HM Government

Channel Duty Guidance

Protecting vulnerable people from being drawn into terrorism

Statutory guidance for Channel panel members and partners of local panels

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Channel duty guidance

Guidance for members of a panel and partners of local panels in England and Wales on the duty in the Counter-Terrorism and Security Act 2015 to provide support for people vulnerable to being drawn into terrorism.

Status and Scope of the Duty

1. This guidance has been issued under sections 36(7) and 38(6) of the Counter-Terrorism and Security Act 2015 (the CT&S Act) to support panel members and partners of local panels.

2. Sections 36 to 41 of the CT&S Act 2015 sets out the duty on local authorities and partners of local panels to provide support for people vulnerable to being drawn into terrorism. In England and Wales this duty is the Channel programme. For the purpose of this guidance, the term 'Channel' or 'Channel programme' refers to the duty to as set out in the CT&S Act 2015.

3. This guidance is specifically aimed at members and partners of local panels involved in the Channel process. The list of partners of local panels subject to the provision can be found in Schedule 7 of the CT&S Act (also replicated in within Annex B of this guidance). The Channel Police Practitioner and the Local Authority Chair are key participants in the Channel process; developing a strong working relationship between partners is vital to the success of Channel.

4. The purpose of this document is to:

a. provide guidance for Channel panels;

b. provide guidance for panel partners on Channel delivery (that is, those authorities listed in Schedule 7 to the CT&S Act who are required to co-operate with Channel panels and the police in the carrying out of their respective functions in Chapter 2 of Part 5 of the CT&S Act – the list is also replicated in Annex B of this guidance);

c. explain why people may be vulnerable to being drawn into terrorism and describe indicators which may suggest so; and

d. provide guidance on the support that can be provided to safeguard those at risk of being drawn into terrorism.

Section 1: Prevent

1. The Prevent strategy [1], published by the Government in 2011, is part of our overall counter-terrorism strategy, CONTEST. The aim of the Prevent strategy is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism.

2. The Prevent strategy addresses all forms of terrorism and we continue to prioritise according to the threat they pose to our national security; the allocation of resources will be proportionate to the threats we face. The most significant of these threats is currently from terrorist organisations in Syria and Iraq, and Al Qa'ida associated groups. But terrorists associated with the extreme right also pose a continued threat to our safety and security.

3. The Prevent strategy has three specific strategic objectives:

- 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 that we need to address.

4. The Government remains absolutely committed to protecting freedom of speech in England and Wales. But preventing terrorism will mean challenging extremist (and non-violent) ideas that are also part of a terrorist ideology. Prevent will also mean intervening to stop people moving from extremist groups or from extremism into terrorist-related activity.

5. We define 'extremism' 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. We also include in our definition of extremism calls for death of members of our armed forces, whether in this country or overseas.

6. Section 26 of the CT&S Act 2015 places a duty on certain bodies in the exercise of their functions to have 'due regard to the need to prevent people from being drawn into terrorism'. Separate guidance has been issued on the *Prevent* duty[2].

7. Channel forms a key part of the *Prevent* strategy. The process is a multi-agency approach to identify and provide support to individuals who are at risk of being drawn into terrorism.

1 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97976/prevent-strategy-review.pdf

2 https://www.gov.uk/government/publications/prevent-duty-guidance

Section 2: Safeguarding

8. Safeguarding and promoting the welfare of children, young people and adults is everyone's responsibility. Local authorities have a statutory duty to safeguard children, young people and adults in relation to their social services functions. Section 11 of the Children Act 2004 places duties on a range of organisations and individuals[3] to ensure their functions (including any that are contracted out) to have regard to the need to safeguard and promote the welfare of children.

9. In England, the Working Together to Safeguard Children[4] is relevant; it sets out the legislative requirements and expectations in individual services to safeguard and promote the welfare of children. In Wales, the Keeping learners safe[5] guidance should be referred to which includes advice on radicalisation. All local authorities in England and Wales are required to have Local Safeguarding Children Boards for their area with an equivalent strategic leadership role in relation to partners involved in safeguarding children locally.

10. Safeguarding adults is also a key role for local authorities. Under the Care Act 2014[6], from April 2015 local authorities are required to have Safeguarding Adults Boards[7] in their area. These boards provide strategic leadership to the work of the local authority, and partner agencies, on the development of policy and practice in relation to safeguarding adults at risk. Guidance on safeguarding adults[8], is relevant in England in this context.

11. Under the Social Services and Well-being (Wales) Act 2014, from April 2016, there will be a new duty on relevant partners to report suspected cases of adults at risk and a complementary duty for the local authority to make enquiries into whether that adult is at risk, and to determine if any action needs to be taken in response. A new Adult Protection and Support Order is introduced by section 127 of the 2014 Act: this supports professionals by allowing them to gain access to premises in order to determine whether an adult alleged to be at risk is making decisions freely and if any action is required. There will also be new structures for Safeguarding Boards: the statutory Local Safeguarding Children Boards (established under the Children Act 2004) and non-statutory Area Adult Protection Committees will be re-established on the public services footprint. They will become six Safeguarding Children Boards and six Safeguarding Adults Boards in accordance with Part 7 of the Social Services and Well-being (Wales) Act 2014.

12. It is essential that Channel panel members, partners to local panels and other professionals ensure that children, young people and adults are protected from harm. Whilst the Channel provisions in Chapter 2 of Part 5 of the CT&S Act are counter-terrorism measures (since their ultimate objective is to prevent terrorism), the way in which Channel will be delivered may often overlap with the implementation of the wider safeguarding duty, especially where vulnerabilities have been identified that require intervention from social services, or where the individual is already known to social services.

13. It is imperative that Channel referrals are considered by the local authority and panel

3 Local authorities (including children's and adult social care services), NHS organisations, the police, the Probation Service,Governors/Directors of Prisons and Young Offender Institutions, Directors of Secure Training Centres, Youth Offending Teams. Analogous provision is made in relation to Wales in section 28 of the 2004 Act.

4 Working together to Safeguard Children: https://www.gov.uk/government/publications/working-together-to-safeguard-children

5 Safeguarding children: Working together under the Children Act 2004 information for Wales has been supplemented in: http://www.wales.gov.uk/docs/dcells/publications/150114-keeping-learners-safe.pdf which includes advice on radicalisation.

6 Care Act 2014: http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted

7 Adult Safeguarding Factsheet: https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets--2#factsheet-7-protecting-adults-from-abuse-or-neglect

8 Care Act Factsheets: https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets--2

partners alongside their work to safeguard vulnerable individuals. Key links should be established with social services and other panel partners to ensure that an individual receives the most appropriate support available.

Section 3: Channel

14. Channel was first piloted in 2007 and rolled out across England and Wales in April 2012. Channel is a programme which focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism. The programme uses a multi-agency approach to protect vulnerable people by:

a. identifying individuals at risk;

b. assessing the nature and extent of that risk; and

c. developing the most appropriate support plan for the individuals concerned.

15. Channel may be appropriate for anyone who is vulnerable to being drawn into any form of terrorism. Channel is about ensuring that vulnerable children and adults of any faith, ethnicity or background receive support before their vulnerabilities are exploited by those that would want them to embrace terrorism, and before they become involved in criminal terrorist related activity.

16. Success of the programme is very much dependent on the co-operation and co-ordinated activity of partners. It works best when the individuals and their families fully engage with the programme and are supported in a consistent manner.

17. Individuals and organisations holding extremist views or supporting terrorist-related activity of any kind, in this country or overseas, have no place in delivering Channel and will not be given public funding to do so. This applies irrespective of the source of the funding: central government, local government, policing or other publicly-funded bodies.

18. The police co-ordinate activity by requesting relevant information from panel partners about a referred individual. They will use this information to make an initial assessment of the nature and extent of the vulnerability which the person has. The information will then be presented to a panel.

19. The CT&S Act is intended to secure effective local co-operation and delivery of Channel in all areas and to build on the good practice already operating in many areas. In practice, the legislation requires:

a. local authorities to ensure that a multi-agency panel exists in their area;

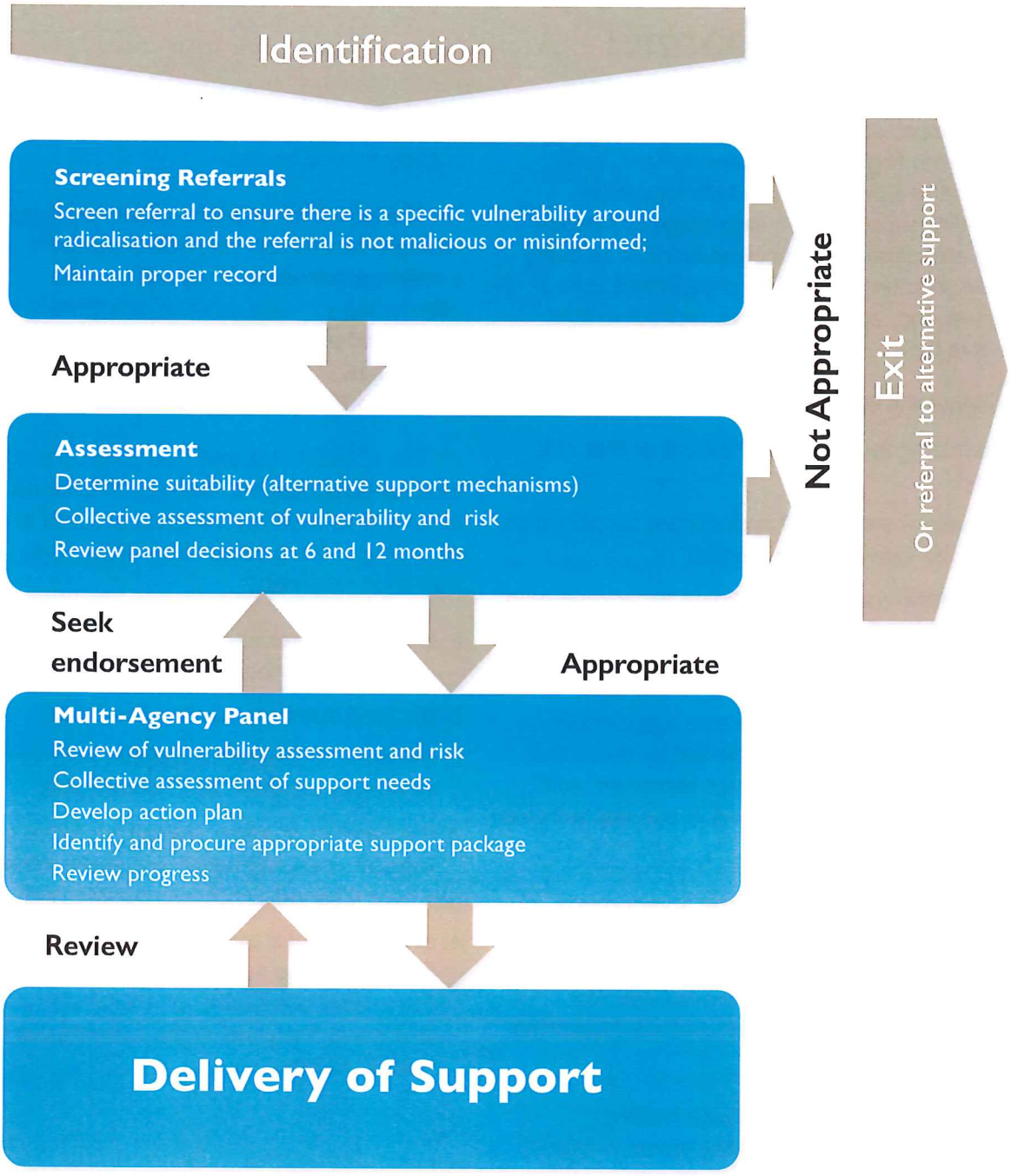
b. the local authority to chair the panel;

c. the panel to develop a support plan for individuals accepted as Channel cases;

d. the panel to consider alternative forms of support, including health and social services, where Channel is not appropriate; and

e. all partners of a panel (as specified in Schedule 7), so far as appropriate and reasonably practicable, to cooperate with the police and the panel in the carrying out of their functions.

20. The diagram below outlines the different stages within the Channel process:



Section 4: Channel Panels & Partners of a Panel

Requirements for panels

21. Section 37(5) of the CT&S Act requires Channel panels to be chaired by the responsible local authority (that is, the authority responsible for ensuring a panel is in place). Members of the panel must include the responsible local authority and the police for the relevant local authority area under section 37(1) of the CT&S Act, and they have principal responsibility for Channel in their areas. Under the CT&S Act, the definition of a local authority is:

a. a county council in England;

b. a district council in England, other than a council for a district in a county for which there is a county council;

c. a London Borough Council;

d. the Common Council of the City of London in its capacity as a local authority;

e. the Council of the Isles of Scilly;

f. a county council or county borough council in Wales; or

g. a council constituted under section 2 of the Local Government etc. (Scotland) Act 1994.

22. In the case of two tier authorities, it is the responsibility of the county council to chair the panel and take on all the responsibilities as detailed in Section 5 - Channel Panel Roles below.

23. Section 38 of the CT&S Act places a duty to co-operate on all partners of a panel to assist the police and the panel in carrying out their functions under the CT&S Act. Schedule 7 to the CT&S Act lists the partners that are required to co-operate with the panel (see Annex B). The Local Authority Chair and the police will be present at each panel alongside other members, as determined by the panel (section 37(4)). The other members might include children and adults social care services and the NHS in particular. Each local authority panel can determine other members as appropriate which will be dependent on the referrals to be discussed. If the panel chooses one of the Schedule 7 partners to be a member, there is an expectation that the partner will agree to sit on the panel if requested to do so.

24. Depending on the nature of the referral, the panel may also include, but not limited to, representatives from the following groups:

- NHS;
- Social workers;
- Schools, further education colleges and universities;
- Youth offending services;
- Directors of children's and adult's services;
- Chairs of Local Safeguarding Children Boards and Safeguarding Adult Boards;
- Local authority safeguarding managers (adult and/or children);
- Local authority Troubled Families Teams;
- Home Office Immigration (Immigration Enforcement, UK Visas & Immigration);
- Border Force;
- Housing;
- Prisons; and
- Probation.

Channel and Children's Social Services

25. If the individual to be discussed is a child known to social services, or if there is a concern that a child might be at risk of significant harm[9], then the social worker relevant to that local authority should be present at the panel, and be involved in all decisions about the child.

26. Local authorities in England have a duty to make arrangements to ensure that their functions are discharged with regard to the need to safeguard and promote the welfare of children under section 11 of the Children Act

9 As defined by the Children Act 1989.

2004 (the same duty applies to local authorities in Wales under section 28 of the Children Act 2004). Further information on safeguarding children can be found in the Working Together to Safeguard Children guidance [10]. In Wales, the Keeping learners safe guidance should be referred to [11] which includes advice on radicalisation.

Combined Panels

27. Local authorities may decide to run panels in conjunction with more than one other local authority. In such cases, the authorities can determine between them who should chair the meeting. Section 41(3) of the CT&S Act informs that two or more local authorities may have a panel in place for a combined area.

28. Panel members and the Chair must be satisfied that the combined panel is fit for purpose and that it will effectively manage the vulnerability and risks associated with cases supported through the Channel programme. If a case involves two or more local authority areas, for instance the individual resides in one authority, but works or attends school in another, or in the case of a looked-after child being the responsibility of one authority, but housed in another, then both local authorities must attend the panel. The lead authority is always the authority in which the individual resides.

29. Combined panels must have the following members:

- representation from each local authority relevant to the referrals and cases to be discussed;
- police representation for each of the local authorities relevant to the referrals and cases; and
- other panel members as referrals and cases dictate, which may also include partners listed in paragraph 24.

10 Working together to Safeguard Children: https://www.gov.uk/government/publications/working-together-to-safeguard-children

11 Safeguarding children: Working together under the Children Act 2004 information for Wales has been supplemented in: http://wales.gov.uk/docs/dcells/publications/150114-keeping-learners-safe.pdf which includes advice on radicalisation.

Section 5: Channel Panel Roles

The Channel Police Practitioner & Regional Channel Coordinators

30. The Channel Police Practitioner (CPP) is responsible for co-ordinating Channel in their area. Some areas have a dedicated police Channel co-ordinator. In other areas, this role is carried out by a police officer or member of staff as part of an individual's responsibilities, for example, by a *Prevent* Officer (PO) or Single Point of Contact (SPOC) within the police force. POs and SPOCs have access to the support and expertise of the Channel co-ordinators within their region. For the purpose of this guidance, any reference to CPP, unless otherwise specified, also refers to the PO and SPOC.

31. All CPPs are responsible for:

a. managing referrals and cases through the Channel process in accordance with the Channel guidance and case management principles;

b. ensuring that referrals that are dealt with swiftly, and where appropriate, brought to the attention of the Channel panel as soon as possible;

c. increasing understanding of Channel amongst panel partners and others;

d. establishing effective relationships with panel partners, individuals and organisations who can deliver support; and

e. managing any risk associated with the individual's potential involvement in terroriat-related activity.

32. In addition, Regional Channel co-ordinators are responsible for providing support and expert advice to all police forces and local authorities across the region.

The Local Authority Chair

33. The Channel Panel Chair is responsible for:

a. having oversight of all Channel cases in their area;

b. ensuring that the appropriate representatives are invited to each meeting as panel members;

c. establishing effective relationships across statutory agencies to ensure effective co-operation over information sharing and attendance at panel meetings;

d. establishing the appropriate support plan for identified individuals by using the expertise of the panel;

e. ensuring that risks of persons being drawn into terrorism are identified and are referred to the appropriate agencies for action;

f. ensuring an effective support plan is put in place, and that consent is sought from the individual before that plan is put in place; and

g. ensuring individuals and/or organisations on the panel carry out their elements of the support plan so that an effective support package is delivered.

34. The Chair should be fully briefed by the CPP on every referral discussed at panel so that they can assess all aspects of the case with rigour and agree the most effective support plan.

Panel members

35. The multi-agency involvement in the Channel process is essential to ensure that vulnerable individuals have access to a wide range of support, from access to specific services provided by local authorities to diversionary activities. Information sharing is an essential part of the process to determine whether an individual requires support, and if so, what that should consist of. Panel members identified by the chair may also be partners of local panels who can provide the most relevant support to address identified needs and vulnerabilities.

Section 6: Channel Process

Identifying Vulnerable Individuals

36. There is no single way of identifying who is likely to be vulnerable to being drawn into terrorism. Factors that may have a bearing on someone becoming vulnerable may include: peer pressure, influence from other people or via the internet, bullying, crime against them or their involvement in crime, anti social behaviour, family tensions, race/hate crime, lack of self esteem or identity and personal or political grievances.

37. All CPPs and local authorities should develop effective links between those coming into contact with vulnerable individuals, such as those working in the education sector, social services, health, children's and youth services, offender management services and credible community organisations. CPPs and local authorities should use their networks to highlight the importance of protecting those who are susceptible to being drawn into terrorism and to raise awareness about how Channel can offer support. In broad terms, panel members are not expected to become experts in countering radicalisation which may lead people to being drawn into terrorism, but should have completed the Channel General Awareness eLearning and Workshop to Raise Awareness of Prevent (WRAP) training (see paragraphs 92-98) in order that they are equipped to recognise some of the signs that someone may be vulnerable to being drawn into terrorism.

Referral Stage

38. Referrals are often likely to be made in the first instance by individuals who come into contact with vulnerable people. WRAP training outlines the process by which they do this (see paragraphs 92-95). When the initial referral is received, the CPP will assess whether or not the case is potentially appropriate for Channel. Part of the CPP's role is to filter out any inappropriate referrrals.

Screening and Information Gathering Stage

39. If the initial information received through the referral shows a vulnerability that is not terrorist related then the case is not suitable for Channel; the CPP will refer the individual to other more appropriate support services. This will ensure that only those cases where there is a genuine vulnerability to being drawn into terrorism are processed through Channel.

40. All referrals that progress through to the Channel process will be subject to a thorough assessment of vulnerabilities by the Channel panel. The preliminary assessment is led by the CPP and will include their line manager and, if appropriate, senior personnel of panel partners. If necessary and appropriate, those listed in paragraph 24 may also be included.

Co-operation by partners of a panel

41. Partners of a panel may be requested to provide information about an individual to the CPP during the information gathering stage. It is considered good practice for the panel to draft a local information sharing agreement in order to expedite the appropriate sharing of information. The information could be shared using existing protocols established through Community Safety Partnerships or Safeguarding Boards, for example, or a bespoke one created for the purposes of Channel.

42. Section 38 of the CT&S Act requires the partners listed in Schedule 7 (repeated in Annex B to this guidance) to co-operate with the panel and the police in providing any relevant information so that it can effectively carry out their functions to determine whether an individual is vulnerable to being drawn into terrorism. It is good practice for partners to respond to the police within five to 10 working days.

43. The partners of a panel must act in co-operation with the panel and the police in carrying out their functions for Channel. The duty to co-operate extends as far as is compatible with the partner's legal responsibilities in respect of their functions; compliance with the duty does not require or authorise the making of a disclosure that would contravene the Data Protection Act 1998 or the disclosure of any sensitive information. The CPP will provide advice on handling on a case-by-case assessment of necessity, proportionality and lawfulness.

44. If a panel partner has any concerns about the appropriateness of sharing the requested information, they should consult with the CPP, the local authority Channel Panel Chair, and their own data policy officials to ensure all are satisfied that the information requested is lawful, proportionate and necessary.

45. As a panel partner, if you have provided information for the Channel panel, it is highly likely that you will be invited to attend the meeting to discuss the individual case. Panel partners invited to meetings should attend to ensure that the full range of an individual's vulnerabilities can be discussed and expert advice sought from attendees.

Consent Prior to Information Sharing

46. The default for panel partners when determining what information can be shared should be to consider seeking the consent of the individual (or their parent/guardian). In some circumstances, consent from the individual will not be sought at this early stage. This will be dependent on the circumstances of the case but may relate to issues such as the health of the individual, law enforcement or protection of the public. Where consent cannot be sought, information sharing may take place if any of the exemptions to the various legislative provisions restricting information sharing applies, and it will need to be made explicit in the record of the case by a panel partner which exemption or gateway is being relied upon. A non-exhaustive list of Acts relating to information sharing is attached at Annex A to this guidance.

Vulnerability Assessment Framework

47. 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.

48. The criteria are considered separately as experience has shown that it is possible to be engaged without intending to cause harm and that it is possible to intend to cause harm without being particularly engaged. Experience has also shown that it is possible to desist (stop intending to cause harm) without fully disengaging (remaining sympathetic to the cause); though losing sympathy with the cause (disengaging) will invariably result in desistance (loss of intent).

49. The three criteria are assessed by considering 22 factors that can contribute to vulnerability (13 associated with engagement, six that relate to intent and three for capability). These factors taken together form a holistic view of the vulnerability of an individual that will inform decisions on whether an individual needs support and what kind of support package may be appropriate. These factors can also be added to and are not considered an exhaustive list. By undertaking regular vulnerability assessments the progress that is being made in supporting an individual can be tracked through changes in the assessment.

50. Completing a full assessment for all 22 factors requires thorough knowledge of the individual that may not be available at the point of the initial referral. However, there are a number of behaviours and other indicators that may indicate the presence of these factors.

51. Example indicators that an individual is ***engaged*** with an extremist group, cause or ideology include:

a. spending increasing time in the company of other suspected extremists;

b. changing their style of dress or personal appearance to accord with the group;

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

d. loss of interest in other friends and activities not associated with the extremist ideology, group or cause;

e. possession of material or symbols associated with an extremist cause (e.g. the swastika for far right groups);

f. attempts to recruit others to the group/cause/ideology; or

g. communications with others that suggest identification with a group/cause/ideology.

52. Example indicators that an individual has an ***intention*** to cause harm, use violence or other illegal means include:

a. clearly identifying another group as threatening what they stand for and blaming that group for all social or political ills;

b. using insulting or derogatory names or labels for another group;

c. speaking about the imminence of harm from the other group and the importance of action now;

d. expressing attitudes that justify offending on behalf of the group, cause or ideology;

e. condoning or supporting violence or harm towards others; or

f. plotting or conspiring with others.

53. Example indicators that an individual is ***capable*** of causing harm or contributing directly or indirectly to an act of terrorism include:

a. having a history of violence;

b. being criminally versatile and using criminal networks to support extremist goals;

c. having occupational skills that can enable acts of terrorism (such as civil engineering, pharmacology or construction); or

d. having technical expertise that can be deployed (e.g. IT skills, knowledge of chemicals, military training or survival skills).

54. The examples above are not exhaustive and vulnerability may manifest itself in other ways. There is no single route to terrorism nor is there a simple profile of those who become involved. For this reason, any attempt to derive a 'profile' can be misleading. It must not be assumed that these characteristics and experiences will necessarily lead to individuals becoming terrorists, or that these indicators are the only source of information required to make an appropriate assessment about vulnerability. Outward expression of faith, in the absence of any other indicator of vulnerability, is not a reason to make a referral to Channel.

Links with extremist groups

55. The Prevent strategy 2011[12] makes clear that Channel is about stopping people becoming terrorists or supporting terrorism, and that this will mean intervening to stop people moving from extremist groups or from extremism into terrorist-related activity. Where people holding extremist views appear to be attracted to or moving towards terrorism they clearly become relevant to Channel.

56. Association with organisations that are not proscribed [13] and that espouse extremist ideology as defined in the Prevent strategy is not, on its own, reason enough to justify a referral to the Channel process. If professionals at a local level determine that someone attracted to the ideology of such groups also exhibits additional behavioural indicators that

12 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97976/prevent-strategy-review.pdf

13 The Terrorism Act 2000 makes it a criminal offence to belong to, support, or display support for a proscribed organisation. A list of proscribed groups can be found at: https://www.gov.uk/government/publications/proscribed-terror-groups-or-organisations--2

suggest they are moving towards terrorism then it would be appropriate to make a referral to Channel. It would be the presence of additional behavioural indicators that would determine the suitability of the Channel process and not the fact they are associating with or attracted to a group that manifests extremist ideologies.

57. Association or support for a proscribed group is a criminal offence. It may be appropriate in some cases for individuals believed to be on the periphery of proscribed organisations to be referred to Channel. Professionals at a local level must consider whether a proscription offence has been committed before doing so. If there is evidence that a proscription offence has been committed this should be passed to the police.

58. The vulnerability assessment should initially be completed by the CPP and then be circulated in full to panel members in advance of meetings so that all relevant panel members can contribute their knowledge, experience and expertise to the case.

59. The vulnerability assessment should complement and inform rather than replace professional judgement and/or other assessments such as the Common Assessment Framework (or local equivalent) when deciding on the most appropriate types of support at panel meetings.

60. Further detail on the Vulnerability Assessment Framework is available at Annex C to this guidance.

Channel and offender management

Prisons

61. Channel can be used where appropriate to provide support to individuals vulnerable to being drawn into terrorism as a consequence of radicalisation and who are serving custodial sentences. This can be in cases where they are coming up to release from prison and there is a need to put in place some form of intervention or support prior to or following release.

62. The decision to refer an offender to Channel should be agreed in close consultation with Prison staff and the National Probation Service.

Multi-Agency Public Protection Arrangements

63. Multi-Agency Public Protection Arrangements (MAPPA) are reserved for those who present the highest risk of harm in their local community. Most people are managed within MAPPA because of the nature of their offending. In some cases agencies may determine that an individual's vulnerability is such that it is best managed through the MAPPA process. Where this is the case, the multi-agency public protection panel can, if necessary, seek the advice of the Channel police practitioner. However, the case will remain subject to MAPPA and will not be adopted under Channel.

64. However, where an offender is MAPPA eligible and managed by a single agency, and is deemed to be vulnerable to being drawn into terrorism as a consequence of radicalisation, there may be certain circumstances where a Channel referral may be appropriate. It will then be for the single agency to liaise with the local Channel panel to determine how this risk should best be managed.

Probation

65. Where an offender is supervised in the community by a provider of probation services, and they are at risk of being radicalised and drawn into terrorism, the individual may be managed by either the appropriate offender manager or in some circumstances via a referral to Channel. This will be determined in close liaison between the offender manager and the CPP.

Section 7: The Channel Panel

Requirement to establish a Channel panel

66. Section 36 of the CT&S Act places a duty on local authorities to ensure that Channel panels are in place for their areas. It is not prescriptive on how these panels take place in practice and it is acknowledged that a separate and bespoke Channel panel would be a disproportionate use of resources in some areas. However, in all areas it would be useful to meet regularly to establish relationships and create an information sharing agreement. The local authority chair and panel members must have confidence that their arrangements are appropriate to cater for the unique vulnerabilities associated with those who may be drawn into or support terrorism. As a minimum, the local authority Channel Panel Chair must have the appropriate contact details of local partners within their areas and the ability to call meetings at short notice if required.

67. In areas with a high number of referrals it is good practice to meet on a monthly basis. However, the composition of the panel and the frequency with which it meets is a decision which should be made based upon the number of referrals put forward to the panel; the specifics of individual cases; and specific time bound actions that may be required. This decision will ultimately lie with the Channel Panel Chair.

Panel meetings

68. The completed Vulnerability Assessment should be circulated in full to panel members by the CPP in advance of meetings so that all relevant panel members can contribute their knowledge, experience and expertise. The CPP will present the referral to the Channel panel based on the information gathered from panel partners and the outcome of the vulnerability assessment.

69. At this point, panel members in attendance at a meeting should collectively assess the risk and decide whether the person:

a. is vulnerable to being drawn into terrorism and, therefore, appropriate for Channel;

b. should be referred to a different support mechanism; or

c. should exit the process.

70. In assessing the risk, consideration should be given to:

a. the risk the individual faces of being drawn into terrorism; and

b. the risk the individual poses to society if they get drawn into terrorism.

71. The panel must fully consider all the information available to them to make an objective decision on the support provided, without discriminating against the individual's race, religion or background [14]. It is important that a record of decisions and actions are kept. The Chair should be provided with a copy following each meeting. An audit trail of decisions should be kept as decisions may need to be referred to at a later date. The records should be retained whilst the case is live and for the appropriate data retention period thereafter.

Support plan

72. Each case is handled separately; people deemed appropriate to receive support will have a tailored package developed for them, according to their identified vulnerabilities. Using the initial vulnerability assessment and their professional expertise, the panel should develop a package to support the needs of the individual and use the information to inform the assessment and mitigation of any risk posed to potential support providers.

14 The Equality Act 2010 puts a responsibility on public authorities to have due regard to the need to eliminate discrimination and promote equality of opportunity. This applies to the process of need and risk faced by the individual and the process of assessment.

73. Section 36(4) of CT&S Act requires panels to:

a. prepare a plan for an individual whom the panel considers appropriate to be offered support;

b. make arrangements for support to be provided as described in the plan where consent is given;

c. keep the support given under review;

d. revise or withdraw a support plan if considered appropriate;

e. carry out further assessments, after such periods as the panel considers appropriate, of an individual's vulnerability to being drawn into terrorism

   - where the necessary consent to the provision of support is refused or withdrawn
   - the panel has determined that support should be withdrawn; and

f. prepare a further support plan if considered appropriate.

74. Risk is a theme that runs through the entire Channel process, i.e risk to the individual; risk to the public; and risk to partners or organisations providing support to the individual, including any intervention providers. The panel is responsible for managing the risk in relation to the vulnerable individual.

75. Support offered for some individuals could span several agencies and each agency involved will own the element of risk they are responsible for addressing through the support plan.

76. The risk of involvement in terrorism lies with the police. This is the risk posed by the individual to themselves and society through their potential active involvement in criminality associated with terrorism. The police are the most appropriate agency throughout the entire life of each Channel case to assess and manage this risk.

Consent prior to support

77. As participation in Channel remains voluntary, section 36(4)(b) of the CT&S Act requires consent to be given by the individual (or their parent/guardian in the case of a child[15]) in advance of support measures being put in 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 Children or Adult Social Care Services.

78. As part of the programme, information about an individual will be shared with multi-agency partners, including the police. Individuals (or their parent/guardian) must give their consent prior to this information being shared for that purpose.

When parental consent cannot be obtained

79. In the case of a child, there may be certain circumstances when a parent/guardian does not give consent for their child to be supported through Channel, particularly if some of the vulnerabilities present are in the home environment. If the child is thought to be at risk from significant harm [16], whether that is physical, emotional, mental, intellectual, social or behavioural harm (as defined by section 31(9) of the Children Act 1989), then social services for the relevant local authority area must be involved in decisions made about the child. There may be circumstances where the Channel panel and social services determine that a child is in need as defined by section 17 of the Children Act 1989 [17]. In such a case, statutory assessments may need to be carried

15 A child is defined as anyone who has not yet reached their 18th birthday.

16 As defined by the Children Act 1989.

17 From 1 April 2016, section 17 of the Children Act 1989 will no longer apply in relation to Wales. A child's needs for care and support will be assessed in accordance with section 21 of the Social Services and Well-being (Wales) Act 2014 and eligible needs will be met in accordance with sections 37 or 38 of that Act.

out by a social worker under section 17, or section 47 if the child is thought to be at risk from significant harm. More information on safeguarding children, and in particular in relation to the assessments under sections 17 and 47 of the Children Act 1989, can be found in the Working Together to Safeguard Children guidance[18]. In Wales, the Keeping learners safe guidance is relevant[19] which includes advice on radicalisation.

Support to address identified vulnerabilities

80. The involvement of the correct panel partners ensures that those at risk have access to a wide range of support ranging from mainstream services, such as health and education, through to specialist mentoring or guidance to increase theological understanding and/or challenge the claims of violent ideologies. It can also include wider diversionary activities such as appropriate training courses. The partners involved should be tailored to the vulnerabilities of the person getting support. In England and Wales, Channel intervention providers engaging with these vulnerable individuals must first have been approved by the Home Office.

81. As part of agreeing a full wrap-around package of support, the panel must decide how to connect the vulnerable individual with the support providers. All decision-making should be clearly documented and in line with the guidance on the sharing of information, which is set out in Annex A.

82. The type of activities that are included in a support package will depend on risk, vulnerability and local resource. To illustrate, a diversionary activity may be sufficient for someone who is in the early stages of being drawn into terrorism as a consequence of radicalisation, whereas a more focussed and structured one-on-one mentoring programme may be required for those who are further along the path towards embracing terrorism. The following kinds of support might be considered appropriate:

a. **Mentoring support contact** – work with a suitable adult as a role model or providing personal guidance, including guidance addressing extremist ideologies;

b. **Life skills** – work on life skills or social skills generally, such as dealing with peer pressure;

c. **Anger management session** – formal or informal work dealing with anger;

d. **Cognitive/behavioural contact** – cognitive behavioural therapies and general work on attitudes and behaviours;

e. **Constructive pursuits** – supervised or managed constructive leisure activities;

f. **Education skills contact** – activities focused on education or training;

g. **Careers contact** – activities focused on employment;

h. **Family support contact** – activities aimed at supporting family and personal relationships, including formal parenting programmes;

i. **Health awareness contact** – work aimed at assessing or addressing any physical or mental health issues;

j. **Housing support contact** – activities addressing living arrangements, accommodation provision or neighbourhood; and

k. **Drugs and alcohol awareness** – substance misuse interventions.

83. Where the individual has a need for theological/ideological support, Home Office approved intervention providers must be commissioned to mentor them. The mentoring aims to increase theological understanding and challenge extremist ideas where they are used to legitimise terrorism.

18 Working together to Safeguard Children: https://www.gov.uk/government/publications/working-together-to-safeguard-children

19 Safeguarding children: Working together under the Children Act 2004 information for Wales has been supplemented in: http://wales.gov.uk/docs/dcells/publications/150114-keeping-learners-safe.pdf which includes advice on radicalisation

Funding Support Plans

84. The panel is collectively responsible for ensuring delivery of the overall package of support, but not for managing or funding the support providers. Where support is provided by a panel partner they should be represented at the panel meeting and are responsible for the delivery of that element of the overall support package; funding for any support offered should be met from their existing budgets. Where support is provided by a person other than a panel partner, the CPP is responsible for liaison with the support provider and for funding and monitoring the delivery of that element of the support package.

85. Providers of support to vulnerable people (particular providers who are not specified as panel partners) need to be credible with the vulnerable individual concerned and to understand the local community. They have an important role and their reliability, suitability to work with vulnerable people, and commitment to shared values needs to be established. CPPs must ensure that a number of background checks have been made, and satisfy themselves that the potential support provider is suitable, and does not pose a risk, before commissioning them. Any concerns raised by panel members should be discussed with the CPP.

Monitoring Channel Support

86. The CPP is responsible for regularly liaising with the support provider(s), updating the vulnerability assessment and for assessing progress made with the Channel Panel. Individuals receiving support should be reassessed at least every three months to ensure that the progress being made in supporting the individual is being captured. If necessary, they can be reassessed more frequently to inform a key panel meeting or because the provision of support has reached a particular milestone.

87. If the panel is satisfied that the risk has been successfully reduced or managed they should recommend that the case then exits the process. A closing report should be completed as soon as possible setting out the reason for the panel's recommendations. The recommendations will need to be endorsed by the Channel Panel Chair and the CPP.

88. If the panel is not satisfied that the risk has been reduced or managed the case should be reconsidered. A new action plan should be developed and alternative support put in place. If the risk of criminality relating to terrorism has increased, the CPP must consider escalating the case through existing police mechanisms and determine whether the case remains suitable for Channel.

Referral to alternative forms of support

89. Information sharing between partners will sometimes reveal no evidence that the individual is at risk of being drawn into terrorism. It may identify other personal vulnerabilities, which need to be addressed, such as substance misuse or mental health issues. Under section 36(6) of the CT&S Act, where it is determined that support via Channel is not appropriate, the panel must consider whether an individual should be referred to other more appropriate forms of support, which may include support from health providers or social care services, and, if so, make such arrangements as the panel considers necessary. It is good practice for the Channel Panel Chair to consider inviting these partners to panel meetings. Once a decision on managing the case has been reached by the panel, the Channel Panel Chair should confirm the recommendation and ensure that the decision is properly recorded, and that arrangements are made to refer the individual.

Reviewing Channel cases

90. All cases exiting Channel, whether they are referred elsewhere or offered support under Channel, should be reviewed by the panel at six months and again at 12 months from the point at which an individual exits the process.

Sharing good practice

91. Local authorities and the police may find it

useful to form regional or local networks to facilitate the sharing of good practice in running Channel panels. This will help local authority areas that have very few Channel cases to learn from more experienced areas. Channel Panel Chairs will also have the opportunity to attend regular national forums to share good practice more widely.

Section 8: Training

Workshop to raise awareness of Prevent

92. The successful delivery of Prevent is dependent on the engagement of national, regional and local partners across multiple sectors including the community and voluntary sector. Public sector frontline staff have been identified as a key group that can make an important contribution to the identification and referral of individuals who may be vulnerable to being drawn into terrorism as a consequence of radicalisation. This has created a significant training need as awareness and understanding of Prevent amongst the public sector and into the community should be improved. See the Prevent duty guidance for details of the various training available for different sectors.

93. Alongside sector specific training, public sector frontline workers, including panel members and partners, can attend the Home Office developed Workshop to Raise Awareness of Prevent (WRAP) training. WRAP is an hour long DVD-led interactive workshop. It is aimed at frontline staff (such as police, social services, probation, education and health staff) as well as the community.

94. The workshop is an introduction to Prevent aimed at objective two of the Prevent strategy[20], supporting vulnerable people. It has been built to raise awareness of Prevent in a non-alarmist way, relating support to wider safeguarding initiatives.

20 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97976/prevent-strategy-review.pdf

95. Attendees should leave WRAP sessions with the ability to understand what may make individuals susceptible to radicalisation, as well as the confidence and ability to raise their concern when someone may be at risk.

Channel e-learning package

96. The National Counter Terrorism Policing Headquarters (NCTPHQ), in conjunction with the College of Policing, have developed a general awareness e-learning package for Channel. The package includes information on how Channel links to the Government's Counter-Terrorism Strategy (CONTEST) through the Prevent strategy, guidance on how to identify people who may be vulnerable to being drawn into terrorism, and how to refer them into the Channel process.

97. Case studies are included to increase understanding of Channel, which consist of identifying and referring vulnerable individuals to the process. Additionally, information is provided on how to identify appropriate support for the individual concerned.

98. The training can be accessed at the following URL: http://course.ncalt.com/Channel_General_Awareness

Other local training

99. There may be other training available within your local authority or your region. Details of this should be sought in the first instance from

your local or regional Police Prevent Co-ordinator. Panel members and panel partners are not expected to become experts in countering radicalisation that draws people into terrorism. However, all should have undertaken the relevant training detailed above to ensure they understand Prevent, Channel, the radicalisation process and how to intervene to prevent someone from being drawn into terrorism.

Section 9: Information Requests

Freedom of Information Requests

100. All recorded information held by a public authority is covered by the right to information under the FOI Act. Within the FOI Act, there is a presumption in favour of disclosure to enhance greater openness in the public sector and thus enable members of the public to better understand the decisions of public authorities, and ensure that services provided by the public sector are seen to be efficiently and properly delivered. We want, as far as possible, to be open and transparent about the Channel process.

101. The CT&S Act recommends that it is good practice to consider the implications of the release of the information on third parties when complying with FOI legislation. In the context of Channel, third parties may include local and national delivery partners and referred individuals. The section 45 Code of Practice of the FOI Act facilitates consideration by public authorities of the interests of third parties and stakeholders who may be affected by any decision to disclose information by setting standards for consultation. All public authority partners involved in Channel may receive FOI requests. If an FOI request is made all information will need to be assessed against FOI legislation to see if it is disclosable or not. All requests for the release of information held must be assessed on a case- by-case basis.

102. To achieve a consistent approach in responding to FOI requests relevant to Channel panels and assessments of individuals, and to protect third parties, all local partners who receive such an FOI request should bring it to the attention of their local panel. The Chair should notify the CPP and the Office for Security and Counter Terrorism in the Home Office, who will advise if any further consultation is necessary, for instance with other central government departments.

Subject Access Requests

103. Under Section 7 of the Data Protection Act 1998, individuals can also make a Subject Access Request to see data held about them, or children they have parental responsibility for. The individual can request information on any paper and computer records held about them. As with FOI, any organisation holding personal data can be subject to these requests.

104. There are a limited number of exemptions, and not all personal information needs to be released in all circumstances. For more information on Subject Access Requests, please refer to the Information Commissioner's Office guidance[21]. As with FOI requests, to achieve consistency in responses, any requests for Subject Access Requests should be brought to the attention of the Channel Panel Chair.

21 https://ico.org.uk/media/for-organisations/documents/1065/subject-access-code-of-practice.pdf

Enquiries

105. Please note that national, international and specialist media queries about Channel are managed by the Home Office Press Office and should be referred to directly on the following number:

Home Office Press Office

020 7035 3535

106. It is also helpful if you can make the Home Office Press Office aware, at an early stage, of any local media interest you receive.

ANNEX A

Sharing information with partners

Principles of Information Sharing

1. 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; this is particularly the case for Objective 2 of the Prevent strategy, supporting vulnerable people, where sharing of information will be central to providing the best support to vulnerable individuals.

Key Principle:

Partners may consider sharing personal information with each other for *Prevent* purposes, subject to a case-by-case basis assessment which considers whether the informed consent of the individual can be obtained and the proposed sharing being necessary, proportionate and lawful.

2. Any sharing of personal or sensitive personal data should be considered carefully, particularly where the consent of the individual is not to be obtained. The legal framework within which public sector data sharing takes place is often complex, although there is a significant amount of guidance available. It is considered good practice to have an Information Sharing Agreement in place at a local level to facilitate the sharing of information. In addition to satisfying the legal and policy requirements (see below), there are some principles which should guide Prevent information sharing.

Necessary and proportionate

3. The overriding principles are necessity and proportionality. It should be confirmed by those holding information that to conduct the work in question it is necessary to share the information they hold. Only the information required to have the desired outcome should be shared, and only to those partners with whom it is necessary to share it to achieve the objective. Key to determining the necessity and proportionality of sharing information will be the professional judgement of the risks to an individual or the public. Consideration should also be given to whether discussion of a case is possible with anonymised information, for example, referring to "the young person" without the need to give the individual's name, address or any other information which might identify them.

4. Each case should be judged on its own merit, and the following questions should be considered when sharing information:

- what information you are intending to pass;
- to whom you are intending to pass the information;
- why you are intending to pass the information (i.e. with what expected outcome); and
- the legal basis on which the information is to be passed.

Consent

5. The default should be to consider seeking the consent of the individual to share information. There will, of course, be circumstances in which seeking the consent of the individual will not be possible, because it will prejudice delivery of the intended outcome, and there may be gateways or exemptions which permit sharing to take place without consent. If you cannot seek or obtain consent, or consent is refused, you cannot share personal information without satisfying one of the gateway or exemption conditions. Compliance with the Data Protection Act (DPA) and Human Rights Act (HRA) are significantly simplified by having the subject's consent. The Information Commissioner has indicated that consent should

be informed and unambiguous, particularly in the case of sensitive personal information. If consent is sought, the individual should understand how their information will be used, and for what purpose.

Power to share

6. The sharing of data by public sector bodies requires the existence of a power to do so, in addition to satisfying the requirements of the DPA, the HRA and the common law duty of confidentiality. Some statutes confer an express power to share information for a particular purpose (such as section 115 of the Crime and Disorder Act 1998). More often, however, it will be possible to imply a power to share information because it is necessary for the fulfilment of an organisation's statutory functions. 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.

7. Having established a power to share information, it should be confirmed that there are no bars to sharing information, either because of a duty of confidentiality or because of the right to privacy enshrined in Article 8 of the European Convention on Human Rights. Finally, it will also be necessary to ensure compliance with the DPA, either by meeting the processing conditions in Schedules 2 and 3, or by relying on one of the exemptions (such as section 29 for the prevention of crime). Further details of the overarching legislation and some potentially relevant gateways are set out below.

8. Where non-public bodies (such as community organisations) are involved in 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 – that it is necessary, proportionate and lawful. In engaging with non-public bodies to the extent of providing personal information, it is good practice to ensure that they are aware of their own responsibilities under the DPA.

Legislation and Guidance Relevant to Information Sharing

9. Although not an exhaustive list, the following acts and statutory instruments may be relevant. The original legislation can be found at the Legislation Database (http://legislation.gov.uk/).

Data Protection Act (DPA) 1998

10. The DPA is the principal legislation governing the process (including collection, storage and disclosure) of data relating to individuals. The Act defines personal data (as information by which an individual can be identified (either on its own or with other information)) and sensitive personal data (including information about an individual's health, criminal record, and political or religious views), and the circumstances in and extent to which they can be processed. The Act also details the rights of data subjects.

11. All of the eight Data Protection Principles (which are listed in Part 1 of Schedule 1 to the Act) must be complied with when sharing personal data but the first data protection principle is particularly relevant. The first data protection principle states that personal data shall be processed: (1) fairly, (2) lawfully (meaning that there is the power to share and other statutory and common law obligations must be complied with), and (3) only if a condition in Schedule 2 and, if sensitive personal data is involved, Schedule 3 is met. All three of these requirements must be met to comply with the first data protection principle. The DPA cannot render lawful any processing which would otherwise be unlawful. If compliance with the Data Protection Principles is not possible, then one of the exemptions (such as the prevention of crime under section 29 of the DPA) may apply.

Data Protection (Processing of Sensitive Personal Data) Order 2000

12. This statutory instrument (SI 2000/417) specifies further conditions under which sensitive personal information can be processed, including

conditions where the processing must necessarily be carried out without the explicit consent of the data subject. Of particular relevance to Prevent are paragraph 1 of this annex (for the purposes of prevention or detection of crime), and paragraph 4 of this annex (for the discharge of any function which is designed for the provision of confidential counselling, advice, support or any other service).

13. The first data principle states that personal data shall be processed fairly and lawfully, meaning that other statutory and common law obligations must be complied with, and that the DPA cannot render lawful any processing which would otherwise be unlawful. Schedules 2 and 3 of the Act provide the conditions necessary to fulfil the requirements of the first principle.

Human Rights Act (HRA) 1998

14. Article 8 of the European Convention on Human Rights (which is given effect by the HRA) provides that "everyone has the right to respect for his private and family life, his home and his correspondence", and that public authorities shall not interfere with "the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others".

Common Law Duty of Confidentiality

15. The key principle built up from case law is that information confided should not be used or disclosed further, except as originally understood by the confider, or with their subsequent permission. Case law has established that exceptions can exist "in the public interest"; confidentiality can also be overridden or set aside by legislation.

16. The Department of Health have produced a code of conduct concerning confidentiality, which is required practice for those working within or under contract to NHS organisations.

Gateways, exemptions and explicit powers

Crime and Disorder Act 1998

17. Section 115 confers a power to disclose information to a "relevant authority" on any person who would not otherwise have such a power, where the disclosure is necessary or expedient for the purposes of any provision of the Act. The "relevant authority" includes a chief officer of police in England, Wales or Scotland, a police authority, a local authority, a health authority, a social landlord or a probation board in England and Wales. It also includes an individual acting on behalf of the relevant authority. The purposes of the Crime and Disorder Act include, under section 17, a duty for the relevant authorities to do all that they reasonably can to prevent crime and disorder in their area.

Common Law Powers

18. Because the range of partners with whom the police deal has grown – including the public, private and voluntary sectors, there may not be either an implied or explicit statutory power to share information in every circumstance. This does not necessarily mean that police cannot share the information, because it is often possible to use the Common Law. The decision to share using Common Law powers will be based on establishing a policing purpose for the activity that the information sharing will support, as well as an assessment of any risk.

19. The Code of Practice on the Management of Police Information (MOPI) defines policing purposes as: protecting life and property, preserving order, preventing the commission of offences, bringing offenders to justice, and any duty or responsibility of the police arising from common or statute law.

Local Government Act 1972

20. Section 111 provides for local authorities to

have "power to do any thing...which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions".

Local Government Act 2000

21. Section 2(1) provides that every local authority shall have the power to do anything which they consider is likely to achieve the promotion or improvement of the economic, social or environmental wellbeing of the area.

National Health Service Act (NHSA) 2006 and Health and Social Care Act (HCSA) 2001

22. Section 251 of the NHSA and Section 60 of the HSCA provides a power for the Secretary of State to make regulations governing the processing of patient information.

Offender Management Act (OMA) 2007

23. Section 14 of the OMA enables disclosure of information to or from providers of probation services, by or to Government departments, local authorities, Youth Justice Board, Parole Board, chief officers of police and relevant contractors, where the disclosure is for the probation purposes (as defined in section 1 of the Act) or other purposes connected with the management of offenders.

Information Sharing: Advice for practitioners providing safeguarding services to children, young people, parents and carers

24. This advice details how information sharing is vital to safeguarding and promoting the welfare of children and young people. A key factor identified in many Serious Case Reviews (SCRs) have been a failure by practitioners to record information, to share it, to understand its significance and then take appropriate action. The guidance includes principles and a myth-busting guide to dispel common myths and encourage effective information sharing. The guidance is for all frontline practitioners and senior managers working with children, young people and adults who have to make decisions about sharing personal information on a case by case basis.

ANNEX B

Partners required to co-operate with local panels

(Schedule 7 of the Act – Partners of local panels) panels

Ministers of the Crown and government departments

- A Minister of the Crown.
- A government department other than an intelligence service.

Local government

- A local authority (other than a local authority that is a member of the panel in question).
- A person carrying out a function of a local authority by virtue of a direction made under section 15 of the Local Government Act 1999.

Criminal justice

- The governor of a prison in England and Wales (or, in the case of a contracted out prison, its director).
- The governor of a young offender institution or secure training centre (or, in the case of a contracted out young offender institution or secure training centre, its director).
- The principal of a secure college.
- A youth offending team established under section 39 of the Crime and Disorder Act 1998.
- A provider of probation services within the meaning given by section 3(6) of the Offender Management Act 2007.

Education, child care etc

- A sixth form college corporation within the meaning given by section 90(1) of the Further and Higher Education Act 1992.
- The governing body of an institution within the further education sector within the meaning given by section 91(3) of that Act.
- A person who is authorised by virtue of an order made under section 70 of the Deregulation and Contracting Out Act 1994 to exercise a function specified in Schedule 36A to the Education Act 1996.
- A person with whom arrangements have been made for the provision of education under section 19 of the Education Act 1996 or section 100 of the Education and Inspections Act 2006 (cases of illness, exclusion etc).
- The proprietor of—

a) a school that has been approved under section 342 of the Education Act 1996,

b) a maintained school within the meaning given by section 20(7) of the School Standards and Framework Act 1998,

c) a maintained nursery school within the meaning given by section 22(9) of that Act,

d) an independent school registered under section 158 of the Education Act 2002,

e) an independent educational institution registered under section 95(1) of the Education and Skills Act 2008,

f) a 16 to 19 Academy within the meaning given by section 1B of the Academies Act 2010,

g) an alternative provision Academy within the meaning given by section 1C of that Act, or

h) a special post-16 institution within the meaning given by section 83(2) of the Children and Families Act 2014.

- A person who is specified or nominated in a direction made in relation to the exercise of a local authority's functions given by the Secretary of State under section 497A of the Education Act 1996 (including that section as applied by section 50 of the Children Act

2004 or section 15 of the Childcare Act 2006).

- A person registered under Part 2 of the Care Standards Act 2000 in respect of –

  (a) a children's home as defined in section 1 of that Act,

  (b) a residential family centre as defined in section 4 of that Act,

  (c) a fostering agency as defined in that section, or

  (d) a holiday scheme for disabled children, within the meaning of the Registered Holiday Schemes for Disabled Children (England) Regulations 2013 (S.I. 2013/1394).

- The governing body of a qualifying institution within the meaning given by section 11 of the Higher Education Act 2004.
- A person registered under Chapter 2, 2A, 3 or 3A of Part 3 of the Childcare Act 2006 or under section 20 of the Children and Families (Wales) Measure 2010 (nawm 1).
- A body corporate with which a local authority has entered into arrangements under Part 1 of the Children and Young Persons Act 2008.
- A person who is specified in a direction made in relation to the exercise of a local authority's functions given by the Welsh Ministers under section 25 of the School Standards and Organisation (Wales) Act 2013 (anaw 1) (including that section as applied by section 50A of the Children Act 2004 or section 29 of the Childcare Act 2006).
- The governing body of an educational establishment maintained by a local authority in Wales.
- The governing body or proprietor of an institution (not otherwise listed) at which more than 250 students, excluding students undertaking distance learning courses, are undertaking –

  a) courses in preparation for examinations related to qualifications regulated by the Office of Qualifications and Examinations Regulation or the Welsh Government;

  b) courses of a description mentioned in Schedule 6 to the Education Reform Act 1988 (higher education courses).

Health and social care

- A clinical commissioning group established under section 14D of the National Health Service Act 2006.
- An NHS Trust established under section 25 of the National Health Service Act 2006.
- An NHS foundation trust within the meaning given by section 30 of the National Health Service Act 2006.
- A Local Health Board established under section 11 of the National Health Service (Wales) Act 2006.
- An NHS trust established under section 18 of the National Health Service (Wales) Act 2006.

Police

- A chief officer of police for a police area in England and Wales (other than a chief officer who is a member of the panel in question).

ANNEX C

The Vulnerability Assessment Framework

This annex provides a description of the vulnerability assessment framework used by Channel to guide decisions about whether an individual needs support to address their vulnerability to being drawn into terrorism as a consequence of radicalisation and the kind of support t that they need.

It should not be assumed that the characteristics set out below necessarily indicate that a person is either committed to terrorism or may become a terrorist. The assessment framework involves three dimensions: engagement, intent and capability, which are considered separately.

1. Engagement with a group, cause or ideology

Engagement factors are sometimes referred to as "psychological hooks". They include needs, susceptibilities, motivations and contextual influences and together map the individual pathway into terrorism. They can include:

- Feelings of grievance and injustice
- Feeling under threat
- A need for identity, meaning and belonging
- A desire for status
- A desire for excitement and adventure
- A need to dominate and control others
- Susceptibility to indoctrination
- A desire for political or moral change
- Oppor tunistic involvement
- Family or friends involvement in extremism
- Being at a transitional time of life
- Being influenced or controlled by a group
- Relevant mental health issues

2. Intent to cause harm

Not all those who become engaged by a group, cause or ideology go on to develop an intention to cause harm, so this dimension is considered separately. Intent factors describe the mindset that is associated with a readiness to use violence and address what the individual would do and to what end. They can include:

- Over-identification with a group or ideology
- Them and Us' thinking
- Dehumanisation of the enemy
- Attitudes that justify offending
- Harmful means to an end
- Harmful objectives

3. Capability to cause harm

Not all those who have a wish to cause harm on behalf of a group, cause or ideology are capable of doing so, and plots to cause widespread damage take a high level of personal capability, resources and networking to be successful. What the individual is capable of is therefore a key consideration when assessing risk of harm to the public. Factors can include:

- Individual knowledge, skills and competencies
- Access to networks, funding or equipment
- Criminal Capability

ANNEX D

Other useful guidance

1. The Prevent Strategy, 2011

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97976/prevent-strategy-review.pdf

2. CONTEST: the United Kingdom's strategy for countering terrorism

https://www.gov.uk/government/publications/counter-terrorism-strategy-contest

3. Prevent duty guidance

https://www.gov.uk/government/publications/prevent-duty-guidance

England:

4. Working together to Safeguard Children

https://www.gov.uk/government/publications/working-together-to-safeguard-children

5. Keeping Children Safe in Education

https://www.gov.uk/government/publications/keeping-children-safe-in-education;

6. Care Act 2014:

http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted

7. Care Act Factsheets

https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets--2

8. Public Sector Data Sharing – Guidance on the Law

http://www.dca.gov.uk/foi/sharing/toolkit/lawguide.pdf

9. Information Commissioner's Office Guidance on Interpretation of the DPA

http://www.ico.gov.uk/for_organisations/data_protection/the_guide.aspx

10. Confidentiality Code of Practice

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4069253

11. Caldicott Guardian Manual

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_114509

12. Information Sharing: Advice for practitioners providing safeguarding services to children, young people, parents and carers

https://www.gov.uk/government/publications/safeguarding-practitioner-information-sharing-advice

Wales:

13. Safeguarding Children: Working together under the Children Act 2004, for Wales

Safeguarding children: Working together under the Children Act 2004:

14. Keeping learners safe provides advice on radicalisation and supplements the above welsh guidance on safeguarding children

http://wales.gov.uk/docs/dcells/publications/150114-keeping-learners-safe.pdf

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