

**PREVENT  
STRATEGY  
2022-2025**

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# 1. NATIONAL OVERVIEW

The updated and strengthened CONTEST Strategy was launched in June 2018. The aim of CONTEST is to reduce the risk to the UK and its citizens and interests overseas from terrorism, so that people can go about their lives freely and with confidence.

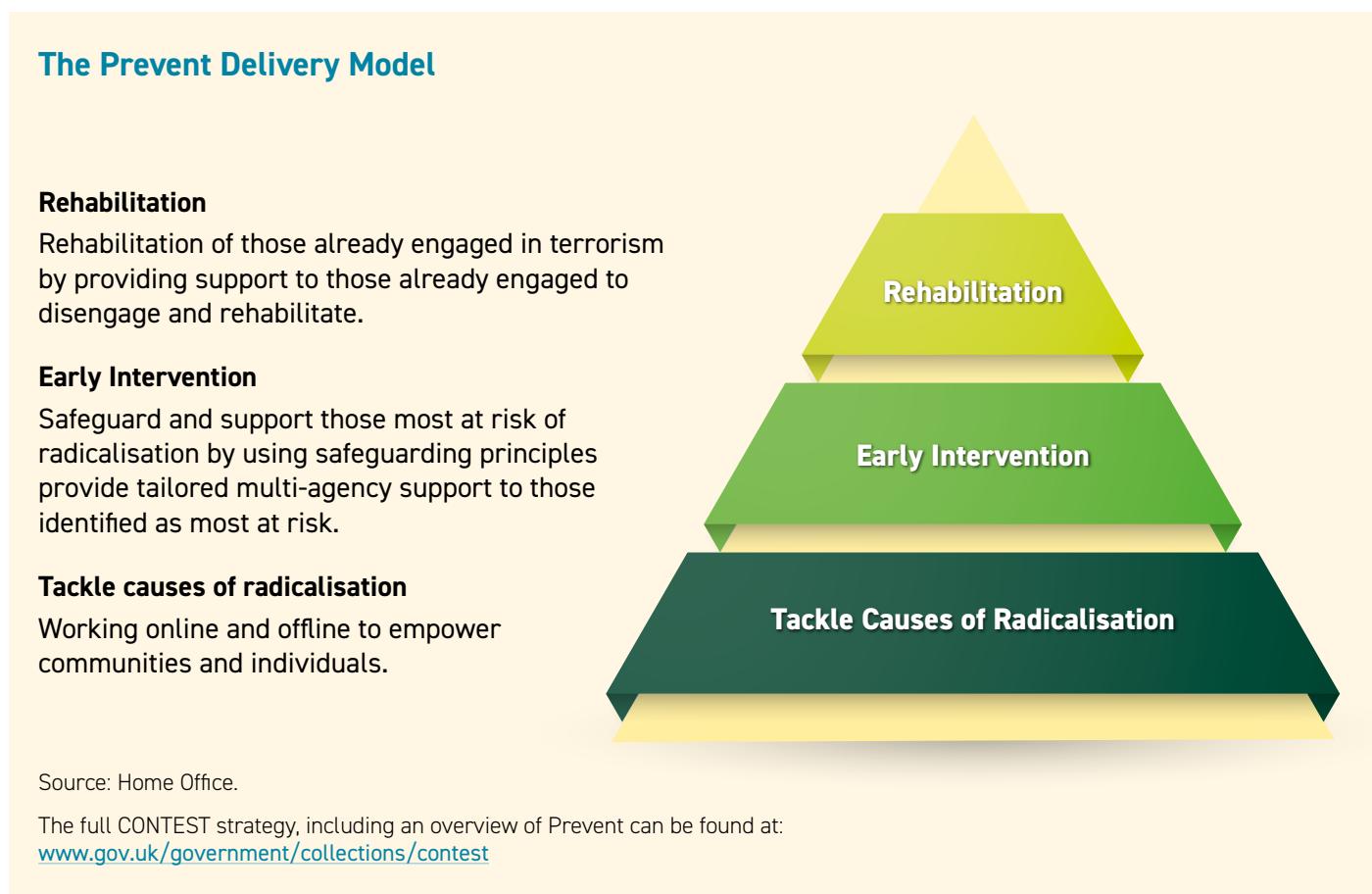
The CONTEST Strategy consists of the following four work stands:

- **Prevent:** to stop people becoming terrorists or supporting terrorism
- **Pursue:** to stop terrorist attacks
- **Protect:** to strengthen our protection against a terrorist attack
- **Prepare:** to mitigate the impact of a terrorist attack.

The Prevent strategy recognises that there is no socio-demographic profile of a terrorist in the UK, and no single pathway or 'conveyor belt', leading to terrorism.

The aim of Prevent is to safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism. The strategy also includes supporting the rehabilitation and disengagement of those already involved in terrorism.

The Prevent Delivery Model below set out the national approach to tackling the causes and risk factors that can lead to an individual becoming radicalised, support those who are at risk of radicalisation and rehabilitate those who have already engaged with terrorism.



## 2. DEFINITIONS

The Counter Extremism Strategy (2015) defines **extremism** as; “the vocal or active opposition to our fundamental values, including democracy, the rule of law, individual liberty and the mutual respect of different faiths and beliefs. We also regard calls for the death of our armed forces as extremist.”

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

**Terrorism** is defined as an action that endangers or causes serious violence to a person/people; causes serious damage to property; or seriously interferes or disrupts an electronic system. The use or threat must be designed to influence the government or to intimidate the public and is made for the purpose of advancing a political, religious or ideological cause. (Terrorism Act 2000).

## 3. THE COUNTER TERRORISM AND SECURITY ACT 2015

On 1 July 2015, the Counter Terrorism and Security Act (CTSA) 2015 became statutory.

Section 26 of the Counter Terrorism and Security Act 2015 places a statutory Prevent duty on specified authorities in the exercise of their functions, to have ‘due regards to the need to prevent people from being drawn into terrorism’. These authorities include Schools, Colleges, Universities, Local Authorities, Health, the Police and Prisons’

Specific guidance on the Prevent duty is available at: [www.gov.uk/government/publications/prevent-duty-guidance](http://www.gov.uk/government/publications/prevent-duty-guidance)

## 4. THREAT AND RISK

The threat level for the UK is set by the Joint Terrorism Analysis Centre (JTAC). Threat levels are designed to give a broad indication of the likelihood of a terrorist attack. There are five levels:

- **LOW** means an attack is unlikely
- **MODERATE** means an attack is possible, but not likely
- **SUBSTANTIAL** means an attack is a strong possibility
- **SEVERE** means an attack is highly likely
- **CRITICAL** means an attack is expected imminently

The UK threat level was first published in 2006, in 2019 changes were made to reflect the threat posed by all forms of terrorism, irrespective of ideology. Since 2019 the Threat Level has fluctuated between SEVERE and SUBSTANTIAL.

Up-to-date information on the current threat level can be found at [www.mi5.gov.uk/threat-levels](http://www.mi5.gov.uk/threat-levels)

The CONTEST strategy identifies the following types of terrorism that the UK faces:

- **International**, terrorist organisations operating in Syria and Iraq (Da'esh and Al Qa'ida and like-minded organisations)
- **Extreme right-wing**
- **Northern-Ireland related**
- **Other**, these are often small movements in reaction to a single issue, specific incident, or ideology.

The level of threat is complex and multi-dimensional and ranges from self initiated terrorism where individuals are intent on carrying out crude attacks to sophisticated networks pursuing ambitious and coordinated plots. The most likely attack methodologies are bladed/blunt force weapons; vehicles; and explosives. However, most of the activity we see is in other forms such as radicalising others, fundraising or preparing acts of terrorism.

## Internationally Inspired Terrorism

The UK continues to face an evolving threat from radicalisation, extremism and terrorism. Internationally Inspired terrorism (Da'esh, Al Qa'ida, Al Muhajiroun) continues to pose the most significant threat to the UK. Extremist Travel remains a potential threat, however stricter border controls continue to hamper returnees. However, despite the reduction in travel to conflict zones to join terrorist organisations operating in Syria and Iraq, travel still poses a potential threat.

## Self Initiated Terrorism (SIT)

That said, as highlighted by the UK based terrorist attacks in 2017, and the subsequent plots 32 disrupted since the Westminster attack in March 2017, the nature of the threat has now moved to Self-Initiated Terrorism, not linked to one specific ideology, to use vehicles, knives and explosives to commit acts of terror within the UK.

With continued increased isolation throughout 2021 due to the global pandemic, and the potential to spend more time online, there is capacity for the SIT risk to increase. Furthermore, due to the global pandemic there is a realistic possibility that this may have had an adverse effect on people's mental health. The impact of living in isolation and not having access to the same level of support they are used to may lead to a decrease in an individual's mental health and becoming more vulnerable to extremism/terrorism.

## Far Right & Extreme Right Wing Terrorism

The threat posed from Far Right and Extreme Right Wing organisations has also evolved – 2021 has seen an increase in demonstrations, protests and visits recorded across the UK and in WY.

- **Cultural Nationalism (CN)** is a belief that 'Western Culture' is under threat from mass migration into Europe and from a lack of integration by certain ethnic and cultural groups. The ideology tends to focus on the rejection of cultural practices such as the wearing of the burqa or the perceived rise of the use of sharia law.
- **White Nationalism (WN)** is a belief that mass migration from the 'non-White' world, and demographic change, poses an existential threat to the 'White Race' and 'Western Culture'. Advocates for some sort of 'White' homeland, either through partition of already existing countries, or by the (if necessary forced) repatriation of ethnic minorities.

- **White Supremacism (WS)** is a belief that the 'White Race' has certain inalienable physical and mental characteristics that makes it superior (with some variation) to other races. Often associated with conspiracy theories that explain the decline in 'White' political and social status over the last hundred years. This can also encapsulate a belief in the spiritual superiority of the 'White Race', often describing racial differences in quasi-religious terms (such as 'the Aryan soul')

An up-to-date list of organisations currently proscribed within the UK can be on the government website at [www.gov.uk/government/publications/proscribed-terror-groups-or-organisations--2](https://www.gov.uk/government/publications/proscribed-terror-groups-or-organisations--2)

## Online Radicalisation

Online radicalisation of individuals is used in all forms of extremism and terrorism. Extremist and terrorist organisations have the ability to access and disseminate content globally. It is difficult to police and is therefore a persistent challenge for those working in Counter Terrorism. 2020/21 has seen an increased shift towards the use of encrypted sites and applications to spread propaganda. Whilst the use of mainstream platforms such as Facebook and Twitter still exist, extremist activity continues to shift onto more encrypted and private communication channels. Whilst these platforms are legitimate and are not indicative of extremist/terrorist activity, lesser-known sites may be less moderated and may allow more radical types of content and discussion. This could ultimately lead to new threats in the online sphere of social media. The use of mainstream media platforms also continues to be exploited by those looking to promote their propaganda and use the online sphere to radicalise people.

# 5. THE KIRKLEES PREVENT STRATEGY

The Prevent Strategy in Kirklees is driven by key themes on the Kirklees Prevent Partnership Action Plan which are informed by national and local priorities. The Kirklees Prevent Action Plan has five key themes, with differing outcomes:

## **1. Managing Threat, Risk & Vulnerability**

- Reduced the risk of radicalisation by building resilience in communities
- Local partners are able to resist and challenge terrorist narratives in communities
- Communities, civil society groups, public sector institutions and industry have been provided with counter narratives to tackle the influences of radicalisation and respond to the ideological challenge of terrorism
- Understanding of local threat pictures improved and local responses to emerging and known threats coordinated

## **2. Tackling the causes of radicalisation & responding to the ideological challenge of terrorism**

- Increased knowledge, understanding and support of the Prevent Duty, within communities, civil society groups, public sector institutions and industry
- Positive narratives compete effectively against extremist narratives
- Radicalising grievances are addressed at the local and national level

## **3. Safeguarding and supporting those most at risk through early intervention, identifying them and offering support**

- Identified vulnerable people have been provided with support and/or sign posted to suitable organisation to mitigate their risk of radicalisation
- Identification of radicalisation and understanding of safeguarding issues improved, and appropriate policy response determined

## **4. Enabling those who have already engaged in terrorism to disengage and rehabilitate**

- Ability of those promoting terrorist ideology to recruit in reduced key locations

## **5. To ensure effective partnerships and governance structures are in place to support and evaluate the delivery of Prevent across Kirklees**

- Appropriate structures, procedures and processes are in place
- Regularly identify and address areas of delivery that require improvement or support.

The Kirklees Prevent Strategy contributes towards the delivery of the 'Building Resilient and Inclusive Communities' theme within the Kirklees Community Safety Partnership Plan and in common with other areas (such as Hate Crime & Supporting Integration) within this theme, recognises that factors such as inequality and hate crime undermine community confidence and national and international issues can undermine our sense of belonging and of fairness. The aim of the Community Safety Partnership is to work with local communities to ensure people feel they have a voice and are listened to; that people have confidence they will be treated fairly and that all communities feel engaged and supported to build communities that they want to be a part of, in places they feel safe.

The foundation of our work in Kirklees is to safeguard vulnerable people from harm by engaging with communities, civil society groups, education providers and statutory partners.

Prevent works best when delivered in partnership with communities as cohesive and empowered communities are better equipped to reject extremist ideologies therefore we will continue to develop and grow our network of community groups delivering Prevent based initiatives across the district.

The Counter Terrorism Local Profile (produced annually by Counter Terrorism Police) acknowledges that the threat posed by extremist and terrorist groups continues to evolve and we acknowledge that the greatest threat continues to come from terrorist recruiters inspired by Da'esh or ALM (Al Muhajiroun)

who aim to recruit individuals and groups, whom are often vulnerable, to join their barbaric ideologies and beliefs. We therefore will continue to safeguard and work with our local communities and most vulnerable to eradicate the messaging of Da'esh across the district. There has been a small number of residents from Kirklees who have travelled to conflict zones in order to support Da'esh, however the majority of activity undertaken by Da'esh or ALM recruiters is through fundraising or sharing content online.

Our approach in Kirklees has always acknowledged the threat posed from right wing extremism. Right wing inspired referrals have increased on a national and local level therefore we will continue to ensure that our resources and projects challenge the narrative of the extreme right wing and are delivered in a manner that mitigates against this risk accordingly.

Extremist activity within Kirklees has been more heavily weighted towards the Extreme Right Wing, i.e., protests from organisations such as Britain First, and extreme signs and symbols being graffitied or stickered across a range of communities, as well as the murder of MP Jo Cox in 2016.

The implementation of the Prevent Duty has embedded Prevent in the day-to-day work of frontline staff and statutory partners across Kirklees and we will continue to remain compliant with the Prevent Statutory Duty, ensuring that we continue to work in partnership with local, regional and national partners and raise awareness of Prevent and the vulnerabilities associated with radicalisation and extremism within frontline organisations and staff.

The Police and Office for Security & Counter Terrorism (OSCT) will continue to provide support to Local Authorities nationally to assist authorities in focusing on the key strategic threats, risks and vulnerabilities at a local level. This support ensures that a proportionate and effective response is delivered where required to safeguard individuals and ensure the safety of the public.

The Kirklees Prevent Strategy will continue to be reviewed and refreshed on an annual basis to reflect the changing nature of the terrorist threat.

## The Kirklees Channel Program

Supporting individuals identified as being vulnerable to radicalisation and extremism at an early stage is a key part of the Kirklees Prevent Strategy and the Kirklees Channel Panel, a voluntary safeguarding programme aimed at supporting those individuals identified as being vulnerable in Kirklees is fundamental to this. We will continue to support individuals at risk of radicalisation and extremism using a whole family approach and as with other safeguarding practices the Kirklees Channel program is reliant on a multi-agency response to minimise and manage the risk to an individual. Channel draws on the existing collaboration within the Kirklees Partnership and has three objectives:

- Identify individuals at risk of being radicalisation or drawn into extremism
- Assess the nature and extent of the risk
- Develop the most appropriate support for the individuals concerned.

More information about Channel in Kirklees, including how to make a referral can be found at [www.kirklees.gov.uk/beta/community-safety-partners/making-a-channel-referral.aspx](http://www.kirklees.gov.uk/beta/community-safety-partners/making-a-channel-referral.aspx)

More information in relation to Channel including national statistics can be found at [www.gov.uk/government/publications/channel-and-prevent-multi-agency-panel-pmap-guidance](http://www.gov.uk/government/publications/channel-and-prevent-multi-agency-panel-pmap-guidance)



# 6. GOVERNANCE AND PARTNERSHIPS

The arrangement for managing civil contingencies and emergency situations in Kirklees is managed by the Kirklees CONTEST board consisting of 'Gold, Silver and Bronze' command. The Kirklees CONTEST board have a fundamental role in informing strategic priorities and responses associated with threat and risk in the area and provide scrutiny to Channel, the Prevent Strategy and Partnership Action Plan.

In June 2018, the Prevent Hub co-located with officers from Counter Terrorism Policing North East (CTPNE) into a new collocated office. This co-location will help to ensure that there is a greater partnership and collaboration between the Local Authority and Counter Terrorism Policing in the delivery of Prevent across the district.

## The Kirklees Prevent Hub

The Kirklees Prevent Hub, under the guidance of the Kirklees Prevent Coordinator, is the main point of contact for Prevent enquiries and concerns and oversees the delivery of Prevent activities across Kirklees, in collaboration with Counter Terrorism Police.

The Kirklees Prevent Hub was established in 2016 in response to the authority becoming a Prevent 'priority area', the Statutory Prevent Duty (2015) and the evolving threat from Terrorism in the UK and across the district. The purpose of the Prevent Hub is to support those vulnerable to radicalisation and extremism and to raise awareness and build resilience to all forms of extremism across education establishments and communities. The Prevent Hub continues to evolve since its original implementation and currently consists of:

- A Prevent Coordinator that oversees the Prevent Hub and the delivery of Prevent across Kirklees including the implementation of the Statutory Prevent Duty.
- A Prevent Engagement Management that oversees the delivery of the Prevent Engagement via the engagement team across Kirklees
- 3 x Prevent Engagement Officers who raise awareness and build resilience to radicalisation and extremism across communities with a particular focus on women, parents and young people as well as providing supporting to those identified as being vulnerable to radicalisation and extremism.
- A Prevent Education Officer, who supports education establishments with the implementation of their Prevent duty, providing training to teachers and front line staff and build resilience and critical thinking skills amongst students through workshops and lessons.
- A Channel Coordinator who manages referrals into the Prevent Hub and the Channel process which provides multi agency support to those identified as being vulnerable.

# 7. CONTACTS

## Kirklees Prevent Hub

[www.kirklees.gov.uk/prevent](http://www.kirklees.gov.uk/prevent)

Email: [Prevent@kirklees.gov.uk](mailto:Prevent@kirklees.gov.uk)

Telephone: 01924 483747 – please leave a message and a member of the team will contact you.

Twitter: [@KirkleesPrevent](https://twitter.com/@KirkleesPrevent)

# 8. USEFUL LINKS

## Act Early (Action Counters Terrorism)

A website created by Counter Terrorism Police which hosts resources, advice and guidance on protecting others from radicalisation: [actearly.uk](http://actearly.uk)

## Educate Against Hate

This website gives parents, teachers and school leaders practical advice on protecting children from extremism and radicalisation: [educateagainsthate.co.uk](http://educateagainsthate.co.uk)

## Let's Talk About It

This website has been created to provide a greater understanding of the support Prevent can offer and to challenge division and negativity in our communities through positive and effective attitude changes. By highlighting the issues and initiating discussions around the potential threats we face as a community, we can create greater understanding and wider awareness: [www.ltai.info](http://www.ltai.info)

## Internet Matters

This website has lots of information, advice and resources which can be used to help children stay safe online: [www.internetmatters.org](http://www.internetmatters.org)

## Channel Awareness Training

[www.elearning.prevent.homeoffice.gov.uk/channel\\_awareness/01-welcome.html](http://www.elearning.prevent.homeoffice.gov.uk/channel_awareness/01-welcome.html)

## Prevent E Learning

<https://www.elearning.prevent.homeoffice.gov.uk/edu/screen1.html>

# APPENDIX 1:

## Prevent and Channel Factsheet

### What is the Prevent programme?

The early intervention support provided by Prevent addresses the personal and social factors which make people more receptive to radicalisation, diverting people away from being drawn into violent ideologies and criminal behaviour.

The programme:

- works in partnership with front-line professionals such as teachers, healthcare practitioners, social workers, the police, charities and civil society, psychologists, community leaders and others
- is delivered by local authority teams, local policing teams, community organisations, and charities that have the best expertise in their area
- does not target any one community and deals with all forms of terrorism, including Islamist, extreme right-wing and Mixed, Unclear or Unstable (MUU) ideologies
- is not limited to any age group
- will not show up on any criminal record checks
- is not a tool for spying or surveillance, and the Prevent Duty does not place any restrictions on free speech. It is part of the wider safeguarding obligations we have towards protecting vulnerable people, in this case people who are vulnerable to radicalisation.
- provides training for educators, healthcare staff and more to understand and implement the Prevent Duty and protect vulnerable people in their care. The Prevent Duty must be implemented in line with the requirements set out in the Equality Duty.

### What is a Prevent referral?

A Prevent referral can be made by anyone who is concerned about someone they know being at risk of radicalisation or drawn into terrorism. This could be a family member, friend, colleague, or a professional.

If an individual is found to represent a security threat, they will always be referred to the police for further investigation.

Prevent referrals are not made to the Home Office; they are handled by expert officers in the local police force.

When a referral is made, initial checks will be conducted and if the individual is found to not be at risk of radicalisation, the case is immediately closed to Prevent.

### Making a referral

If someone is worried about another individual becoming radicalised and would like to seek advice before making a referral, they can contact their local authority safeguarding team, or speak to a teacher, healthcare provider or another trusted authority. Contacting the authorities will not get the person into trouble if a criminal act has not been committed. The local authority or police can discuss concerns, suggest how they can best help and provide access to relevant support and advice.

Alternatively, people can visit Counter Terrorism Policing's safeguarding website, ACT Early or call the national police Prevent advice line on 0800 011 3764 to discuss their concerns.

Teachers and parents can also learn more on the Educate Against Hate website.

### What is Channel?

If the referral progresses and it is assessed that there is a genuine risk of radicalisation, the case is considered by a multi-agency 'Channel Panel' of safeguarding professionals who collectively assess the risk to a person and decide on a tailored package of support that can be offered to the person to help them move away from harmful activity.

The Channel panel is chaired by the local authority and can include a variety of partners such as the police, children's services, social services, education professionals and mental health care professionals.

### What kind of support is offered via Channel?

If a Channel intervention is required, a tailored support package will be offered. This could include mentoring, theological guidance, education, and careers assistance to those assessed as being at risk of radicalisation and requiring support. This is known as Channel in England and Wales, and Prevent Multi-Agency Panels (PMAP) in Scotland.

Channel is voluntary and people who are referred to Prevent must give consent (via a parent or guardian if they are underage) before they can be given support.

If a person does not engage with Channel or decides not to continue with the process for any reason, alternative forms of support may be available from the local authority or other providers. Any risks are then carefully managed by the police.

## Key statistics and facts

Since the introduction of the Prevent Duty in 2015, 3,037 referrals have been supported through the Channel Programme. Channel aims to move vulnerable individuals away from violent ideologies that could have resulted in harm to themselves. 4,915 referrals to Prevent were made in the year ending on 31 March 2021.

This represents a decrease of 22% compared to the previous year (6,287) and the lowest number of referrals received since comparable data are available (year ending March 2016). This decrease is likely to have been driven by the effects of public health restrictions that were in place throughout the year to control the spread of the COVID-19 virus.

Of all the referrals in 2020/2021:

- 51% were related to mixed, unclear or unstable ideologies\*
- 22% to Islamist radicalisation
- 25% to extreme right-wing radicalisation.

\* Mixed, unstable or unclear reflects instances where the ideology presented may involve a combination of elements from multiple ideologies (mixed), shift between different ideologies (unstable), or where the individual does not present a coherent ideology yet may still be vulnerable to being drawn into terrorism (unclear).

There were 688 referrals adopted as a case in the year ending March 2021, four less cases compared with the previous year (692). 14% of referrals to Prevent were adopted as a Channel case, up from 11% of referrals adopted in the previous year (692 of 6,287).

Prevent addresses all forms of terrorism. Of all the Channel cases adopted in 2020/2021:

- 46% were related to extreme right-wing radicalisation (317)
- 30% came under a Mixed, Unclear or Unstable (MMU) ideology (205)
- 22% were linked to Islamist radicalisation (154)
- 2% were related to other radicalisation concerns (16).

Prevent makes up an extremely small part of overall safeguarding referrals. In 2018-19, over one million safeguarding referrals were made, in comparison to just 6,287 Prevent referrals in 2019-20 and 4,915 in 2020-21.

## A network of partners delivers Prevent in local communities

**Statutory partners:** Under the 2015 Prevent duty, institutions including schools, colleges, universities, health, local authorities, police, and prisons must consider the risk of radicalisation as part of their day-to-day safeguarding work. This duty is in line with these institutions' other safeguarding obligations and means having 'due regard' to the need to prevent people from being drawn into terrorism. The duty has been supported with guidance for each sector and a dedicated package of training and support.

**Prevent coordinators:** They oversee delivery of the programme locally in areas where the threat from terrorism and radicalisation is assessed to be the highest, collaborating with partners to understand and respond to local risks. To support local authorities without dedicated Prevent Coordinators, the Home Office fund Regional Advisors to help improve Prevent delivery in these areas.

**Civil society organisations:** Prevent provides funding for a wide range of organisations across the country. Projects include a variety of initiatives, such as critical thinking workshops, the use of sport as intervention and online safety training for parents. This empowers and builds resilience in communities enabling them to challenge extremism and terrorism wherever it tries to take root. Prevent supported 225 community-based projects in 2020/21, reaching over 133,000 participants including children, young people, teachers, parents, carers, and frontline staff.

## Rehabilitation

The Desistance and Disengagement Programme (DDP) works with individuals who have crossed the line into terrorist activity, aiming to reduce the risk they pose to the UK. The programme works by providing intensive, tailored interventions which support them to stop engaging in terrorist related activity (desist) and to move away from terrorist ideology (disengage).

The programme runs alongside existing statutory risk assessment and management processes such as the Multi Agency Public Protection Arrangements (MAPPA) for managing offenders, to ensure it bolsters and complements work being done through existing frameworks. It is not a replacement for any police investigation or prosecution on individuals who have committed terrorism offences, either abroad or at home.

