PREVENT

Basic Prevent Awareness Levels 1 and 2

Introduction

Prevent is part of the Government's counter-terrorism strategy CONTEST and aims to stop people becoming terrorists or supporting terrorism. Prevent focuses on all forms of terrorism and operates in a pre-criminal space, providing support and re-direction to vulnerable individuals at risk of being groomed in to terrorist activity before any crimes are committed. Radicalisation is comparable to other forms of exploitation; it is therefore a safeguarding issue staff working in the health sector must be aware of.

Workers in the health sector are well placed to identify individuals who may be groomed into criminal and terrorist activity. Therefore, raising awareness of the health sector contribution to the Prevent strategy amongst healthcare workers is crucial. Staff must be able to recognise signs of radicalisation and be confident in referring individuals who can then receive support in the pre-criminal space.

The Prevent strategy involves working with partner agencies with an overarching principle to improve health and wellbeing through the delivery of health care services whilst safeguarding vulnerable individuals.

Key Learning Objectives

This module will take about 20-25 minutes to complete and on completion the learner will:-

a) Know the objectives of the Prevent strategy and the health sector contribution to the Prevent agenda.

b) Know own professional responsibilities in relation to the safeguarding of vulnerable adults, children and young people.

c) Understand vulnerability factors that can make individuals susceptible to radicalisation or a risk to others.

d) Know who to contact and where to seek advice if there are concerns a vulnerable adult is being groomed in to terrorist related activity.

e) Be able to recognise potential indicators that an individual might be vulnerable to radicalisation or at risk of involvement in acts of terrorism.

f) Understand the impact of influence on vulnerable individuals (direct or internet).

g) Know what action to take if there are concerns, including where to refer concerns and from whom to seek advice.

h) Understand the importance of sharing information (including the consequences of failing to do so).

CONTEST

CONTEST is the UK Governments strategy for counter Terrorism. Within the Home Office of Central Government, The Office for Security and Counter Terrorism, (OSCT) is responsible for providing strategic direction and governance on CONTEST.

CONTEST is primarily organised around four key principles. Work streams contribute to four programmes, each with a specific objective:-

- PURSUE: to stop terrorist attacks.
- PREVENT: to stop people becoming terrorists or supporting terrorism.
- PROTECT: to strengthen our protection against a terrorist attack.
- PREPARE: to mitigate the impact of a terrorist attack.

The Health Service is a key partner in the delivery of the *Prevent* agenda and encompasses all parts of the NHS, charitable organisations and private sector bodies which deliver health services to NHS patients.

What is Prevent?

Prevent is part of the Governments counter-terrorism strategy CONTEST and aims to stop people becoming terrorists or supporting terrorism. Prevent focusses on all forms of terrorism and operates in pre-criminal space, providing support and re-direction to vulnerable individuals at risk of being groomed in to terrorist activity before any crimes are committed. Radicalisation is comparable to other forms of exploitation; it is therefore a safeguarding issue staff working in the health sector must be aware of. Prevent can relate to anything that encourages violence to influence political change, for example Animals Right, Far Right or Northern Ireland related terrorism. Radicalisation is not limited to any single ethnic or interest group.

The Prevent Duty Guidance for England and Wales, 23 March 2016 was updated in 2016. Section 26 of the Counter-Terrorism and Security Act 2015 (the Act) places a duty on certain bodies ("specified authorities" listed in Schedule 6 to the Act), in the exercise of their functions, to have "due regard to the need to prevent people from being drawn into terrorism".

The health service encompasses all parts of the NHS, charitable organisations and private sector bodies which deliver health services to NHS patients. The Prevent strategy involves working with partner agencies and an overarching principle to improve health and wellbeing through the delivery of health care services whilst safeguarding vulnerable individuals.

The healthcare sector is a key partner in delivering the HM Governments *Prevent* strategy and promotes a non-enforcement approach to support the health sector in preventing people becoming radicalised. Radicalisation refers to the process by which people come to support, and in some cases to participate in terrorism.

The statutory guidance requires Health organisations to ensure Prevent is part of our safeguarding arrangements and that staff are aware of and know how to contribute to Prevent-related activity where appropriate.

What is the aim of Prevent?

The aim of Prevent is to stop people from becoming terrorists or supporting terrorism. Three national objectives have been identified for the Prevent strategy:

- **Objective 1: respond to the ideological challenge of terrorism and the threat we face from those who promote it**

- **Objective 2: prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support**
- **Objective 3: work with sectors and institutions where there are risks of radicalisation which we need to address.**

The health sector contribution to Prevent is primarily around Objectives 2 and 3.

How does Prevent affect you in in the NHS in your work?

Healthcare staff engage with people at some of their most vulnerable times in their life.. Prevent focuses on working with people who may have increased vulnerabilities especially if they have an illness or disability, who may be at risk of being exploited by radicalisers and subsequently drawn into terrorist-related activity.

Why is Prevent Important to NHS staff?

- 1.3 million staff are employed by the NHS.
- NHS England has 315,000 patient contact's each day
- Over 700,000 private and charitable staff has face to face contact with the public on a daily basis.

Prevent does not require you to do anything in addition to your normal duties. What is important is that if you are concerned that a vulnerable individual is being exploited in this way, you can raise these concerns in accordance with your organisation's policies and procedures.

Healthcare services cannot meet all of the needs of a vulnerable person and in many cases the wider range of support and services available from other public sector bodies, charitable organisations and private sector bodies will be required.

What are my professional responsibilities in relation to Prevent?

In your work you may notice unusual changes in the behaviour of patients and/or colleagues which are sufficient to cause concern.   It is important that if you have a cause for concern, you know how to raise it, as well as what will happen once you have raised it.

All healthcare staff have a duty of care to patients and, where necessary, to take action for safeguarding and crime prevention purposes.

Through Prevent this will include taking preventive action and supporting those individuals who may be at risk of, or are being drawn into, terrorist-related activity.

All staff must attend your employing organisations Prevent training and awareness programme.

You must ensure you are:

- aware of your professional responsibilities, particularly in relation to the safeguarding of vulnerable adults and children
- familiar with your organisation's protocols, policies and procedures

- aware of your organisations Prevent Lead and Safeguarding Team contact details are to hand.
- aware of the processes and support available when you raise a concern

What vulnerability factors make individuals susceptible to radicalisation or a risk to others?

People can be drawn into violence or exposed to the messages of extremism by many means at any age. These can include the influence of family members or friends, direct contact with extremist groups and organisations or, increasingly, through the internet.

Circumstances can make some people more vulnerable to being drawn into groups, extremism or being influenced by individuals. A range of factors can increase and influence those behaviours that are defined as extremism.

Many factors that increase a person's likelihood of becoming radicalised are similar to other vulnerabilities that require individuals to be safeguarded.

What might make people vulnerable?

- Mental Health Issues or illness
- Isolation or exclusion
- Unemployment
- Links to crime
- Poverty
- Immigration, Migration and distance from cultural heritage
- Learning difficulties
- Anger
- Physical health needs (isolation)
- Bullied /bullying
- Feeling let down by others
- Substance Misuse
- Loss
- Need; Anger; Desire; Frustration; Grievance
- Peer Pressure
- Low self esteem
- Propaganda
- Fear
- Sense of debt/guilt
- Socially excluded
- Sense failure
- Family upheaval

Identifying Vulnerable People

There is no single profile of a person likely to become involved in extremism and the process of radicalisation is different for every individual.

Radicalisers use normal social processes such as loyalty, self-perception, and fear of exclusion to influence others.

Signs that an individual may be being groomed into extremism could be:

- vulnerable individuals becoming withdrawn and stopping participating in their usual activities
- they may express feelings of anger
- grievance
- injustice
- or go missing from their home, school or care setting
- a new group of friends who have an extremist ideology
- using language that supports 'us and them' thinking
- or possessing or searching for extremist literature online.

Vulnerable people, including children, young people, and vulnerable adults can be exploited and radicalised by people who seek to involve them in terrorism or activity in support of terrorism. Radicalisers can exploit individuals by providing a sense of purpose or belonging. It can manifest itself in a change in behaviour, friends, the interaction with others and how time is spent.

What factors might make someone vulnerable to exploitation?

In terms of personal vulnerability, the following factors may make individuals susceptible to exploitation. None of these are conclusive in themselves, and therefore should not be considered in isolation but in conjunction with particular circumstances and any other signs of radicalisation.

Identity crisis

Adolescents/vulnerable adults who are exploring issues of identity can feel both distant from their parents/family and cultural and religious heritage, and uncomfortable with their place in society around them. Radicalisers exploit this and groom individuals by providing a sense of purpose or feelings of belonging.

Personal crisis

Sometimes tensions within day to day living can produce a sense of isolation for vulnerable individuals e.g. separation, loss, exclusion from school or employment issues.

Personal circumstances

Someone could experience alienation if they are new to the country and have different cultural values. A person may also be susceptible to influence by their peers or friends.

Individuals may perceive their aspirations for career and lifestyle to be undermined by limited achievements or employment prospects. This can translate to a generalised rejection.

At present there are a wide range of extremist groups in the UK that challenge core values of democracy, liberty, rule of law, mutual respect and tolerance of diversity.

Criminality

In some cases a vulnerable individual may have been involved in a group that engages in criminal activity or, on occasion, a group that has links to organised crime and be further drawn to engagement in terrorist-related activity.

Any change in an individual's behaviour should not be viewed in isolation and you will need to consider how reliable or significant these changes are. Signs might include:

- parental/family reports of unusual changes in behaviour, friendships or actions and requests for assistance
- patients/staff accessing extremist material online
- use of extremist or hate terms to exclude others or incite violence
- writing or artwork promoting violent extremist messages or images.

You will need to use your judgement in determining the significance of any unusual changes in behaviour, and where you have concerns you should raise these in accordance with your organisation's policies and procedures.

What is the impact of influence on vulnerable individuals in relation to Prevent?

A person does not become instantly 'radicalised' but instead are gradually exposed to influences which may accelerate their thought processes. When working with vulnerable people, it is essential to be aware of the risks associated with radicalisation and, how to identify possible concerns and understand how social settings and networks can impact on the radicalisation process.

People may be vulnerable to a range of risks as they pass through life. They may be exposed to new influences and potentially risky behaviours, influence from peers, influence from other people or the internet as they explore ideas and issues around their identity.

There is no single driver of radicalisation, nor is there a single journey to becoming radicalised. The definition of 'vulnerable adult' has been widened to include individuals who might be at risk of being radicalised.

We all have the right to lead the lives that we choose safe from abuse. Unfortunately there are times and circumstances where adults are exposed to exploitation or harm. We need to ensure that adults who are vulnerable receive all the assistance they need to keep them safe from harm and protected.

Radicalisation is comparable to other forms of exploitation; it is therefore a safeguarding issue staff working in the health sector must be aware of.

There are a number of signs to be aware of (although a lot of them are quite common for other reasons). Generally there may be increased instances of:

- A conviction that their religion, culture or beliefs are under threat and treated unjustly

- A tendency to look for conspiracy theories and distrust of mainstream media

- The need for identity and belonging

- Being secretive about who they've been talking to online and what sites they visit

- Switching screens when you come near the phone, tablet or computer

- Possessing items – electronic devices or phones – you haven't given them

- Becoming emotionally volatile.

There are a number of behaviours that may indicate the presence of these signs that may show radicalisation. These have been identified in the CONTEST strategy. Possible signs that an

individual is engaged with an extremist group, cause or ideology include some or all of the following:

- Spending increasing time in the company of other suspected extremists;

- Changing their style of dress or personal appearance to accord with the group;

- Their day-to-day behaviour becoming increasingly centred around an extremist ideology, group or cause;

- Loss of interest in other friends and activities not associated with the extremist ideology, group or cause;

- Possession of materials, tattoo's or symbols associated with an extremist cause (e.g. the swastika for far right groups);

- Attempts to recruit others to the group/cause/ideology; or

- Communications with others that suggest identification with a group/cause/ideology

Online safety and exposure

'Safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm' (Home Office, Prevent Strategy – June 2015)

In terms of the threat of radicalisation, we are aware that people can be exposed to extremist influences or prejudiced views form an early age. This can come from a variety of sources and media, including the internet, mobile technology and communications.

The use of social media to attract and groom individuals by radicalisers is ever increasing. An increasing number of people depend on social media for their interaction, communication and news. These are the platforms used to target people.

Radicalisers are creative in their thinking and approach using many forms of social media including Twitter, Facebook, Tumblr, Ask.fm, Instagram, YouTube and many other platforms. Often conversations begin on open social media sites and then move onto private messaging applications.

WhatsApp – encryption has recently been introduced, this means that messages can't be intercepted as they travel between devices. Encryption ensures that only a message's sender and recipient can read messages, stopping them from being intercepted on their journey. This allows for more hidden ways of communication and could potentially make investigations and access to evidence more problematic.

For some people changes in their online profiles, including their profile image or name, can reflect the fact that they are beginning to associate with extremist ideas

- Notice concerns. No different to noticing any other 'Safeguarding' issue.

- Check concerns. Speak with a colleague or your manager. Do they agree that your concerns are justified?

- Share concerns. Your organisational 'Prevent' or Safeguarding lead will assist with this

What actions need to be taken if there are concerns?

Concerns that an individual may be vulnerable to radicalisation, does not mean that you think the person is a terrorist, it means that you are concerned they are prone or at risk of being exploited/groomed by others.

Remember - The principles of safeguarding apply

Every healthcare organisation will have in place existing arrangements for reporting concerns which comply with good governance and safeguarding practices. All healthcare organisations must identify a lead who will work closely with the Regional Prevent Co-ordinator and other external agencies/partners. If you find that you need to raise concerns, you should use your own organisation's policies and procedures that reflect the process.
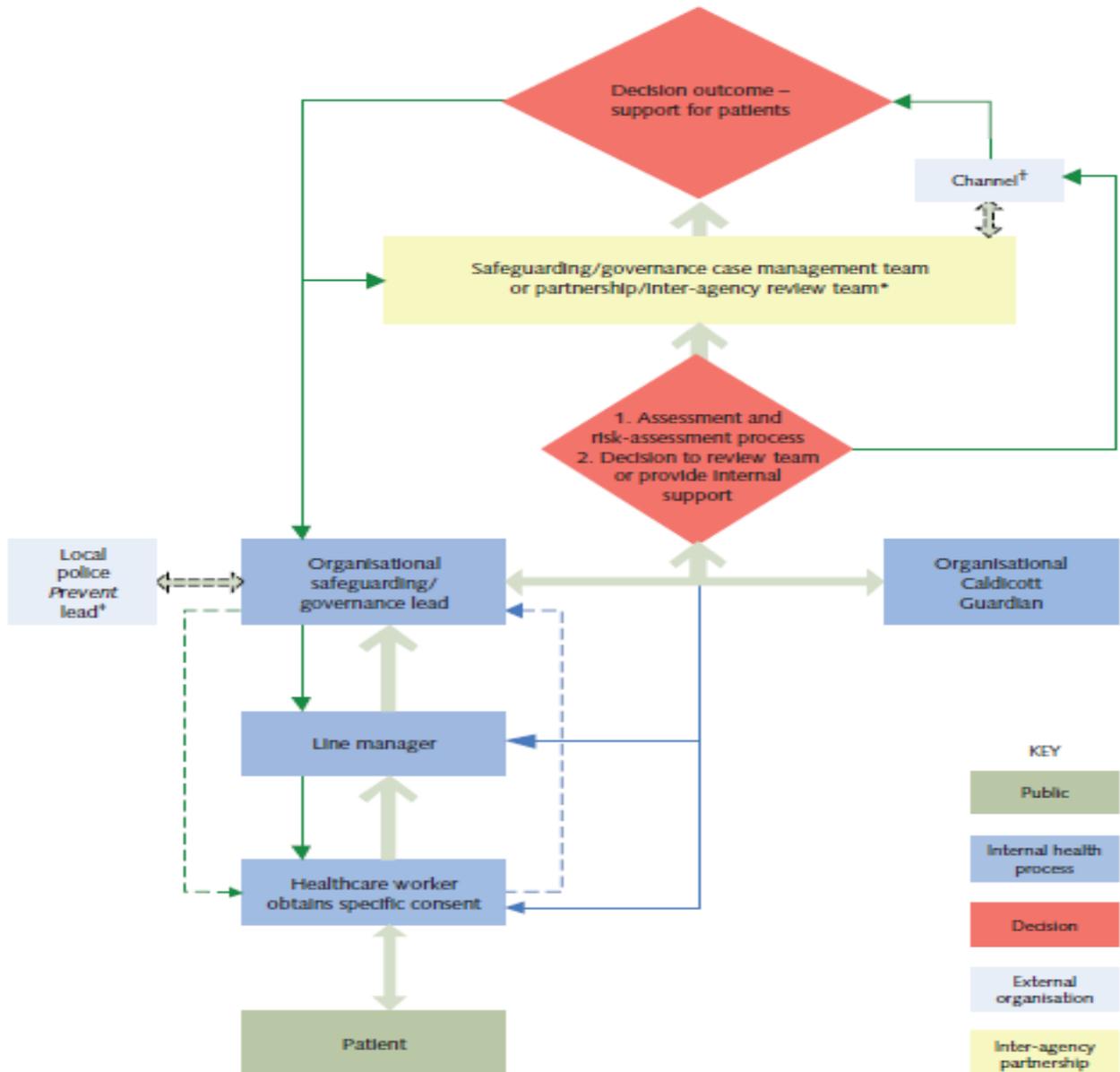
If a member of staff feels that they have a concern that their patient/service user is being radicalised, they should raise this with their line manager and follow their organisations safeguarding procedures.

If a member of staff feels that they have a concern a colleague is being radicalised, then they should raise this with their line manager and contact their local Safeguarding Team.

In the absence of any existing arrangements for raising concerns, The Department of Health have issued guidance for healthcare organisations. The following flow chart is provided as an example of an escalation procedure.

Prevent

Raising *Prevent* concerns

Decision outcome – support for patients

Channel†

Safeguarding/governance case management team or partnership/inter-agency review team*

1. Assessment and risk-assessment process
2. Decision to review team or provide internal support

Local police *Prevent* lead†

Organisational safeguarding/ governance lead

Organisational Caldicott Guardian

Line manager

Healthcare worker obtains specific consent

Patient

KEY

Public

Internal health process

Decision

External organisation

Inter-agency partnership

* To include representatives from other public sector services, such as local authorities, education, social care, etc.

† Channel Groups provide a mechanism for supporting individuals who may be vulnerable to terrorist-related activity by assessing the nature and the extent of the potential risk, agreeing and providing an appropriate support package tailored to an individual's needs. Channel is a multi-agency panel (including the health sector) and the local Channel lead is normally located within the police or local authority.

‡ This is an advisory role and it will be at the discretion of healthcare practitioners and safeguarding leads to contact police *Prevent* leads for advice and support as necessary. Police *Prevent* leads can also assist safeguarding leads and Caldicott Guardians with advice on risk-assessment procedures.

Channel Panel

Channel Panel is a multi -agency early intervention scheme that identifies and provides support to people who are at risk of radicalisation and provides practical support tailored to individual needs. **Channel** forms a key part of the Prevent strategy.

Channel panel can help people to make positive choices about their lives. It is about safeguarding individuals vulnerable to radicalisation by using existing multi-agency working between local authorities to:
- identify individuals at risk of being drawn into terrorism
- assess the nature and extent of that risk
- develop the most appropriate support plan for the individual concerned.

A clear process is in place to ensure that the right people are referred to the panel. If a referral is made, an initial risk assessment is carried out to ensure that it is an appropriate referral and, if it is, the Channel Panel agree an appropriate support plan. The assessment and plan are formally reviewed every six months for each referred individual.

Channel assesses vulnerability using a consistently applied vulnerability assessment framework built around three criteria. The three criteria are:
a. **Engagement** with a group, cause or ideology;
b. **Intent** to cause harm; and
c. **Capability** to cause harm.

Factors that could possibly indicate that an individual is **engaged** with an extremist group, cause or ideology:

- Spending increasing time in the company of other suspected extremists;
- Changing their style of dress or personal appearance to accord with the group;
- Their day-to-day behaviour becoming increasingly centred around an extremist ideology, group or cause;
- Loss of interest in other friends and activities not associated with the extremist ideology, group or cause;
- Possession of material or symbols associated with an extremist cause (e.g. The swastika for far right groups);
- Attempts to recruit others to the group/cause/ideology.
- Communications with others that suggest identification with a group/cause/ideology.
- Expressing sympathy or support for illegal/illicit groups

Example indicators that an individual has an **intention** to use violence or other illegal means include:
- Clearly identifying another group as threatening what they stand for and blaming that group for all social or political ills;
- Using insulting or derogatory names or labels for another group;
- Speaking about the imminence of harm from the other group and the importance of action now;
- Expressing attitudes that justify offending on behalf of the group, cause or ideology;
- Condoning or supporting violence or harm towards others;
- Plotting or conspiring with others.

Example indicators that an individual is **capable** of contributing directly or indirectly to an act of terrorism include:
- Having a history of violence;
- Being criminally versatile and using criminal networks to support extremist goals;

- Having occupational skills that can enable acts of terrorism (such as civil engineering, pharmacology or construction); or
- Having technical expertise that can be deployed (e.g. IT skills, knowledge of chemicals, military training or survival skills).

The examples above are not exhaustive and vulnerability may manifest itself in other ways.

How do I make a referral to the Channel panel?

If you are concerned about an individual being drawn into extremism or not sure about whether to make a referral and would like to have a discussion about your concerns you can discuss a potential referral with your Safeguarding Lead/Team within your organisation or contact your local Police or Local Authority.

Don't rely on others to refer, you have a duty and responsibility to report any concerns you have about an adult or child who you think may be vulnerable to being drawn into extremism.

Information sharing

Agencies may need to share personal information to ensure that a person at risk of radicalisation is given the most appropriate support and assistance. Section 26 of the Counter-Terrorism and Security Act 2015 (the Act) places a duty on certain bodies ("specified authorities" listed in Schedule 6 to the Act), in the exercise of their functions, to have "due regard to the need to prevent people from being drawn into terrorism".

'Prevent work depends on effective partnership. To demonstrate effective compliance with the duty, specified authorities must demonstrate evidence of productive co-operation, in particular with local Prevent co-ordinators, the police and local authorities, and co-ordination through existing multi-agency forums, for example Community Safety Partnerships.'

Prevent duty guidance. Home Office 2015.

Information sharing must be assessed on a case-by-case basis to ensure the rights of individuals are fully protected, it is important that information sharing agreements are in place at a local level.

- **Data Protection Act 1998 is** not a barrier to sharing information but a framework to ensure that personal information is shared appropriately

- **Be open and honest** with the person (and/or their family where appropriate) on whether information will be shared, unless it is unsafe or inappropriate to do so

- **Seek advice** if in any doubt, without disclosing the identity of the person where possible

- **Share with consent** where appropriate. You may still share information without consent if, in your judgement, that lack of consent can be overridden in the **public interest**

- Consider **safety and well-being** of the person and others who may be affected by any actions

- Share information where it is **necessary** that is **proportionate, relevant, accurate, timely and secure**

- **Keep a record** of your decision and the reasons for it

References

Building Partnerships, Staying Safe – The health sector contribution to HM Government's Prevent strategy: guidance for healthcare workers DOH 2011. See link below:

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Prevent - final version of leaflet.pdf