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EUROPEAN COMMITTEE ON CRIME PROBLEMS
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COUNCIL FOR PENOLOGICAL CO-OPERATION
(PC-CP)

**DRAFT COUNCIL OF EUROPE HANDBOOK
FOR PRISON AND PROBATION SERVICES
REGARDING RADICALISATION AND VIOLENT EXTREMISM**

Directorate General I - Human Rights and Rule of Law

BACKGROUND

1. Concern has been expressed over the fact that prisons may be used as a breeding ground for radicalised violent extremists and that radicalised offenders scheduled for release from prison or those on probation are not being appropriately rehabilitated. Apprehension increased following a number of terrorist acts committed in Europe in 2015 and in 2016 as a number of the major perpetrators had passed through the penitentiary system.
2. Concern over the role that prison and probation services can and should play in preventing and dealing with radicalisation to violent extremism has led to the Committee of Ministers of the Council of Europe adopting a document entitled “Guidelines for prison and probation services regarding radicalisation and violent extremism”. This work is part of the actions taken by the Council of Europe member states as agreed at the 125th Session of the Committee of Ministers (Brussels, 19 May 2015)¹.
3. The Guidelines provide a general legal and ethical framework for devising appropriate policies and responses which conform with the Council of Europe standards and principles related to the rule of law and protection of human rights. They uphold the importance of investing in good prison and probation management and the need to train staff to a high professional and ethical standard in order to effectively counter radicalisation leading to violent extremism. They also emphasise that prison and probation work should be seen as part of a comprehensive multi-agency strategy to combat violent extremism.
4. In addition, it was decided that a Handbook for the prison and probation services of the Council of Europe member states would be compiled to build upon and further develop the set of standards and principles contained in the Guidelines. The objective of the “Handbook” is to provide practical advice to prison and probation services, identify a list of indicators of radicalisation, provide examples of possible tools and methods to prevent and deal with radicalisation leading to violent extremism and identify some recommended practices in this respect.
5. The Handbook is intended to be consistent with the Council of Europe values and standards in particular the European Prison Rules and the Council of Europe Probation Rules and should be used in conjunction with these. National authorities should be aware that juveniles need special attention and different methods of intervention from adults. This takes into account their developing personality and specific needs. The present Handbook should be adapted accordingly when applied to juveniles and follow the European Rules for juvenile offenders, subject to sanctions or measures.
6. The United Nations Office on Drugs and Crime (UNODC)², as well as the EU funded Radicalisation Awareness Network (RAN) are also working actively in this area. Representatives of the Radicalisation Awareness Network and other identified experts have joined efforts to work on the present Handbook in order to communicate the international knowledge and expertise available in this area. The present Handbook is a result of these joints efforts which aim at assisting the national authorities and society in general to more effectively deal with radicalisation to violent extremism.

¹ Doc. CM (2015)74: Action Plan “The fight against violent extremism and radicalisation leading to terrorism”.

² Draft Handbook on Managing Violent extremist offenders and Preventing Radicalisation to Violence in Prisons

COUNCIL OF EUROPE HANDBOOK FOR PRISON AND PROBATION SERVICES REGARDING RADICALISATION AND VIOLENT EXTREMISM

CHAPTER ONE

INTRODUCTION AND SCOPE

7. In ideal situations, prisons are intended to confine offenders in secure and humane conditions. The purpose of prisons include retribution, rehabilitation and protection of society. Rehabilitation and intervention programs both in prisons and for offenders under probation have the objective of supporting the eventual law-abiding re-integration of offenders back into society.
8. In order to facilitate rehabilitation and re-integration of offenders into society, prisons, should protect the human rights of inmates and maintain a safe and humane environment that supports prisoner engagement in everyday prison life in a constructive manner. Whenever possible, overcrowding should be avoided due the negative effects on offenders. More time allowed for prison visits, prison leaves, and a variety of out of cell activities should be accommodated to counteract these negative effects and to serve as incentives for facilitating positive changes in inmates. In order to create trust and understanding among staff and prisoners, prison policies should be transparent and implemented in an unbiased manner.
9. Good prison and probation management should apply to all offenders including violent extremist offenders and support rehabilitation efforts for everyone. Recruitment and training of prison and probation staff members who are empathetic and engage with offenders in a constructive and positive manner will facilitate understanding of violent extremist inmates including, their ideology and their personal motivations. Such information is relevant to both an accurate analysis of their unique needs as well as their risk status. It also facilitates a positive environment with other inmates and can facilitate engagement in broader positive aspects of prison life. Rewarding individuals for good behaviour is intended to encourage participation in counter-radicalisation programs for violent extremist offenders and those at risk of radicalisation to violence. Equitable disciplinary sanctions together with positive incentives can serve to facilitate trust, the perception of justice in the environment and may serve to support a cognitive opening to change that is essential to all offenders. This cognitive openness is especially relevant to those who are violent extremists.
10. It is important to identify all individuals in prison or probation who may be violent extremist offenders and the vulnerable prisoners who are at risk of being radicalised. Those individuals who are in the process of radicalising to violence but who have been convicted of an offence unrelated to terrorism or violent extremism should be identified. Offenders who were motivated to act violently by an ideology but ultimately convicted of a more general violent offence, should also be identified.
11. Identification of motivation is important because there are characteristics pertinent to this population that differ significantly from other offenders or groups of offenders. These characteristics and differences have implications for both the radicalisation potential of individuals within the prison, their successful integration into society during probation, and for individualised and relevant risk assessments and intervention programs. Equally, the general rehabilitation approaches used with other offenders may have little or no impact in countering radicalisation to violence or on the violent extremist ideologies and intentions related to this particular group of inmates.
12. Important differences have been identified in terms of the personal needs, motivations, political and ideological perspectives, grievances, values, attitudes, personal characteristics and history of violent extremists as compared to other “ordinary” criminal actors. Elements pertaining to the individual’s continuing intention and capacity should be considered as well as any present or potential “protective” or risk mitigating factors. Such details are important in making risk related decisions pertaining to violent extremists and those who may be radicalising to violence. These elements are also important to the identification of future individualised intervention program goals and intervention strategies to be used to counter violent extremism. They will be addressed in detail in this Handbook in the following sections.
13. It is generally accepted that there is no one single profile that applies to violent extremists in terms of age, sex, educational achievements, upbringing, mental health and historical background. Many violent extremists are otherwise ‘normal’ functioning individuals who have a commitment to a specific ideology and are willing to use unlawful violence to further their goals. Although not intrinsic to this population, some violent extremists and those radicalising to violence do possess mental health

vulnerabilities. Some offenders are young adults, others are older adults and some are juvenile offenders. Offenders in the past have been more notably male but there appear to be increasing numbers of women involved in violent extremist offences. Many offenders come from stable intact families. Others do not. There are highly trained professionals such as doctors and engineers who are known violent extremists. Others have limited education or have been school drop-outs. Some are leaders and others are followers or even criminal opportunists. Despite these differences, there are indicators that can be identified and constructed into a protocol to identify these individual characteristics and to identify and describe the risk presented by an individual. Such an analytical approach, referred to as risk assessment, can provide a differential analysis of the needs, networks and ideological commitments of these individuals. Specialised risk assessment approaches identify the motivations and elements that are push factors for the individual to violent extremism and are able to identify the type of threat that they represent and any risk mitigating elements that are present.

14. Although there has been no firmly established causal relationship between poorly managed and overcrowded prisons and increased radicalisation in prisons, the grievances, moral outrage and frustration resulting from inhumane treatment may well be expected to exacerbate the influence of violent extremist recruiters in the prison setting. Extremist ideologies may be easier to transfer in a hostile and overcrowded environment. As it is known that some of the perpetrators of major terrorist acts in Europe have passed through the prison and probation systems, it is important to address issues that could be contributing elements to risk and to include approaches intended to counter the risk of violent extremism while being cognizant of the costs.
15. Many documents have recommended the need for specialised procedures including risk and other assessment and intervention procedures for violent extremist prisoners. The need to prevent prisoner radicalisation and to support prisoner rehabilitation and re-integration into society has also been identified. Such documents include: (1) the Global Counterterrorism Forum Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent extremist offenders; (2) The Radicalisation Awareness Network Guidelines on Violent Extremism; (3) The United Nations Office on Drugs and Crime Management of Violent extremist offenders and The prevention of Radicalisation to Violence in Prisons (in preparation); (4) The International Centre for Counter-terrorism : Core Principles and Good Practices in the Rehabilitation and Rehabilitation of Violent extremist offenders.
16. This present document provides practical information consistent with the importance of tailored risk assessments and interventions and the use of good prison and probation management principles pertaining to violent extremist offenders. The purpose of this handbook is to provide specific directions and suggested recommendations to achieve best practise in the risk assessment, management and re-integration of radicalised offenders.
17. The Handbook is addressed to managers and prison and probation staff and in particular to frontline prison and probation staff who will also find the key points and information of use in their professional interactions with the population under their responsibility. It should also be relevant to those working with offenders who may be radicalised in prison. This handbook is a first step in developing practices that can be recommended both nationally in the member states of the Council of Europe and internationally. It should be seen as a living text which should be updated and improved over time with the developments in collective knowledge and expertise in this relatively new area. The long-term strategy of both prison and probation services should be the prevention of violent extremist offenders reoffending, to prevent radicalisation occurring in prison and probation settings and to establish a long-term preventative structure within the criminal justice system and in society at large.

Key points:

- Good prison and probation management is important for all offenders and facilitates constructive intervention with violent extremist offenders.
- Violent extremist offenders should be identified within the prison or probation population as soon as possible in order to address their specific characteristics and needs.
- Attention should be given to vulnerable individuals in order to counter opportunities for radicalisation within prison and probation settings.
- The provision of specific and relevant assessments for violent extremist offenders and the provision of related effective individualised intervention programs to counter radicalisation and violent

extremism are fundamental objectives in the prison and probation systems.

- There is no one profile to describe violent extremists or those who will radicalise to violence. Individualised approaches with this population will provide the optimal chance for successful outcomes in countering violent extremism.

CHAPTER TWO

UNDERSTANDING VIOLENT EXTREMIST OFFENDERS AND THE RADICALISATION PROCESS

The spectrum of violent extremism

18. There are many types of violent extremism. European nations and other countries around the world have been subjected to extreme right-wing violence, extreme left-wing violence and other political, social, religious or other ideological related violence. Such violence has been used to further identified ideas, values and goals.
19. Although the greatest threat currently identified by Europol is that of the so-called “Islamic State” or Al-Qaeda inspired violent extremism, all violent extremists in the prison and probation setting require special attention and specific approaches. It is known that individuals motivated by ideological drivers represent a different type of threat than other violent offenders and exhibit different characteristics.

What is violent extremism?

20. There are many offenders who are charged or convicted of offences that involve violence. A relatively small percentage of these are related to ideologically motivated violence. This is violent extremism. In some countries the known planning of violent action motivated by political, religious, social or other ideological commitment or even the aspiration to engage in such action is also considered to be unlawful. In such cases such action may be considered to be violent extremism.

Indicators of violent extremism

21. Although there is no single profile for a violent extremist, indicators pertinent to violent extremism do exist. These indicators apply generally to the spectrum of violent extremists and can be divided into three categories related to 1) the narrative, 2) the networks and 3) the needs of the individual that support the use of unlawful violence to further ideological goals. The narrative is associated with the beliefs, values and attitudes of the individual including the ideology adopted, the related world view and grievances and their willingness to use unlawful violence to pursue ideological goals. A narrative that serves to legitimize the use of violence to further ideological goals is an important indicator but not sufficient. A second category of indicators relates to the network of the individual. This category of indicators includes associations and friendships that support both the intention to act and the individual's capability. Personal characteristics including potentially multiple motivating factors relating to the needs of the individuals may also be involved.

Classification of violent extremists

22. Not all violent extremists have the same characteristics. Some may have been lone actors, while others may have been members of an extremist group. Some may have had a history of previous training and engagement in violent extremist acts while others may have been arrested due to planning to engage in some violent action at home or abroad, having had no prior experience or capacity in terms of violent actions. Some violent extremists are charismatic leaders. Others are followers. Some have the capacity to recruit while others are vulnerable to such recruitment activity. Some violent extremists have previously been criminal offenders, others have no known criminal past. Understanding these individual characteristics is important for effectively responding to individual violent extremist offenders.
23. In the prison and probation systems, violent extremists should be identified according to at least three categories: (1) those who are ideologues and leaders and who may be radicalising agents; (2) those who are followers and are vulnerable to increasing radicalisation; (3) those who are criminal opportunists and interested in self-gain and affiliate to benefit in some way. Such distinctions are identified from the risk assessment process for violent extremists and are described in Chapter 3 of this Handbook. This classification is different from the classification related to the risk posed by each individual. There are different classifications for different purposes.
24. Prison and probation staff should be trained to recognise an individual's association with any known extremist network or group. This information should be considered when making placement decisions for the individual in the prison setting and when a person is managed in the community. If disengagement from a group is an objective, continued proximity to leadership of the group and other members will likely inhibit this objective. Limited or minimal contact with other group members and the group's leader can mitigate the group's influence and facilitate disengagement. Similarly, it would be

advisable to avoid placing individuals in close proximity to those susceptible to the influence and authority of charismatic leader's intent on radicalisation and recruitment or example in the prison setting. Knowledge of individual characteristics (categorisation) is likely to result in better intervention planning and identifying risks during the probation process. These issues are elaborated in Chapter 4.

25. Knowledge of the different types (classification) of violent extremist offenders and their associations have important implications for the placement of offenders, for the individualised interventions identified for them when available, for the positive outcome of intervention and for probation decisions designed to promote successful management in the community, including reintegration.

Returning foreign terrorist fighters

26. The large numbers of foreign terrorist fighters who have returned from conflict areas with the capability, intention and resources to undertake attacks represents a threat to national security. In some jurisdictions this is an offence in itself. Some returning foreign terrorist fighters have become part of the population of violent extremists in prisons and under probation. They represent a potential radicalising threat within these populations. The majority of the arrests and convictions for terrorism offences in Europe in recent years have been related to religiously inspired terrorism. The increasing numbers of returning foreign terrorist fighters will result in increasing numbers of violent extremists in prison and probation settings.

Prospective foreign terrorist fighters

27. In some jurisdictions, the intention to leave a country to fight abroad in a proscribed conflict zone is unlawful. Such offences may result in prison sentences or probation controls. Attention should be paid to the characteristics of these individuals. Motivations and risk can vary within the same group of offenders. Within the group of intended foreign terrorist fighters, individuals may represent different levels of threat. Inappropriate placement in the prison setting and proximity to radicalising elements can exacerbate the risk posed by these prospective foreign terrorist fighters if not properly dealt with. When they return to the community, they may be more dangerous, extreme and committed to violence than prior to their conviction and incarceration.

A significant threat despite the low population

28. Although the number of violent extremist offenders in prisons is low compared to the general prison and probation population, the threat posed by this group to the safety and security of society requires serious attention. Many individuals convicted of terrorism related offences who are imprisoned will eventually be released back into society. When this occurs, the individuals may have retained their ideological goals and commitment to violence to further their political, social or religious objectives. They may also retain while in prison their intention to use indiscriminate and widespread violence upon release.
29. These offenders are often compliant prisoners. They may not exhibit any personality or behavioural problems and may be well-behaved in terms of prison rules and procedures. They may well engage with prison staff and others in a rational and non-aggressive manner. Upon release from prison, if there has been no ideological change or moderation of strategies or objectives, the threat posed by these individuals and others remains high. They retain their capacity to engage in violent extremist acts as well as their intention and ability to reconnect to networks and access resources. The threat posed may remain undiminished. This supports prioritization of this population for focused and individualised interventions during incarceration or if managed by probation in the community. It also supports the need for initiatives to prevent radicalisation in both prison and probation settings.
30. Prison and probation settings provide a critical opportunity to mitigate the risk that these individuals pose to society. This requires the sufficient allocation of resources to develop and provide effective and targeted approaches designed to mitigate risk. In addition to good prison and probation practices, specialised initiatives are advised despite the relatively low numbers of offenders in prison. The population also warrants meticulous follow-up upon release from prison or when on probation.

Identifying violent extremists in the general prison and probation population

31. It is important to note that not all convictions clearly identify when the motivation of the offence was ideological. While some individuals are convicted of violent extremist offences, others motivated by the

same ideological concerns may be convicted of other offences. This will result in “unknown violent extremists” in prison or probation settings as well as “known” violent extremists.

32. Proper identification will ensure that those who are extremists are properly assessed in terms of the level of risk they represent both while in prison and/or on probation. Less comprehensive assessments such as specialised screening protocols can be used in some settings to identify those detained or imprisoned with radicalised views but who were not identified by the courts or by the offence committed as violent extremists. This is to ensure that further radicalisation of these individuals does not occur while in prison. This is also to ensure that intervention programs are sufficiently comprehensive and relevant to both the general criminality represented by the offender as well as the concomitant violent extremism elements that may be present.
33. It is important to identify those offenders who are already radicalised to violent extremism and whose offenses had an ideological component or for which ideology was a primary motive. These covert violent extremists can radicalise others in their proximity and they may have capabilities that can be transferred to previously un-radicalised offenders. This combination of experienced violent actors with newly radicalised views can prove lethal upon release. It is recommended that all prisoners be monitored particularly within the prison environment for signs of violent extremism. Prison staff should pay particular attention to a prisoner’s significant support for violent extremist ideologies and/or affiliation with violent extremist networks inside or outside of the prison.
34. Prison and probation staff should be adequately trained to carry out their work efficiently and humanely. Staff should be trained and helped to differentiate between radicalised offenders and offenders who simply practice their religion, culture or traditions. There is a danger of erroneous conclusions when staff cannot distinguish between different cultures and traditions or between external aggressive expression of frustration and stress by voicing extremist views on political or other issues without inciting or committing violence.

Key points
<ul style="list-style-type: none">• Violent extremist offenders are differentiated from other offenders by their ideological motivation (political, social, religious) to coerce change and their legitimisation of violence to further these objectives.• Although there is no one profile for violent extremists, indicators exist that differentiate individual characteristics of offenders and assist in determining individualised risk and program decisions.• One useful categorisation system differentiates violent extremists into ideologues (leaders), followers and criminal opportunists.• Frontline prison and probation staff need to receive training enabling them to interact with offenders in a manner sensitive to their cultural traditions and also in a manner which is vigilant to any signs of existing problems, including radicalisation and inciting to acts of violence.• Despite low population numbers, adequate resources should be made available to support specialised programs and assessments for this population. due to the threat they pose to society upon release.• Radicalisation in prisons should be prevented through good management and good prison conditions which are indispensable for the successful rehabilitation and reintegration of all detainees.

CHAPTER THREE

RISK ASSESSMENT OF VIOLENT EXTREMIST OFFENDERS AND RADICALISATION

The role of risk assessment of violent extremism for the work of prison and probation services

35. Risk assessments are intended to provide an estimate of the risk presented by an individual, its nature and degree of seriousness. This information assists decisions as to how to best intervene with the individual to minimise risks and maximise the potential for positive change while responding to the individual needs of the inmate or the person on probation.
36. Risk assessments will identify the specific violent extremism elements that are of concern and measure their severity. This will include elements pertaining to beliefs and attitudes (ideology-narrative), the social context and intention of the individual (families, groups and networks with whom the individual is associated) that can influence intention and promote ideological violence, the capacity of the individual in terms of background and training (capacity) and the needs that are driving the violent extremism (personal needs). In addition, best practice risk assessments include elements pertaining to risk mitigating factors. Risk mitigating factors may be present, developed or strengthened to support disengagement from violent extremist groups and de-radicalisation including a shift away from a rigid and absolute ideology.
- ~~37.~~ Risk assessments are used in the prison and probation system to support decisions pertaining to classification, placement, interventions and re-classification when required. Risk factors have been restructured into systematic protocols for the assessment of violent offenders. Structured assessments are better practice than non-structured or semi-structured assessments.

The need for specialised risk assessment tools for violent extremism

38. Over the past several decades, there has been an evolution in approaches for risk assessment. New information has resulted in specialised tools for specific types of violence. Prior to 2009, no risk assessment tool for violent extremism was formally available. The need for a specialised risk assessment tool and approach for making risk decisions for violent political extremism was documented at this time. The potential dangers of using tools designed for general violence or other violent offender populations with violent extremist was also identified at this time. This need for a specialised and relevant tool is due to the significant differences in the population of violent extremists compared with “ordinary” violent criminals. Risk assessment tools were necessary that used applicable risk indicators for ideologically motivated violence and the radicalisation process. Specialised tools and training programs are now available for this purpose.
39. It is recommended that specialised risk assessment tools be used to assess violent extremists, potential violent extremism and those radicalising to violence. Such tools are relevant for youth and adults, men and women and for the spectrum of violent extremism ideologies.
40. Although risk assessment tools for violent extremism address ideological violence and the associated indicators, they do not assume mental health vulnerabilities or disorders as fundamental to ideologically driven violence. Many violent extremists and terrorists are considered cognitively normal, intact individuals without mental health disorders.
41. In recent years, the presence of mental health vulnerability in some individuals radicalising to violence has been noted with increasing frequency. As a result, some risk assessment tools for violent extremism now include an addendum that allows for a review of indicators pertinent to personal history, personality traits, psychiatric disorders, the radicalisation process and criminal history. This allows for a multi-modal risk assessment tool for violent extremism. This risk assessment approach for violent extremism enables a comprehensive, relevant and broad analysis.

Suggested methodology for risk assessment of violent extremism

42. Risk assessment experts have identified the structured professional judgment methodology as

the best approach for violent extremism risk assessment due to the complexity of the relevant dynamic indicators and the need to retain an element of professional judgment. Structured professional judgment is a well-designed, systematic and rigorous approach that is evidence-based. It employs a specialised and comprehensive set of transparent indicators for the assessment. It is recommended that such specialised tools be used in the prison and probation settings appropriate with appropriate personnel specifically trained in their proper administration and interpretation.

43. Risk assessments are generally undertaken by designated and as far as possible multi-disciplinary staff. These staff require specialised training in the use and interpretation of risk assessment protocols on an on-going basis. When there is uncertainty in the information or concern over bias, collaborative risk assessments are recommended using two or more designated users.

Differences in risk assessment objectives for violent extremism and radicalisation

44. Risk assessments designed for violent extremism differ from those developed for general and other specific types of violence due to the dynamic nature of radicalisation to violence and ideologically motivated violence. The indicators for the risk assessment are not static in nature due to the radicalisation process. Beliefs and attitudes, the acceptance of ideological elements, friendships and associations and volitional intention can and often do change over time.
45. Such dynamic elements differ from the mostly static elements used in many general violence risk assessment tools. This characteristic precludes the full prediction of intention and future violence of violent extremist offenders. The systematic evidence and analysis of violent extremist and radicalisation elements does allow for a reasoned estimation of risk at specified points in time. The nature of the risk is also identified.

Risk trajectories and measurable change in violent extremism indicators over time

46. The systematic and consistent protocols and the relevant indicators in some risk assessment tools for violent extremism have demonstrated both reliability and content validity in independent research undertaken by respected scientists. The reliable nature of these protocols allows repeated measurement of risk over time. It also allows for the identification of radicalisation over time in those monitored in prison and probation settings.
47. Measurements and judgments obtained over time based on a comprehensive set of risk indicators can provide evidence of the outcome effect of intervention programs. The nature of this effect (positive, negative or no change) can be observed objectively over time. The results can indicate the success of current interventions, the need for a change of focus, or a change to intervention objectives.

Control of bias in risk assessments

48. Risk assessments of violent extremists and those in the process of being radicalised may be subject to **bias**. The use of a controlled, standardised, transparent and structured protocol assists in controlling assessor bias. In addition, tools that are designed to apply to the spectrum of violent extremists rather than one ideology are more able to be defended as bias-neutral. Bias-neutral and rigorously controlled structured professional judgment risk assessment protocols for violent extremism are recommended for use in the prison and probation settings.

Assessment timelines in the prison and probation context

49. Where appropriate risk assessments should be undertaken when offenders first enter prison (at induction) and at an early stage when under probation supervision. Where appropriate this initial assessment will provide a baseline from which changes, both positive and negative, can be measured and determined. This baseline can apply to both individuals in the process of radicalisation, those who have already been radicalised to violence and those who have committed acts of violent extremism.
50. Determining the interval between assessments is dependent upon the individual, the purpose of the risk assessment and the established practice and guidelines of the specific prison or probation organisation. It is recommended that a review of inmates' needs and the status of the risk indicators for violent extremism be undertaken when appropriate on an annual basis as a minimum. This will allow for timely changes in management to respond to the outcome of the assessment. The assessment and re-assessment schedules may be dependent on staff availability, staff expertise, established rules and procedures of the service and other factors. The assessments should be

repeated as and when indicated. This may be when significant change is noted in an offender, when early release decisions are to be made, when a new placement may be warranted to reduce the potential for radicalisation and when signs of increasing radicalisation or de-radicalisation are observed.

Screening assessments

51. Screening tools for risk assessment of violent extremists have been developed and are in use. These protocols require less time and training than comprehensive risk assessment protocols. They are able to provide useful information in an overview. They can be used with individuals suspected of radicalisation within the general population and when a less formal and less comprehensive risk assessment is required. Following a screening, a full scale risk assessment can be requested when concerns result from the screening. A screening risk assessment tool can also be used with a specific group of inmates considered to be vulnerable to violent extremism.

Need for information sharing

52. Evidence based risk assessments are undertaken using a variety of information available. This can include prison documentation, court records, pre-sentence reports, and other source information. The quality and accuracy of the risk assessment is dependent on the information available, its accuracy and credibility. Evidence-based risk assessments require this evidence. This necessitates the sharing of information between agencies and services. This is often dependent on the rules and accepted practices of such agencies. There may be missing information in terms of some of the indicators in the protocol. When this is the case, specific information can be requested. This specification may facilitate sharing and permits the assessor to establish what is known and what is unknown. Whenever possible, attempts to obtain missing information should be undertaken.

Benefits and caveats of risk assessment for violent extremism

53. Risk assessments for violent extremism do not replace the general human judgment of the designated assessor. They support judgment via a rigorous and standardised analytical protocol. Risk assessments are intended to provide relevant and timely information about the inmate or person on probation but are not infallible. The risk assessment is dependent on the amount of information available and its accuracy as well as on the training and expertise of those completing it.
54. The risk assessment will not predict who in the prison system or on probation will reoffend with statistical accuracy. It cannot identify who will become a terrorist or violent extremist from within a general prison population. When information is obtained from the inmate by the assessor, the latter must be aware of the potential for deception.
55. The risk assessment will identify indicators of violent extremism that are of concern and can help staff monitor these indicators in terms of their severity over time. Risk assessments can provide useful information to assist in the appropriate and sensitive management of offenders. The details provided can assist in classification, placement, programs, and general management of the individual. It is also useful to identify changes in risk over time.
56. Standardisation of risk assessment terminology within and across countries should be a long-term objective. This will assist the sharing of data and information between nations and organisations. The use of a common tool and terminology will also facilitate communication.

Key points:

- Risk assessments should be undertaken with violent extremists as soon as possible after admission to prison or when identified for probation where indicated and appropriate.
- Regular scheduled re-assessments should be undertaken on a pre-established timetable or as required.
- The optimal method for risk assessments of violent extremism is the structured professional judgment approach.
- Risk assessment protocols for violent extremism should apply to the spectrum of violent extremist

ideologies and be flexible enough to add additional indicators that are considered relevant.

- Potential mental health problems should be investigated in any comprehensive risk assessment protocol for violent extremists.
- Risk assessments for violent extremists should be undertaken with analytical tools specifically designed for this population.
- Risk assessments should be controlled for assessor bias as much as possible.
- Risk assessments should be undertaken by personnel properly trained in specialised protocols for violent extremists.
- Risk assessment tools are evidence-based and require comprehensive and accurate information. This information should be obtained from multiple sources.
- Risk assessments contain multiple elements related to violent extremism such as the narrative adopted, the networks of the offender and the needs driving the action. In addition, elements related to intention and capacity should be included as well as protective or risk mitigating factors.
- Risk assessments can be carried out with or without the co-operation and engagement of the person concerned or with a direct interview.
- Individualised goals for intervention should follow from the information obtained from the risk assessment and be measurable.
- Risk assessments benefit from being undertaken with multi-disciplinary teams or in collaboration with a team of assessors.

CHAPTER FOUR

MANAGING REHABILITATION OF VIOLENT EXTREMISTS IN PRISON AND PROBATION

A. Interventions

Intervention Focus

57. Interventions to counter extremism and extremist offending may require a different focus from those used to address other forms of offending behaviour. Interventions may need to focus on: 1) Preventing individuals from committing (extremist) offences for which they have no prior history of committing 2) Preventing individuals from developing an interest in or involvement with particular groups, causes or ideologies and 3) Changing an individual's relationship with a particular group, cause or ideology. Interventions should be developed and designed to accommodate the specific differences and issues presented by extremism and extremist offending, which can complement more conventional interventions available. It is acknowledged that these differences in focus may also be relevant to preventing other forms of offending behaviour, such as gang-related offending.

Intervention Approaches

58. Staff should identify how they can best deploy available resources to have the most impact on both preventing interest and involvement in extremism and to prevent further offending by those already convicted of extremist offences. To achieve these aims, services and staff need to consider the extent to which resources and efforts should be focussed on targeted approaches to address these specific issues e.g. specialised assessments for measuring involvement in extremist groups, specialist disengagement or deradicalisation programmes, or dedicated processes for monitoring extremist offenders. This has to be considered against the impact general approaches such as good conditions, policies, processes or activities may have on these issues such as dynamic security, minimising staff corruption and staff treating offenders with decency and respect. Implementing both general and targeted approaches to prevent extremism and extremist offending is likely to be most effective and appropriate, but the balance of how these are deployed is likely to depend on the local circumstances of each prison or probation service.

General Activities

59. As far as practicable, meaningful education, employment, sports, religious and cultural activities should be provided to develop resilience against and encourage disengagement. The specific focus and benefits of these activities and the changes they are intended to bring about should be considered carefully. Understanding the role that these approaches may play and the changes they may facilitate is important in recognising their relevance and value to individual offenders. It should not be assumed that all such activities will be beneficial or positive for every individual at particular points in their sentence. Activities are most likely to be effective when they meet the same needs that individuals may look to extremism to fulfil e.g. a sense of belonging, excitement, significance, meaning etc.

Intervention Goals

60. All interventions and management actions should set out to achieve clear and specific objectives to prevent extremist offending. Interventions should not be delivered without a clear understanding of their intended goals or outcomes and the changes they are intended to bring about. Based on evolving knowledge and understanding in this area, a number of key objectives and goals appear important to prevent extremist offending. These include: 1) Preventing individuals from becoming or remaining engaged with extremist groups, causes or ideologies 2) Preventing individuals from becoming or remaining willing or prepared to commit offences on behalf of an extremist group, cause or ideology and 3) Preventing individuals from having or retaining the capacity to commit violent extremism.

Types of Intervention

61. Interventions to prevent violent extremism are broadly divided into: 1) disengagement and 2) deradicalisation interventions.
62. Disengagement interventions are typically those which seek to prevent or change an offender's relationship with a violent extremist group, cause or ideology. This includes preventing or changing an individual's identification with a particular group, cause or ideology which uses violence as a method of

achieving its goals. These are different to conventional offending behaviour interventions which typically place focus on developing skills to prevent reoffending. Some offenders, especially those who have engaged with extremist groups for conventional criminal motives - such as to make money or as an opportunity to be violent - may require conventional interventions (or both conventional and disengagement interventions).

63. Deradicalisation interventions are typically those which seek to prevent or change an individual's ideological convictions, attitudes or ways of thinking which motivate and/or justify offending involving violence on-behalf of an extremist group, cause or ideology. These usually counter specific interpretations, positions or arguments (based on political doctrine, scripture or mythology) which inform beliefs and attitudes legitimising extremist violence.
64. Services should consider using interventions which focus on both disengagement and deradicalisation approaches.

Intervention Principles

65. There is a lack of robust outcome studies to identify which interventions – such as disengagement or deradicalisation interventions - are most effective at preventing extremist offending. There is also a lack of evidence regarding which types of intervention may be most effective and appropriate with whom, when and under what circumstances etc. However, there is evolving knowledge on 'good practice' principles which should be considered when implementing interventions. This includes the finding that the general 'What Works' principles for effective interventions to prevent other forms of offending also appear to be important for interventions to prevent violent extremism. For example, interventions which directly address factors and circumstances contributing to extremist offending, that are of appropriate intensity and duration, responsive to individual differences and supported organisationally may also work with radicalised offenders. It also recognises the potential significance that individuals in a variety of roles may contribute to intervention attempts e.g. psychologists, probation officers, religious experts, mentors, family members and peers. For disengagement-type interventions, evolving knowledge suggests that these should respond to identity-related issues which may contribute to: 1) involvement in extremism 2) a mind-set which supports extremist offending and 3) that can support disengagement and desistance. For deradicalisation-type interventions, evolving knowledge suggests that these should address ways of thinking, beliefs and perceptions of other groups which make individuals prepared to support or commit violent extremism e.g. "us and them" thinking, demonization and dehumanisation of others and a lack of compassion and empathy.
66. Further specific guidance about principles for intervention, types of interventions and the contribution of specific professionals in this process can be found in the recommended reading section.

Responsive Interventions

67. Interventions need to be responsive to specific individual needs and circumstances. This is to encourage their participation and to optimise their learning and the potential impact of interventions on personal change. There are specific issues that interventions should be responsive to, which include: 1) An individual's current level of engagement or disengagement 2) The motives and circumstances contributing to their interest and involvement i.e. are they involved for opportunistic reasons or identified for more personally meaningful reasons 3) Their religious and cultural background (where appropriate) and 4) Peer and group influence. Whilst the literature has more recently emphasised the 'normality' of those who commit extremist offences, emerging evidence indicates that for some individuals, mental health conditions may play a role in their engagement and offending and their response to interventions.

Intervention Format

68. Practitioners should carefully consider how interventions are delivered to be most effective. Where targeted interventions are being used with convicted extremist offenders, delivering these in a one-to-one setting may be more appropriate and preferable to a group setting. The reasons for this include reducing the potential negative impact of group dynamics (including peer pressure and intimidation) in preventing disengagement; seeking to reconnect individuals with their personal identity (and reducing the influence of their group-identity) and increasing their confidence to disclose about their involvement or actions.

69. Where possible, those conducting interventions with individuals should not also be preparing risk assessments on them. This is to help minimise role conflict and optimise disclosure, trust and progress on interventions. However, those conducting interventions should be accountable for their actions and decisions and report intervention progress and issues clearly to help inform risk assessment and other decision-making.
70. It is acknowledged that knowledge and evidence is also limited regarding effective interventions intended to target groups rather than individuals. This may include those which seek to empower groups to collectively take steps to reduce their commitment to using violence to achieve their political goals. Such approaches may have particular value and more significant outcomes than interventions focussed on individuals. However, such interventions should only be delivered with particular caution and care and informed by any appropriate research, experience and knowledge available.

B. General management of Violent extremist offenders

B.1. Information Sharing

Information Sharing Arrangements

71. With due regard to existing data protection laws existing information sharing agreements should be used to facilitate the exchange of information or intelligence between agencies and organisations. Where these are deemed inadequate for the specific purposes of preventing extremist offending and counter-terrorism, new agreements should be established.

Management of information

72. Information and intelligence should be shared in a safe, managed way with regular and appropriate intelligence submissions made to police and relevant partner agencies. Intelligence should be stored, shared and managed appropriately on case files. Information sharing arrangements may require some classified information to be brought to a sufficient level of abstraction (sanitised) to reduce their classification or to be declassified. Information can then be shared with other recipients, without compromising data sensitivity.

Recipients

73. Information should be shared with and by relevant partner agencies and organisations to inform risk, sentence and release planning decisions and actions. Triangulating information and intelligence from different sources, contexts and methods is crucial in building a comprehensive and accurate picture to fully inform decision making. This includes sharing of information (including, when appropriate, classified information) with non-statutory organisations from the private or not-for-profit sectors that may have key roles in the on-going management of offenders. This includes information about convicted extremist offenders as well as those deemed to be radicalised. Regular meetings, briefings and awareness bulletins should be used to ensure effective information exchange.
74. The threat and consequences of terrorism and violent extremism is not limited to one state or nation but it is international and global. Therefore, all member states should seek to strengthen co-operation and co-ordination in information and intelligence sharing with each other. Prisons and probation service staff with specific roles and responsibilities in intelligence sharing should seek to strengthen arrangements for sharing information when prisoners are transferred to other states.

Use of Intelligence

75. Information and intelligence should be used sensitively, appropriately and proportionately for its intended purpose. Often intelligence cannot be (easily) used within processes (e.g. professional assessments), despite informing decision-making. This often leads to some ambiguity in the system, when information which cannot be shared officially is shared via more informal means (i.e. orally). Guidelines on how intelligence should be used for different purposes should be established to minimise ambiguity and strengthen confidence in its appropriate use. This may require close cooperation between staff members who may have different but complimentary roles e.g. intelligence officers and psychologists.

Communicating Concerns

76. All prison and probation staff should know how to communicate information, intelligence or personal concerns about particular offenders with regards to extremism-related issues. They should know where, how and who to pass this information on to through clear channels such as referral systems, information/intelligence reporting systems and staff meetings. Services may choose to have dedicated systems for this or to have clear policies about how this can be achieved through existing systems. Where possible, 'live' systems should be developed and maintained to monitor individuals deemed 'of concern' i.e. those interested or involved in extremism and extremist activities.

Information Sharing to Educate Other Stakeholders

77. It is important to recognise that there may be additional stakeholders who would benefit from information sharing. For example, during remand and trials it is important to share information in order to have a well-informed public prosecution and judges with knowledge about radicalisation processes, extremism and risk etc. This is also important in view of decisions whether and where to detain, whether to use alternative sanctions and measures and what services should be involved in dealing with the execution of the sanctions and measures.

Gathering Information and Intelligence

78. Services should use all available legal means and intelligence resources to obtain information pertinent to violent extremist activities and offenders. This includes terrorist action planning, information on radicalisation of offenders and other activities and plans. This includes the collection and evaluation of information obtained from prisoner communications, the analysis of observed behaviours in prisons or in the community and the sharing of the information between relevant staff and agencies. Information can be obtained from pre-trial, from trial evidence, from post-trial, prison behaviour, from attitudes and actions and from pre-release programmes. Such information is essential to decision making processes and subsequent management actions taken such as risk screening, risk assessment, interventions, supervision and surveillance activities.

C. Multi-agency cooperation and arrangements

79. The responsibility to prevent extremist offending, manage extremist offenders and integrate them successfully into society is not just the responsibility of correctional services, or statutory services, but of various agencies and organisations. These may include private and charitable organisations, police, intelligence services, housing associations, employment agencies, social workers, local authorities/municipalities, religious representatives etc. Given that preventing violent extremism is a priority for many agencies and organisations, multi-agency cooperation is fundamental to managing this issue. There should be an onus for the agencies to clarify what information they need from other agencies to successfully complete their work.

C.1. Structure of Multi-Agency Arrangements

80. When possible, multi-agency arrangements for managing extremist offenders or radicalised offenders should adopt existing, effective multi-agency arrangements for managing other types of offender (such as sex offenders or those involved in organised crime or gangs). This may be more efficient, economical and prudent than developing new structures that agencies are less familiar with the issue of radicalisation. There is no one-size-fits all model for multi-agency cooperation and the structure chosen needs to fit with the local context.

C.2. Objectives

81. All partners should be clear about the shared objectives of a multi-agency group and take ownership over their particular roles and responsibilities. Prison and probation services in particular need to work cooperatively together and collaboratively with other organisations and agencies.

C.3. Focus

82. Multi-agency arrangements should focus on both security and rehabilitation concerns. These are complimentary rather than conflicting concerns. Opportunities to facilitate or maintain disengagement and desistance must be balanced alongside security considerations. Whilst opportunities may be limited in certain contexts, staff may need to think creatively about how to use existing or develop new

opportunities. If individuals aren't given freedom to establish new pro-social relationships, interests or occupations (etc.) it is unlikely that their engagement or identification with extremist groups, causes or ideologies will change or reduce. Indeed, draconian restrictions on liberty may exacerbate engagement through fuelling grievance, 'us and them' perceptions and reinforcing their extremist identity.

83. When offenders are serving sentences in the community, probation staff (or equivalent) are likely to be the key officials involved in co-ordinating and securing both opportunities and practical arrangements. The specific circumstances of extremist offenders may hinder their access to basic living arrangements, such as access to a bank account or housing. Strategic and senior level support may be necessary to support probation officers (or equivalent) in seeking to negotiate workable arrangements that can reassure organisations and give them confidence to provide opportunities for this offender group.

C.4. Shared Language and Approaches

84. Probation and prison services and where possible, other agencies and organisations, should seek to use the same definitions, language, knowledge and understanding and tools (assessments, interventions) to address these issues. There are many benefits that this can achieve including continuity of intervention approaches between prisons and the community, joined-up assessments and interventions, better communication and understanding between agencies and organisations, improved information sharing and consistent and defensible decision making.

C.5. Multi-Agency Co-operation

85. Trust is a key component of effective multi-agency cooperation including overcoming obstacles relating to information sharing. Simple practical steps may help to facilitate trust and therefore co-operation between individuals, agencies and organisations. These include having staff from different agencies and organisations located together (e.g. probation officers in police stations), ensuring reciprocal exchange of information (for mutual benefit), communicating clearly how other parties can assist each other to achieve their shared goal and actively helping each other when requested.

D. Consideration of specific groups

D.1. Young People

86. There are specific rules and regulations that govern how juveniles' and young adults' status and needs should be considered in criminal justice settings. There are many points in this guidance which are applicable to this group. It is acknowledged that juveniles and often young adults are still in the process of developing their personality and have particular needs, vulnerabilities or circumstances which need to be considered carefully in relation to extremism-related issues. For instance, certain factors may make some young people particularly susceptible to indoctrination and radicalisation e.g. levels of maturity, a tendency to want to 'fit-in' with their peers and explore different roles and identities. These issues need to be considered carefully with regards to sentencing recommendations, the location of young people, intervention options and risk assessment.

D.2. Female Offenders

87. Knowledge about female extremist or radicalised offenders is growing although specific knowledge on how they should be managed compared with other female offenders remains limited. Whilst there may be distinct reasons and motivations for why some women become involved in extremist activities, they may also become involved for the same reasons as some men. As with other female offenders, approaches should be appropriately responsive to their gender and particular needs. For example, using female staff members or male and female staff members together may assist in building rapport and cooperation in intervention attempts. Seeking assistance from their families, communities, improving relations with their children and their social skills and using mentors may also be very beneficial for helping disengagement and de-radicalisation.

D.3. First-time Offenders

88. Many individuals convicted of extremist offences may have no previous or significant criminal history. There are specific circumstances for this group where probation staff may need to be extra vigilant

about the most appropriate sentencing recommendations. Where such individuals have had peripheral involvement with extremist groups or causes, their offences are considered to be less serious or they demonstrate significant disillusionment with their involvement (i.e. they are disengaged) recommendations for community sentences, where legally possible, may be more appropriate. Staff need to be vigilant to false statements (of disillusionment for example) being used to deceive authorities from attending to those who may present an on-going threat.

Key points:

- Targeted interventions for violent extremists should be adapted to the specific circumstances of a given prison and/or region and should build upon the expertise and outcomes sought by general approaches in managing offenders.
- Opportunities for rehabilitation should complement security arrangements in order to empower individuals to meet their needs in pro-social, legitimate and legal ways and disengage from violent extremism.
- Targeted interventions should be delivered based on individually assessed risks and needs and have clear, justifiable objectives and outcomes.
- Accountability, monitoring and recording of progress are crucial parts of delivering interventions.
- Interventions should be based on evolving knowledge and understanding about current best practices and principles for effective interventions.
- Interventions should focus on changing the nature of an individual's relationship with a cause, an ideology or an extremist group as well as on challenging beliefs and perceptions which may justify violence.
- Various measures should be implemented to facilitate the exchange of information and intelligence including formal agreements, regular meetings between partners, "real-time" systems to monitor individuals of concern and clear processes for staff members to communicate concerns.
- Multi-agency arrangements should utilise existing arrangements as far as possible, have clear shared objectives and responsibilities and roles, and as far as possible share similar language, knowledge and tools.
- Multi-agency arrangements should focus on both security and rehabilitation efforts and facilitate opportunities that can help to change an individual's interest and involvement in extremism.
- Where possible, agencies and organisations should share understanding and use the same language, concepts and tools to manage extremist offenders and prevent violent extremism.
- Careful consideration should be given to the management of specific groups such as young people, female offenders and first-time offenders.

CHAPTER FIVE

MANAGING SAFETY AND SECURITY OF VIOLENT EXTREMISTS IN PRISON AND PROBATION

88. The challenge of balancing security measures with rehabilitation is not one particular to violent extremist offenders but some features and risks related to this group of offenders do warrant separate consideration. Safety and security in this handbook are defined as the measures taken in the physical environment and in relation to contact with others to make sure that the following risks violent extremist offenders might pose are minimised:
- Risk of harming themselves, other offenders, staff members or outside visitors (general risk concerning most offenders);
 - Risk of escape (general risk concerning most offenders);
 - Risk of recruiting others within prison/outside prison (particular risk for violent extremist offenders and gangs/organised crime offenders);
 - Risk of continued planning of attacks with groups inside/outside prison (particular risk for violent extremist offenders and gangs/organised crime offenders).
89. It is acknowledged that interventions aimed at rehabilitation of violent extremist offenders will also have an effect on minimising safety and security risks. However, since this has been discussed extensively in the previous chapter, this chapter will not duplicate these insights. It is important to stress that processes to protect the safety and welfare of practitioners and participants should be developed within these interventions. For example, safety and welfare should be a routine topic for discussion, offenders should be asked whether they are experiencing threats and steps can be taken to improve their safety.

Dynamic security

90. Many prisons have already adopted the approach of dynamic security. The Council of Europe Guidelines for prison and probation services regarding radicalisation and violent extremism provide a definition of this term (Adopted by the CM on 2 March 2016, at the 1249th meeting of the Ministers' Deputies).³
91. In addition to structural, organisational and static security, dynamic security is based on:
- Positive relationships, communication and interaction between the staff and prisoners;
 - Professionalism;
 - Collecting relevant information;
 - Insight into and improving social climate of the penal institution;
 - Firmness and fairness;
 - Understanding personal situation of the prisoner;
 - Communication, positive relations and exchange of the information among all employees.
92. The principles behind dynamic security, as well as its use, are extensively explained in the UNODC Handbook on Dynamic Security and Prison Intelligence from December 2015.
93. With regards to violent extremist offenders, effective dynamic security might be of even greater importance. Driven by ideas and ideology, violent extremist offenders might be extra sensitive to treatment by staff (confirming or conflicting with their views of the world). The other way around, as some violent extremist offenders are highly educated and can be manipulative, staff members might be lured into an extremist mind-set too. Having knowledge and awareness around radicalisation and the potential risk of recruitment is important to avoid inappropriate offender-staff relationships and even staff corruption and radicalisation.

³ “Dynamic security is a concept and a working method by which staff prioritise the creation and maintenance of everyday communication and interaction with prisoners based on professional ethics. It aims at better understanding prisoners and assessing the risks they may pose as well as ensuring safety, security and good order, contributing to rehabilitation and preparation for release. This concept should be understood within a broader notion of security which also comprises structural, organisational and static security (walls, barriers, locks, lighting and equipment used to restrain prisoners when necessary).”

Human rights and public opinion

94. With regard to designing safety and security measures related to violent extremist offenders, it is important that these be always based on the rule of law and respect of human rights and fundamental freedoms. In addition, the safety and security measures will be monitored by public agencies and human rights organisations. Any signals of torture and inhuman or degrading treatment or punishment shall be dealt with efficiently and promptly and staff and offenders shall be made aware that such behaviour is absolutely prohibited and will be punished without exception. Staff shall respect freedom of expression and freedom of religion of prisoners and probationers and prisoners and probationers shall be made aware of and the need to respect cultural and religious traditions.
95. Public opinion and perception plays an important role when it comes to putting security measures in place for violent extremist offenders. By nature, terrorist attacks are targeted towards a random group of citizens making everyone a possible victim. In addition to that, the aim is usually to kill random citizens. It is the fear that this generates that makes the general public more afraid of violent extremist offenders compared to other types of offenders. Sentencing and security measures for violent extremist offenders will be in the public spotlight.

Safety and security in prisons

96. When an offender is convicted for terrorist or terrorist related crimes and is sentenced to prison, it will depend on the regime in place how security measures can be implemented. There are a number of ways in which criminal justice and prison authorities can create a specific set of security measures for violent extremist offenders.

Development of a specific policy package for violent extremist offenders

97. It is important for government and criminal justice authorities to establish in law and policy a regime/treatment guidance in relation to for violent extremist offenders s. This implies that a definition of a violent extremist offender (which can be limited to those convicted of terrorist related crimes) is in place. This will form the basis for security measures implemented and needs to be in line with Rule 53 of the European Prison Rules, regulating the use of special high security or safety measures. Furthermore, as stated in Rule 70 of the European Prison Rules, any prisoner subjected to such measures shall have a right of complaint and appeal to an independent authority. Many European countries have such policies already in place. Based on the changing nature of extremism and terrorism, it is recommended to regularly evaluate and update these policies.

Dedicated prisons for violent extremist offenders

98. A second step (based on policy measures and the existing national practices) will be for authorities to choose which prisons will be used for violent extremist offenders. This will depend on the location of the prison in the country (e.g. in France the court that handles all charges of terrorist activities resides in Paris and all violent extremist offenders in remand centres and sentenced violent extremist offenders are in prisons in the Paris area); on the specific prison facilities (e.g. whether a maximum security facility needs to be in place); on prison places availability (whether the prison can handle a larger number of inmates)., It is also possible to use many prison locations and to disperse violent extremist offenders as much as possible.

Specific wings/ units for violent extremist offenders inside prison

99. Within prisons a decision should be taken whether violent extremist offenders will be part of the regular population and regime or whether they will be placed in a separate unit/wing within the prison(s). This concerns the physical place that offenders will be held in and to what extent they will be able to have contact with other prisoners who are not in this unit/wing. There currently is much debate about this topic and there is no long-term evidence available that suggests one approach has more effect than the other. To offer guidance in decision making, the Radicalisation Awareness Network Prison and Probation Working Group has developed the following useful overview of considerations:

Regime choice	Potential advantages	Potential disadvantages
<p>A) <i>Dispersed:</i> People suspected or convicted of violent extremist acts are placed among 'ordinary' prisoners and fall under the same general regime. This does not mean that offenders are placed in an ordinary unit; placement of each violent extremist offender is based on risk assessment.</p>	<ul style="list-style-type: none"> - Prisoners are less likely to regard themselves as marginalised because of their beliefs. They will, to some extent, be treated as ordinary prisoners. - Prisoners might be positively influenced because of being around different groups of prisoners with different mind-sets. 	<ul style="list-style-type: none"> - Dealt with by ordinary staff members instead of specialists. - Risk of radicalising other prisoners. - Both the prisoner and his/her environment require close monitoring to identify any negative influences. - Risk of extremists mingling with criminal networks. - Risk for staff being radicalised or intimidated
<p>B) <i>Concentrated/ placed together:</i> People suspected or convicted of violent extremist acts are placed together in a separate terrorist wing.</p>	<ul style="list-style-type: none"> - All the prisoners on a terrorist wing can be completely monitored in their contacts within the wing. - Limited opportunity to influence other prisoners. - Individual and group work with prisoners on deradicalisation/disengagement and other interventions. - Staff on a terrorist wing become experts because they work with radicalised prisoners on a daily basis; only a small group of staff members must be trained. - This approach may reassure the public that real and powerful measures are being taken to safeguard society. 	<ul style="list-style-type: none"> - The terrorist wing can facilitate further radicalisation/extremist acts. New bonds between extremist prisoners can be formed and this can increase the risk when they leave prison. - Lack of contact with others can cause difficulties when socialising someone after their release. - Perceptions of unfairness could lead to further radicalisation of the prisoner, but also of supporters outside the prison. - Such facilities are expensive and need some free capacity for urgent situations. - Prisoners might feel stigmatised by being in a separate wing, yet others see it as a sign of raised status or credibility as an extremist. It could therefore lead to greater cohesion within the group - Deradicalisation/disengagement interventions could be hampered because of negative feelings and mistrust towards staff. - The approach risks establishing a group with great symbolic power.
<p>C) <i>Combination:</i> Based on risk assessment, it is decided whether to place a person suspected or convicted of violent extremist acts in a separate or in an ordinary regime</p>	<ul style="list-style-type: none"> - Tailor-made approach that fits the risk and needs of the prisoner. - After screening and assessment, the detainee can be placed in the most appropriate regime. 	<ul style="list-style-type: none"> - Both regimes need to be available. - Need for robust assessment tools. - Need for investing in training of larger group of staff

100. It should be underlined that there is a need for clear criteria by which offenders are or are not placed on a special wing. It should also be possible to transfer to a lighter regime in terms of security, should assessment show decreased risk.

Safety and security measures within the prison/ unit

101. In addition to the choice around creating a physically separated wing/unit for violent extremist offenders or not, there might be a specific security regime in place for violent extremist offenders. Considerations related to this regime can be for example:

Measure	Considerations for violent extremist offenders
i) Contact with other offenders	One of the key risks related to violent extremist offenders is that they might recruit or be triggered to use violence for the ideological cause. The opportunity and advisability of contact with other offenders is therefore of key importance.
ii) Restrictions around visitors and vetting of visitors	- Risk of continuing extremist activities through networks outside prison
iii) Opportunity for outside activities / numbers of hours a day in the cell	- how much and what kind of activities to be allowed
iv) Groups size for activities	Since the group is an important part of the violent extremist offender's circle of influence, and group dynamics may also have security risks, the size and composition of groups of violent extremist offenders doing activities together should be considered
v) Intimate searches	- this is measure which needs to be carried out only if strictly necessary for safety and security reasons and in conformity with the national legislation and with Rule 54 of the European Prison Rules (including the rule that only a medical practitioner should carry out intimate searches).
vi) Recording of calls and conversations, reading of letters and emails	- Upholding a 'fan base' outside of prison - Being able to influence extremist groups inside and outside of prison - Planning attacks - This will also depend on national rules and regulations
vii) Use of internet and other communication instruments	- The same considerations as above
viii) Access to work or other activities	- Can help in the rehabilitative process - Being bored may trigger negative behaviour
ix) Access to religious and spiritual care	- Should be available to all prisoners - Might have positive effects on violent extremist offenders - Strong ideologically driven violent extremist offenders might not want to interact with prison chaplains
x) Use transfers to avoid group development	The CPT has continuously warned about the negative effects regular transfers of prisoners can cause. ⁴ In some countries prisoners sentenced for terrorist-related crimes are often transferred from one prison to another. The need for such transfers must be carefully evaluated on an individual basis against the risk posed by such prisoners, for example in terms of recruitment and group forming
xi) A reference staff member	Someone to whom staff members can report safety and security concerns. Members of staff who are specialised in radicalisation leading to violence. This will build staff confidence, may help avoid staff stress and inappropriate stigmatisation of prisoners and detect serious warning signs at an early stage.
xi) Rotating staff	When working specifically with violent extremist offenders or on

⁴ CPT/Inf/E (2002) 1 - Rev. 2015, para. 57, "The transfer of troublesome prisoners is another practice of interest to the CPT. Certain prisoners are extremely difficult to handle, and the transfer of such a prisoner to another establishment can sometimes prove necessary. However, the continuous moving of a prisoner from one establishment to another can have very harmful effects on his psychological and physical well-being. Moreover, a prisoner in such a position will have difficulty in maintaining appropriate contacts with his family and lawyer. The overall effect on the prisoner of successive transfers could under certain circumstances amount to inhuman and degrading treatment."

	<p>a terrorist wing, it may be good to rotate staff. After a while staff might develop “tunnel vision” or be emotionally burdened. Temporarily working on a different unit can help build professional confidence and resilience to influence from violent extremist offenders. Also in the long run this will extend the pool of staff with experience of working with violent extremist offenders.</p>
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102. Safety and security in an open environment, when an offender is on probation or on conditional release, presents different challenges as there is much less opportunity to know what the offender is doing or to influence his/her activities. Usually a system of sanctions and support is in place that has the objective to reduce the risk of reoffending. In general, more organisations will be involved in this compared to when the offender is incarcerated.
103. In many countries, the probation officer is usually the main point of contact responsible to oversee and support the offender in a reintegration process. Other important actors are police, security services, local authorities, welfare organisations, religious representatives, family members, volunteers, civil society organisations and local communities.
104. There are several conditions which can be put in place to restrict a violent extremist offender including those who have served their sentence in his/her activities or to stimulate taking part in particular pro-social activities. In terms of restrictive measures, there may be:
- reporting obligations;
 - electronic monitoring to register the offender’s movements;
 - restraining orders to avoid having contacts with certain persons or to go to certain areas;
 - restricting contacts with the media;
 - In some case’s violent extremist offenders including those who have served their sentence are not allowed to have bank accounts or insurance accounts.
105. In terms of measures to support rehabilitation and reintegration, options may be:
- Individual (one-to-one) interventions such as psychological support and use of mentors
 - Group interventions such as support groups, exit work in groups etc.
 - In some case’s taking part in these activities may be ordered by the court as a condition of supervision. In other case’s it will have to be on a voluntary basis.
106. Working closely together with the local community and civil society organisations is a key factor when it comes to safety and security around offenders on probation. The next chapter will provide information about how to connect with communities.

Key points:
<p>The use of dynamic security measures is key in dealing with violent extremist offenders.</p> <ul style="list-style-type: none"> • Security and safety measures in relation to violent extremist offenders may be under more public scrutiny compared to other offenders due to the general threat to society of terrorist attacks. On the other hand, there is also more risk of stigmatisation, and organisations monitoring human rights violations will also be more involved. • It is important to develop both a national security and local security strategy and framework for violent extremist offenders which offer guidance on 1) criteria for defining violent extremist offenders 2) placement of violent extremist offenders within the correctional environment 3) particular safety and security measures. • There is no consensus about regime choices between a concentrated or dispersed model. It is advisable to consider what is the best suited prison policy depending on factors like numbers, cultural traditions, risk factors, types of intervention packages, resources available etc.

- Safety and security poses a different challenge when violent extremist offenders are on probation in society. A combination of restrictive and supporting conditions are needed to manage the risk of reoffending. Multi-agency cooperation is critical in this process and need specific attention.
- Restrictions placed on persons deprived of their liberty shall be the minimum necessary and proportionate to the legitimate objective for which they are imposed. (Rule 3, EPR).
- Disengagement opportunities should be supported and balanced against restrictions on activities due to security concerns.

References / further reading:

- United Nations Office on Drugs and Crime: Handbook on Dynamic Security and Prison Intelligence (2015);
- Radicalisation Awareness Network Prison & Probation Working Group: Practitioners Working Paper (2015);
- 'After release': Studying reintegration of former jihadist detainees - Daan Weggemans, 2015.

CHAPTER SIX

CONNECTING WITH COMMUNITIES

The importance of the societal events and (local) context

107. In most cases, violent extremist offenders will come back into society after serving their sentence. Maintaining and developing relationships with the family, broader social network and community of the offender is important to make reintegration possible. Also in cases where violent extremist offenders are not imprisoned but serve their sentence in the community, connections between probation and family and community members are important for a number of reasons.
108. First of all, the influence of events and circumstances in wider society and local communities are particularly important for managers and staff to be aware of and sensitive to when managing extremism- related issues in correctional settings. Such events may significantly impact on offenders, officials and families and how they respond to each other and to their wider communities. Particular issues that managers and staff may need to be aware of include:
 - a. The additional scrutiny of their professional practice by others (from solicitors, ministers, inspectorates, the general public);
 - b. The level of organisational risk that may be attached to extremist offenders and the effective management of extremism;
 - c. The ability to minimise prejudice and bias in processes, practices and decision making when terrorist attacks in the societies or communities of correctional officials may provoke strong negative feelings;
 - d. The additional influence that political decision-makers may have in directing correctional policy and practice in this area (which may run counter to approaches that correctional services may wish to make);
 - e. How broader political and social approaches to addressing and preventing extremism may impact on how individuals and families respond to approaches in correctional settings.
109. Secondly, the impact and influence of events in wider society (social, economic, political etc.) may directly impact on whether and how individuals respond to interventions seeking to address extremism. This is not a typical consideration when working with other offender groups. For example, high profile events in foreign and national policy which are perceived to be addressed against a particular group (ethnic, religious or other) may strengthen an individual's commitment to a group, cause or ideology. This may increase personal resistance to intervention attempts or make aspects of such work more problematic. Similarly, such events may create opportunities or conditions in which individuals may be more receptive or open to intervention. In some cases, political or social changes in themselves may facilitate changes in individual behaviour which may encourage disengagement and reduce the likelihood of individuals committing future extremist offences.
110. Thirdly, changes in an offender's circumstances (e.g. regime or security measures) may trigger a response in the offender's community. They may feel stigmatised by (perceived) special treatment and act upon this through for example demonstrations. In turn, the community response may fuel responses within prison (e.g. hunger strike, destroying of property etc.). The possible ripple effects in the community need to be taken into account during decision making processes around violent extremist offenders.

Cooperating with families and peers

111. Family, friends and local communities can potentially play a unique role in how participants choose to approach, participate and progress on interventions. These groups, when carefully chosen, can contribute positively in a number of ways, which include:
 - a. Discouraging continued interest and involvement in violent extremism;
 - b. Providing meaningful opportunities to encourage disengagement;

- c. Providing alternative, pro-social relationships and providing important voices which challenge justifications or perceptions in support of extremism. These individuals and groups may provide trust, credibility, opportunities and incentives for change, which state officials may be unable to provide.
112. Promoting, sustaining and maintaining disengagement and desistance appears more likely when both state officials and families, friends and community groups are working cooperatively together to achieve these ends. In addition, being involved from an early stage will help family members to deal with grief about their loved ones being in prison and give them an opportunity to help and support them.
 113. It should be mentioned that family members, friends and local communities may also contribute negatively to this process by supporting involvement in and offending on behalf of extremist groups, causes or ideologies. In these circumstances they may discourage participation, particularly in interventions or sabotage progress (through threatening exclusion or severing of ties for example). They may continue to encourage and strengthen involvement and relationships with other extremists, as well as reaffirm arguments which justify support of extremism. Careful consideration therefore should be given to whom offenders can have contact with whilst in custody and in the community. This can present significant and complex challenges with regards human rights, especially if other direct family members also support or are involved with extremist groups, causes or ideologies. Government policies may also determine whether certain groups should have contact or not with extremist offenders.
 114. To determine whether family, friends and/or local community members will be able to help in the rehabilitation process, it is important during assessment to gather information about the family and social network of the offender. Together with intelligence services, police, prison staff, probation staff, psychologists etc. the case file of the offender should include information about family ties, circumstances and developments, as well as those within the wider social network and community. Through case analysis and observation of behaviour, prison staff, probation staff, psychologists and others can develop an idea of the interaction between the offender and his/her family, friends or community contacts. The depth of these analyses will depend on particular country's rules and regulations on recording calls, reading letters, listening in on conversations etc.

Involving non-state practitioners in the rehabilitation process

115. Which actors are involved in the rehabilitation process will have a significant impact on the effectiveness of this process. With regard to violent extremist offenders, perhaps even more so compared to ordinary prisoners, also having non-state practitioners involved is of importance because:
 - a. Offenders may identify correctional services officials as members of the 'out group' or 'enemy' because they are representatives of the state (above and beyond typical staff/offender divisions);
 - b. Religious or cultural aspects related to these issues may mean that non-state practitioners have been viewed as more credible or competent to address these issues;
 - c. Non-state practitioners may feel a responsibility to engage in the process of deradicalisation.
116. The potential benefits of interventions delivered by *non-state* practitioners include:
 - a. They may gain the trust of participants more quickly or develop a stronger level of trust;
 - b. They may more successfully engage with those opposed to the state;
 - c. They may have more specific knowledge and appreciation for specific issues underlying involvement (e.g. grievances, marginalisation);
 - d. They may communicate more from shared experience to challenge continued involvement (especially if 'former' extremists are used).
117. The potential benefits of interventions being delivered by *state* practitioners include:

- a. That state authorities are more confident about practitioner's backgrounds (they may present fewer organisational and reputational risks);
 - b. The content of interventions may be more transparent and aligned with government policy (joined-up approaches);
 - c. Practitioners may have more formal skills and knowledge in behavioural change and they may have more experience of working in correctional settings (and be less open to manipulation and conditioning).
118. When working with non-state actors, structures of funding should be carefully discussed. Since an important advantage of a non-state actor over a state actor is legitimacy in the eyes of the violent extremist offender, being funded by the state might diminish this advantage. The non-state actor might be perceived as an extension of the state.

Non-governmental organisations and civil society organisations

119. In general, many non-state practitioners will be working for a non-governmental organisation—such as charities or foundations, a civil society organisation such as community clubs, sports organisations or as independent professionals. Often these organisations have developed particular experience and expertise that has much added value in the prison and probation setting. Not all countries already have these types of organisations who have knowledge about radicalisation and violent extremism. However, sometimes there will be organisations with experience in related areas, like working with gangs or cults, which have similar dynamics to extremist groups. Because of this experience they can be very valuable to involve in interventions with violent extremist offenders as a foundation to develop more in-depth experience on extremism. In addition, it is suggested that consulting with such organisations in other countries that may provide the expertise required. When selecting such organisations or individual practitioners, it is important to look at their track record, network and reputation within the community as well as with other institutional partners (e.g. police and intelligence) and funding structure.

Mentors

120. A particular way of working with non-state actors is through a mentor scheme. Working with mentors can take many different forms but the key element is that it is a one-to-one intervention where there is a mentor and mentee (often the offender) who interact over a specific course of time. There is not a single best profile for a mentor. It may be a peer, a well-respected member of the community or even a fellow inmate. It is key however that the offender accepts his/her mentor and is willing to start a conversation.
121. Lessons from existing mentor schemes include:
- a. Screening, training and continuous support of mentors is important;
 - b. Mentors of violent extremist offenders should be able to offer different perspectives to the offender and be able to have an open, non-judgmental attitude;
 - c. Building a relationship takes time and a mentoring relationship should therefore have enough time to develop;
 - d. Continuation of mentoring after release will increase the positive effects and will provide the offender with some stability;
 - e. Offering some (financial) compensation to mentors may ensure their long term commitment.

Religious representatives

122. Across Europe the importance of religious and spiritual care for offenders is gaining renewed attention especially in light of violent extremist offenders who are religiously inspired/ adhere to a religiously based ideology.
123. First of all, the positive effect of religious and spiritual care has been well researched throughout the world. Especially for first time offenders, adopting a (new) belief system can help them cope with

prison circumstances. Having religious and spiritual care in place for all prisoners is an important first step that still needs to be taken in many European countries. With a changing cultural and religious diversity in society and therefore in prisons, there is also a need for flexibility and adaptability to these changes when it comes to prison chaplaincy.

124. When it comes to violent extremist offenders, experience shows that many have either limited knowledge of religion or a very particular interpretation of it based on the ideology spread by an extremist group. One of the key roles of chaplains is therefore to increase their religious knowledge and understanding and to make them more critical towards the extremist and ideological interpretation by introducing other theological sources and scholars. In addition, chaplains have a role as confidants; people who can be trusted to confide in and share personal emotions, frustrations and grievances with. This may help to relieve tensions and pressure that violent extremist offenders are struggling with.
125. The main considerations for working with religious representatives in rehabilitation interventions with violent extremist offenders are:
 - a. Selection: careful selection of chaplains is one of the key components of providing effective religious care.
 - i. As there are many schools of thought within each religion, this should be taken into account when looking at the prison population background and recruiting and selecting chaplains.
 - ii. When chaplains also have a positive status in and connection with the outside community, this is likely to enhance their credibility and impact within prison. This would favour a local recruitment approach.
 - iii. They should be willing to go through a screening process if they want to work in the criminal justice sector.
 - iv. All religious services should be conducted in the language spoken by the host country
 - b. Organisational status; some countries employ chaplains who then become part of the correctional staff where others only hire chaplains to deliver specific services. For the first category there is a risk that they become less credible or are considered 'state agents' in the eyes of violent extremist offenders. However as this is sometimes also prescribed by law, the organisational options will differ for each country.
 - c. Agreements around sensitive information: Conversations of offenders with chaplains are generally confidential and bound by privacy agreements. However, they might hear things or pick up signals that can be an indication of radicalisation, recruitment or even violent activities. It will differ for each country how such information will be handled but it is important to make agreements about when chaplains are obliged to report worrying signals to the prison/ probation authority.
 - d. Co-operation between chaplains and other prison/ probation staff: to work effectively, it is important that trust is in place between chaplains and other staff members. In cases where staff are not very culturally/ religiously sensitive or not aware of radicalisation processes, they might be distrusting and suspicious towards chaplains. This in turn makes it more difficult for chaplains to do their work as the staff often have much more interaction with the offenders and because it creates tensions that may be picked up and used by offenders.

Former violent extremists

126. Involving former violent extremists in interventions can be a very powerful tool. Having experienced being part of an extremist group and having had an extremist mind-set themselves, former extremists usually have strong credibility. They are also well placed to understand and empathize with the struggles and conflicting thought and feelings violent extremist offenders may have. In many cases former extremists have left the violent extremist groups many years ago, have developed a more open mind-set and are intrinsically motivated to help others do the same. If former violent extremists have been in prison previously they will also be able to relate to the experience of being in prison.
127. When working with former extremists, the following considerations are important:

- a. It is very important to establish that a former has really left the extremist violent mind-set and distanced him or herself from the extremist group. One way of looking into this is whether the former has associated him or herself openly with a registered organisation doing for example reintegration work;
- b. There is a risk of hidden agendas when working with former violent extremists. Structural evaluation may help avoiding this risk;
- c. In some cases, being perceived to work for the state, former violent extremists may lose their credibility in the eyes of violent extremist offenders. They may be seen as traitors and this may also affect their safety.

Victims

128. There are different ways to include victims of extremist violence and terrorist attacks in rehabilitation and restorative interventions for violent extremist offenders. The sensitivities surrounding the involvement of victims cannot be overemphasised. Many victims are traumatised by the events they or their loved ones have incurred. A careful selection of who is willing and emotionally able to give a testimony or even meet an offender is of great importance.
129. Different ways in which victims (testimonies) can be involved in interventions:
- a. In personal encounters between offenders and victims. This can be in the form of one-to-one encounters with a mediator/counsellor present or in a group setting where one or multiple victims talk to/with multiple offenders. Personal encounters require a long and careful preparation time. There should be 'safe words' that victims can use to indicate they want to stop the encounter and there should not be any pressure to reach an objective (forgiveness, agreement, understanding etc.);
 - b. Through video, taped or written testimonies in which victims tell their story. In this case interaction with the victim is not possible but it may offer a different perspective to violent extremist offenders and it is less confronting for the victim;
 - c. Through stories and role playing used by experienced practitioners – this is for example used in restorative justice interventions where focus lies on the harm done by violence rather than on the offender him/herself or on the ideology.

Relevant skills and competences

130. Currently, knowledge continues to evolve about the specific practitioner competencies, qualities and skills which may be effective with this group. It is likely that those general competencies and qualities which appear effective to deliver other offending behaviour programmes are also likely to be relevant for this group. For example, the ability to develop a collaborative working relationship, to model pro-social behaviour and to challenge problematic thinking and behaviour in a supportive rather than confrontational manner.
131. However, evolving knowledge suggests that certain specific qualities and competencies may be particularly important in working with this group. These include:
- a. Modelling anti-extremist attitudes and behaviour e.g. being flexible, questioning, open-minded, tolerant and inclusive (etc.);
 - b. Adopting a style which is resilient, collaborative, empathic and sensitive to the values, beliefs, background of others (identity sensitive);
 - c. An ability to engage individuals on a personal rather than a political or academic level;
 - d. An ability to empower individuals to re-examine and take steps to change their relationship with an extremist group, cause or ideology;

- e. Being confident and competent to discuss issues related to seeking political change and human rights (such as freedom of expression) whilst also recognising and being assertive when behaviours to bring about change are problematic and warrant intervention.

Key points:

- Be aware of and seek to minimise the potential for bias and prejudice due to factors such as the profile of this issue, the reputational risk involved and the impact of external events, such as terrorist attacks, on decision making.
- Be aware of and responsive to external events which may impact on individual participation in interventions and disengagement decisions etc. and likewise on events in prison which may have a ripple effect in the community.
- Processes to ensure the background of family, friends and local community members can be appropriately vetted and people concerned know that vetting is involved.
- Rules for appropriate contact between family members and extremist offenders which balance human rights alongside security considerations even when family members are also detained.
- Clear processes for how family, friends or NGOs can contribute to interventions and disengagement and desistance efforts.
- Policy and processes which establish and clarify the roles and responsibilities of state and non-state practitioners in intervention efforts.
- To recruit a range of persons (from non-governmental organisations, religious representatives, mentors, former violent extremists and victims) to deliver interventions on the basis of transparent skills and competencies related to effectively working with violent extremist offenders.
- Open to work in an innovative way, using civil society, families, peers, former offenders as this helps with reintegration into or acceptance within society. .

CHAPTER SEVEN

CAPACITY BUILDING

132. To be able to implement suggested practice in the earlier chapters, it is important to invest in capacity building within the criminal justice system.

Cost-effectiveness

133. When it comes to capacity building, financial resources are often the first challenge that needs to be tackled. Financial frameworks and funding circumstances differ in each Member State.
134. It is important to highlight that although we believe violent extremist offenders require a specific approach, it is not always necessary to reinvent the wheel. Using existing structures that work well with e.g. gangs or organised crime groups, can be very effective if translated to this target group.
135. There are possibilities to look for funders in addition to national authorities. European programmes may have funding available to support the development of training, to conduct research or to implement interventions.

Staff training

136. Both from the rehabilitative as well as from the security perspective, staff are a key element in dealing with violent extremist offenders. Investing in the development of staff knowledge and competences is important to build capacity. The importance of dynamic security and the use of current knowledge and competences in a targeted manner is highlighted. Also recruitment of a diverse staff (in terms of language, religion, culture, gender) is important to reflect and deal with the diversity in the offender population.
137. In terms of training, different training schemes should be offered to different groups of staff:
- a. In general, staff should be trained (either within the basic staff training programme or education or additional to that) on cultural sensitivity, tolerance and non-discriminatory behaviour;
 - b. It is recommended that all staff at least receive a general awareness raising training on radicalisation including basic screening techniques;
 - c. For specially designated staff that will work directly with violent extremist offenders, additional training should be in place related to: more in depth knowledge about different ideologies, general and targeted interventions, working with risk assessment and information sharing/reporting structures.

Staff empowerment

138. Given radicalisation and violent extremism are often high on the political and organisational agenda, staff members might feel pressure and insecurity about their competences to deal with violent extremist offenders. It is important to maintain confident staff with trust in their skills and knowledge in dealing with these offenders. In addition, they should be offered ways (as described in the training section above) to enhance their knowledge and skills.
139. In addition, working with violent extremist offenders can be a very intensive job as they might try to 'get into your head'. Some violent extremist offenders may be in the public spotlight which puts the staff behaviour and decisions under more pressure and scrutiny as well. Having support systems in place for staff dealing with violent extremist offenders is important. This support may include:
- a. Debriefing.
 - b. Stress management.
 - c. Mentoring (e.g. from a peer staff member or an external mentor).
 - d. Creating a safety net (clear procedures, fall back options and supportive management).

Training of (outside) interveners

140. Those delivering interventions with extremist offenders (or those involved in extremist groups, causes or ideologies) may require additional levels of management, support and supervision. As with other offending behaviour programmes, effective interventions are likely to be those which are typically well managed, delivered as intended and provide appropriate levels of support and supervision. However, there are a number of reasons why additional management, support and supervision may be required by those delivering interventions to prevent extremism:
- a. Those delivering interventions, by virtue of their roles, may become targets for conditioning, manipulation, corruption and intimidation.
 - b. Given that interventions may be more specifically focussed on helping individuals to renegotiate relationships, the boundaries of working relationships should be more clearly defined and managed.
 - c. As our knowledge of effective interventions is less established with this group, there may be more experimentation and discretion used by practitioners who may require more supervision to try and achieve intended outcomes.
 - d. Practitioners may find it more difficult to build practice experience in working with such individuals, given that there may not be many of these individuals in prisons or on probation.
 - e. Practitioners may be perceived as members of an offenders 'out-group' which may bring both challenges and opportunities but which either way requires close support and supervision.

Creating cooperation and knowledge sharing networks nationally and internationally

141. Creating local, national and international networks in which knowledge is shared between policy-makers, researchers and practitioners, can offer added value in terms of capacity building.
- Examples of European networks are: Council of Europe (Committee of Experts on Terrorism (CODEXTER), Council for Penological Cooperation (PCCP)); Radicalisation Awareness Network(RAN); European Organisation of Prison of Prison and Correctional Services (EuroPris); Confederation of European Probation (CEP) and the European Platform for Restorative Justice (EPRJ).
 - Examples of International networks are: United Nations Office on Drugs and Crime (UNODC) and the Global Counterterrorism Forum (GCTF).
142. A need for increased communication between governments and government agencies is essential. The success of the management and assessment of violent extremists and radicalised offenders is dependent on the timely sharing of information between and within agencies and within and between governments. Violent extremism does not stop at national borders, and the security of both the prison community and the communities in which extremists live are dependent upon full communication of pertinent information on individuals who may present a threat to one or many nations. The sharing of such information is critical to the safety and security of the citizens in multiple nations into which a former prisoner or probationer can transit without difficulty.

Research and evaluation - support for protecting the identity of those researched

143. First of all, there is a need for increased investment by government agencies and international bodies in research pertaining to (1) increased validation of the available risk assessment protocols for violent extremism, (2) determining the effectiveness and optimal principles of de-radicalisation programs, (3) information on the effectiveness of radicalisation prevention programmes, (4) optimal strategies for successful re-integration strategies of former violent extremists.
144. Investment in research is essential to provide more information that is evidence-based on the de-radicalisation programmes providing the best outcomes. Rehabilitation programmes in prisons require robust evaluation in order to improve effectiveness and provide the best opportunities for offenders to, desist from violent extremism and re-engage with civil society upon release. This will require a willingness of prisons to be open and transparent in their approaches and open to modifying their programmes based on research and evaluation.

145. Secondly, there is also a need for inter-governmental collaboration for the establishment of multi-nation data bases for risk assessment protocols and to determine violent extremist intervention programmes outcome data. Increased knowledge of violent extremism and the methods to address the risk and threat posed by released prisoners and those on probation or detained on remand is dependent on developing more scientific data. Violent extremism is a low base rate problem despite its catastrophic nature and casualties caused by terrorist attacks. Governments are attempting to establish databases for the collection of information that will provide more knowledge of efficient protocols and management and these initiatives need support to succeed. There are issues related to the national protection of data that require attention. The need is urgent for such co-operation and collaboration.
146. Thirdly, there is a need for policy-relevant and evidence-based research that supports management of prisoners in the correctional setting and subsequent to release or probation. This will include the foreign - fighter phenomenon which is a criminal offence in many jurisdictions today.

Key points:

- Use existing structures, competences and funds to build an approach to deal with violent extremist offenders (especially if resources are limited).
- Provide adequate training to staff in terms of awareness of the indicators of violent extremism and the radicalisation to violence processes.
- Provide specialist training for staff dealing directly with violent extremist offenders.
- Ensure that staffing policies promote diversification in terms of racial background, language, religion and culture.
- Have appropriate training, management and supervision structures to support practitioners delivering interventions (including social workers, educators, religious representatives).
- Connect with networks nationally and internationally to increase the relevant knowledge base and best practice awareness amongst prison and probation professionals.
- Transparent inspection and monitoring will allow avoiding mismanagement and abuse of rights and freedoms to be avoided.
- Invest in research and evaluation and ensure support for protecting the identity of those researched.
- Clear rules for communication with media and work to gain public support.
- Not deal with violent extremist offenders on their own but in a cooperation network with other agencies such as police, intelligence services, etc. with shared language, information and understanding.
- Fully understand the particular and distinct issues violent extremist offenders may present and how supervision should be used to address and manage these.
- Build on regular consideration of specific issues which may be more significant with this group of offenders, e.g. managing conditioning, establishing boundaries, modelling behaviour to challenge and undermine stereotypical perceptions.
- Develop policies and processes to assist front-line staff in seeking support from community agencies and organisations in allowing offenders access to basic needs and wider opportunities that may support disengagement and desistance from offending.