LSCB

Bath & North East Somerset
Local Safeguarding Children Board

Policies and Procedures

Supplementary Guidance

Radicalisation Protocol

May 2019

Contents

Appendices

1. Introduction

1.1 This protocol is to be read together with the overarching Youth @ Risk Strategy, a multi-agency commitment to work together to prevent all exploitation of children and young people in Bath and North East Somerset. The shared vision is for all children and young people and their families and communities to be safe from criminal exploitation and the values and approaches set out in the Youth @ Risk Strategy fully apply here. This is one of six protocols that underpin the Youth @ Risk Strategy.

1.2 The Local Safeguarding Children Board recognises the need to protect children who may be vulnerable to radicalisation as part of all agencies' wider safeguarding duties.This protocol is to be used if there is any suspicion, allegation or observation of a child behaving in a way that suggests they have been groomed and radicalised and may present a risk to others. It links and complies with statutory Prevent guidance. Our local objective is to ensure that colleagues working with children are able to identify those who may be vulnerable to radicalisation and know how to respond to keep them and others safe.

1.3 Strong and effective leadership in all agencies, clear procedures, effective multi-agency information sharing and joint working underpin our ability to keep this group of children safe. The Director of Children and Young People's Services is chair of the Children's Channel Panel and the Inclusive Communities Manager is responsible for monitoring policies and performance relating to children (and adults) at risk of being groomed and radicalised. This protocol is jointly overseen by the Prevent Steering Group and the Exploitation sub-group of the B&NES' Community Safety and Safeguarding Partnership.

2. Definitions

Child: anyone who has not yet reached their 18th birthday. 'Children' and 'young people' are used throughout this protocol to refer to anyone under the age of 18.

Exploitation: Involves exploitative situations, contexts and relationships where a child (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them completing a task on behalf of another individual or group of individuals; this is often of a criminal nature. Child criminal exploitation often occurs without the child's immediate recognition, with the child believing that they are in control of the situation. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economical and/or emotional vulnerability.

Radicalisation: is defined as "the process by which a person comes to support terrorism and forms of extremism leading to terrorism." Radicalisation can lead to development of extreme views including justifying political, religious, sexist or racist violence, or to being steered into a rigid and narrow ideology that is intolerant of diversity and leaves people vulnerable to future radicalisation. It is not generally a single event, instead happening over a period of time during which a young person may be groomed and exploited into a new way of looking at the world.

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 death of members of our armed forces, whether in this country or overseas" (HM Government Prevent Strategy, 2011)

3.   Key Principles

3.1   Radicalisation of children is a safeguarding issue and their safety and well-being is paramount;

3.2   All children groomed, radicalised and drawn into extremist behaviour should be seen as victims of child abuse and the first priority is their immediate welfare, health and safety. Keeping children and young people safe from the risks associated with radicalisation and extremism should be approached in the same way as safeguarding children from other risks;

3.3   Children need to be protected from activists trying to recruit them into extremism. A contextualised approach to safeguarding may be appropriate if the risk is primarily beyond the young person's immediate family/household. In the first instance, staff should consult with their manager and/or agency safeguarding lead. Further advice can then be sought from the Inclusive Communities Manager, as necessary. All partners will follow the local LSCB Information Sharing Protocol;

3.4   All agencies will actively support the 'reintegration' of young people who have previously been radicalised to reduce the risk of re-occurrence and promote their achievement of positive outcomes;

3.5   Most individuals, even those who hold extreme radical views, do not become involved in violent extremism and holding extreme views is not illegal. However it is recognised that the current threat from terrorism in the UK can involve the exploitation of vulnerable people, including children, young people and vulnerable adults to involve them in terrorism or activity in support of terrorism. Inciting a person to commit an act in the name of any belief is, in itself, an offence.

4.   Protecting Children and Young People from Radicalisation

4.1   Staff working at a universal level can support children and families by contributing to the development of constructive values, inclusive behaviours and positive self esteem. In particular, children need to understand when peers' or adults' behaviour towards them is out of the ordinary, even if it appears friendly, and have the confidence to tell someone. Schools and settings have a particular role to play through their Personal, Social, Health and Economic Education courses and other social education programmes, sometimes including input from Police and Health colleagues.

4.2   All agencies working with children need to understand the risks and be able to recognise when children are vulnerable to exploitation, including radicalisation. Children and young people can be exposed to the messages of extremist groups by many means including through the influence of family members or friends and/or direct contact with extremist groups or, increasingly through the internet via social media or other websites. Over

time, these messages can draw children into criminal activity and have the potential to lead to them suffering and causing significant harm.

4.3   Radicalisation may take the form of a "grooming" process where the vulnerabilities of a young person are exploited to form an exclusive friendship which draws the young person away from other influences that might challenge the radical ideology. The risk can develop over time and may be combined with other vulnerabilities. Identifying the risks requires practitioners to exercise their professional knowledge and judgment and to seek further advice from their safeguarding lead, Childen's Social Care or the Inclusive Communities Manager, as necessary.

4.4   All agencies will take steps to know which children and young people known to them are or have been at risk of radicalisation and will provide support to reduce the risk of re-occurrence as part of wider intervention planning. This will include talking to children and their parents/carers about the issue and actively involving them in planning the support they need. Children should know who they can talk to and that they have other options and can access support in making safer choices.

4.5   An [Early Help Assessment](#) can be used to identify the needs and strengths of a young person and their family in relation to the risk of exploitation, including radicalisation. A Team around the Child meeting can strengthen the plan put in place to support the young person.
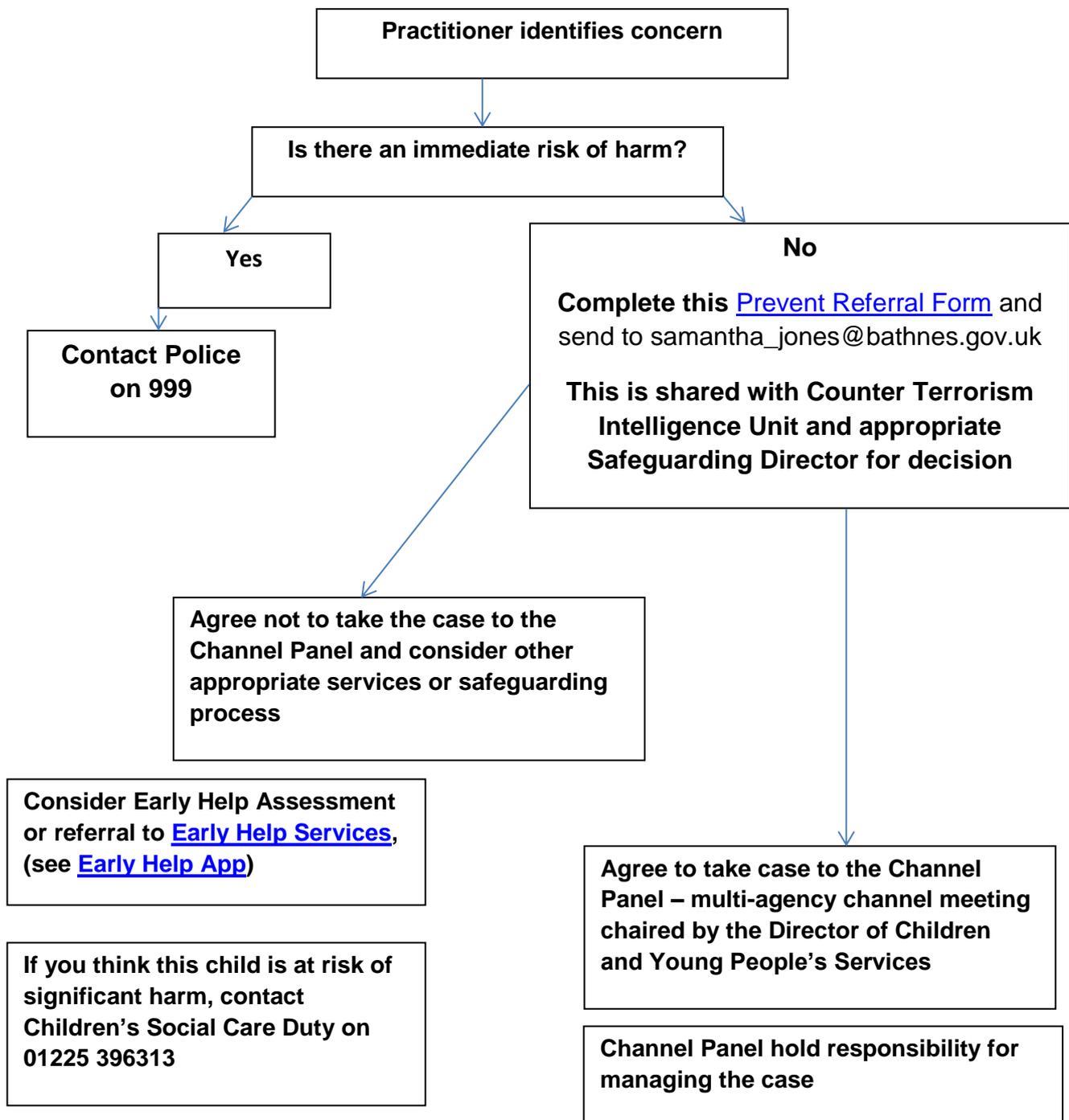
Staff Training

4.6   All agencies will ensure their staff have suitable safeguarding training in relation to their role, including awareness raising and an understanding of child grooming and exploitation as part of their basic safeguarding training. A range of specific E-Learning and workshop training opportunities can be found under the 'Prevent' heading here: [Children's Workforce Training](#)

5.   When a Child or Young Person is identified at risk

5.1   The shared aim is to protect children and young people and reduce harm. Where children's behaviour appears to be beyond usual developmental or exploratory behaviours and there are specific concerns about possible radicalisation, these should be discussed with the agency's safeguarding lead. A summary of possible responses is summarised in a flowchart in Appendix A.

5.2   Radicalisation may be suggested by young people exhibiting a number of the following changes in behaviour (but there may be other underlying reasons). Further vulnerability factors can be found in Appendix B:

- General changes of mood, patterns of behaviour, secrecy;
- Changes of friends and mode of dress;
- Use of inappropriate language;
- Possession of violent extremist literature;
- The expression of extremist views;
- Advocating violent actions and means;
- Association with known extremists;
- Seeking to recruit others to extremist ideology.

1.2   If there appears to be an imminent risk to the young person and/or of them committing an offence, Police should be contacted on 999.

5.3   If any risk does not appear to be imminent, the practitioner or their safeguarding lead will discuss these concerns with the Local Authority's Prevent lead, the Inclusive Communities Manager. She may advise completion of a [Prevent Referral Form](#). It is lawful to disclose confidential information if it appears necessary to do so to safeguard a child in the public interest (i.e. the public interest in safeguarding children may override the public interest in maintaining confidentiality). Key risks in our response to children at risk of radicalisation include slow recognition of the seriousness, failure to share information and not working together.

5.4   The Prevent lead will share information with the Police Counter Terrorism Intelligence Unit and decide if a referral to a Channel Panel is required, in accordance with national Prevent Guidance. Investigation may need to be undertaken by Police prior to further assessments and interventions.

5.5   The multi-agency children's Channel Panel is chaired by the Director of Children, Young People and Families. She will determine the appropriate response and level of support necessary. The response should be proportionate, with the emphasis of supporting vulnerable children and young people, unless there is evidence of more active involvement in extremist activities. The Panel may continue to oversee the case and/or a contextualised safeguarding approach may be necessary. Guidance for Channel Panels can be found here [here.](#)

5.6   Consideration should be given to the possibility that sharing information with parents/carers may increase the risk to the child and therefore may not be appropriate. However, parents/carers can play a key part in challenging radical views and extremist behaviour and should be included in interventions unless there are clear reasons not to.

Appendix A: Agency Response when Children and Young People are identified at risk of radicalisation

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┌─────────────────────────────────────┐
│     Practitioner identifies concern  │
└─────────────────────────────────────┘
                  │
                  ▼
┌─────────────────────────────────────┐
│   Is there an immediate risk of harm? │
└─────────────────────────────────────┘
        │                        │
        ▼                        ▼
   ┌─────────┐      ┌──────────────────────────────┐
   │   Yes   │      │             No               │
   └─────────┘      │                              │
        │           │  Complete this Prevent       │
        ▼           │  Referral Form and send to   │
┌──────────────┐    │  samantha_jones@bathnes.gov.uk│
│Contact Police│    │                              │
│   on 999     │    │  This is shared with Counter │
└──────────────┘    │  Terrorism Intelligence Unit │
                    │  and appropriate Safeguarding│
                    │  Director for decision       │
                    └──────────────────────────────┘
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Yes → **Contact Police on 999**

No → **Complete this Prevent Referral Form** and send to samantha_jones@bathnes.gov.uk

This is shared with Counter Terrorism Intelligence Unit and appropriate Safeguarding Director for decision

Agree not to take the case to the Channel Panel and consider other appropriate services or safeguarding process

Consider Early Help Assessment or referral to Early Help Services, (see Early Help App)

If you think this child is at risk of significant harm, contact Children's Social Care Duty on 01225 396313

Agree to take case to the Channel Panel – multi-agency channel meeting chaired by the Director of Children and Young People's Services

Channel Panel hold responsibility for managing the case

Appendix B: Vulnerability Factors

A combination of many of these factors can increase a young person's vulnerability to extremist activity, but this is not an exhaustive list:

- ➤ Family tensions and issues
- ➤ Feelings of grievance and injustice
- ➤ Feeling under threat
- ➤ A need for identity, meaning and belonging
- ➤ Drawn to a group or individual who can offer identity, social network and support
- ➤ A need to raise their self-esteem
- ➤ A desire for status
- ➤ A desire for excitement and adventure
- ➤ Opportunistic involvement
- ➤ Susceptibility to indoctrination
- ➤ Attitudes that justify offending
- ➤ A need to dominate and control others
- ➤ Harmful means to an end
- ➤ A desire for political or moral change
- ➤ Harmful objectives
- ➤ Family or friends' involvement in extremism
- ➤ Being at a transitional time of life
- ➤ Going missing from home, school or Care
- ➤ Being excluded from school, particularly being permanently excluded
- ➤ Being influenced and controlled by a group
- ➤ Being influenced by world events and a sense of grievance resulting in the need to make a difference
- ➤ searching for answers to questions about identity, faith and belonging
- ➤ Relevant mental health issues
- ➤ Over-identification with a group or ideology
- ➤ 'Them and Us' thinking
- ➤ Dehumanisation of 'the enemy'

Young people may be vulnerable to radicalisation through any of the following media. They may initiate an interest that is then exploited by others or be deliberately targeted:

Online – the internet provides entertainment, connectivity and interaction. Children and young people may need to spend a lot of time on the internet while studying, for entertainment or communication such as messaging sites such as Facebook, YouTube, Twitter, Instagram, Vine, Whatsapp and so on. Whilst these can be useful and positive tools for children and young people there are powerful programmes and networks that use social media to reach out to children and young people in order to communicate and distribute extremist messages

Peer interaction – young people can have significant levels of influence over one another and radical and extremist ideologies can be shared between peer groups. Whilst some young people may have the ability and resilience to ignore such messages, other children and young people may be less able to do so resulting in them being extremely vulnerable to other levels of manipulation

TV and media – whilst the media provides a view on world affairs, this is often a very simple version of events which are in reality very complex. Therefore children and young people may not understand the situation fully or appreciate the dangers involved in the views of some groups

Signs of radicalisation and extremism

➢ Out of character changes in dress, behaviour and peer relationships

➢ Secretive behaviour

➢ Talking as if from a scripted speech

➢ Losing interest in friends and activities

➢ Showing sympathy for extremist causes

➢ Glorifying violence

➢ Possessing illegal or extremist literature

➢ Advocating messages similar to illegal organisations such as Muslims Against Crusades or other non-proscribed extremist groups such as the English Defence League

Appendix C: Relevant Legislation, Powers and Statutory Guidance

Counter-Terrorism and Security Act 2015

The Crime and Disorder Act 1998

The Children Act 1989 and 2004

Working Together To Safeguard Children 2018

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)

The United Nations Convention on the Rights of the Child 1989

The Fostering Services Regulations (England) 2011

The National Minimum Standards for Fostering Services (England) 2011

Prevent Duty Guidance: for England and Wales

ADCS resources: Radicalisation and Extremism

Educate Against Hate

Report online material promoting terrorism or extremism – GOV.UK

The use of social media for online radicalisation – GOV.UK