the involvement of a wider range of partners. The Channel Panel is multi-agency and provides support to those who may be susceptible to being drawn into terrorism. Channel uses existing collaboration between partners to support individuals and protect them from being drawn into terrorism.

The Channel Panel meets every month and is chaired by a Local Authority lead supported by the CT Case Officer. The person who completed the referral may be asked to attend a Channel meeting to help Panel members understand more about the referred individual and their circumstances.

If the consensus is that support is required, partners will develop a support package based on the risk assessment, the needs of the individual and any risks posed to potential support providers. This will take the form of an action plan setting out details of the partners who will lead on the delivery of the support.

In assessing referrals, the meeting may conclude that the individual is better suited to alternative support providers, or that further assessment indicates that the individual is not being drawn into violent extremism.

One option for support through the Channel process which the Channel Panel may decide upon is the use of an 'Intervention provider'. This is Home Office funded and uses providers on an approved list to work with individuals around their individual

ideologies. The work of an Intervention provider will complement the work of other partners involved in the support package. Examples of support provided could include mentoring, diversionary activities such as sport, signposting to mainstream services such as education, employment or housing.

Appraisal and review

The Channel Panel will, on a monthly basis, review the support, risks and needs to decide whether the individual should remain on the programme. If the Panel is satisfied that the risk has been successfully reduced or managed the case exits the 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 and the case may exit the Channel process or work alongside.

6. Sharing information

Prevent should be considered the same as other safeguarding matters. When making a referral, a key question for partners to help them provide a proportionate response is, does that partner hold any information, especially linked to extremist ideology that could make the individual more susceptible to radicalisation.

The following principles should guide information sharing:

- **Power to share** – the sharing of data by public sector bodies requires the existence of a power to do so. This may be a statutory power relevant to the agency's statutory function, or an implied power based on the agency's common law function. The power may exist under specific legislation and may be different for each agency depending on their function. It is the responsibility of each agency to consider whether in this particular case the sharing of personal information is consistent with their powers and function as a public sector body.
- **Governing legislation** – for all bodies sharing personal information (private, voluntary or public sector) it is necessary to satisfy the requirements of the Data Protection Act, the Human Rights Act and the Common Law Duty of Confidentiality.
- **Consent** – Before any agency/group seeks consent from the person of concern this must be discussed at both the preliminary assessment and Channel Panel stages and a decision made on whether consent is to be sought and by whom. Obtaining consent can in itself prejudice the purpose of the Channel process and considerations must be taken before any agency seeks consent.
- **Other gateways** – in the absence of consent it is necessary to identify an exemption or a relevant condition for processing under the Data Protection Act. Where a body owes a duty of confidentiality and (in the case of public bodies)

must consider the Human Rights Act, it is necessary to determine that the level of public interest overrides the expectation of privacy.

- **Necessity, relevance and proportionality** – information should only be shared where it is necessary to achieve the intended outcome and is relevant and proportionate to it. Information should be selected for sharing on the basis that the agencies involved need to know that information in order to make informed assessment and decisions. Key to determining this will be the professional judgement of the risks to an individual or the public.
- **Non-discriminatory** – agencies must be in a position to evidence that their decision to share information as part of a Prevent referral is not discriminatory.

7. Contact information

For general questions relating to Prevent, contact:

- Norfolk Counter Terrorism Case Officer, preventreferrals-NC@Norfolk.police.uk;
- Russ Cole NCC Prevent Coordinator, russell.cole2@norfolk.gov.uk.

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