



AFFAIRS















A MULTIAGENCY APPROACH

TOOLKIT FOR A MULTIDISCIPLINARY APPROACH

Coordinated Strategies for Disengagement during Probation

May 9, 2018



A MULTIAGENCY APPROACH

ESTIMATED READING TIME: 1 HOUR, 15 MINUTES

A MULTIAGENCY APPROACH | Coordinated Strategies for Deradicalisation

Table of Contents



A MULTIAGENCY APPROACH UNIT OVERVIEW

Multi-agency work represents a promising approach to working with radicalised youth, supporting deradicalisation and social reintegration, for young people who have entered the justice system.

The approach can support the transition from prison back into the community as well as provide the framework for community sentences.

This unit discusses the uniqueness of prison and probation as intervention contexts as well as the challenges. It then discusses multiagency cooperation as an operational framework for interventions during probation looking in particular at how a multiagency approach can be employed with radicalised youth serving a probation sentence.

At the completion of the unit, the reader will have a clear understanding of:

- How prisons and imprisonment influence the capacity to intervene with radicalised youth
- The potential of probation as a "setting" for effective interventions with radicalised youth
- What a multiagency approach is and how it can be utilised in supporting deradicalisation and social integration
- The importance of involving multiple actors, including non-service professionals such as family, friends, and religious leaders
- How to implement a multi-agency approach: actors to involve and steps to follow
- Examples of multi-agency work with radicalised youth on probation

A MULTIAGENCY APPROACH

scenarios:

prison and probation

section 1



From Prison to Probation

Several studies show that prison is a space where there is an increase in violent extremism. However, the penitentiary centre is also an ideal place to treat and re-educate inmates, since it offers certain strategic opportunities: it allows a very high control of contingencies, a permanent availability and a good management of the interventions.

However, in some cases the prison sentence have proven ineffective and even counterproductive for an effective deradicalisation of the inmates.

As a consequence of the failure of most systems (based on the use of prison punishment) for not achieving the goals of prevention and rehabilitation, some European countries (France, Germany, Italy, Spain, ...) have implemented security measures or alternative measures to detection (*libertad vigilada*, *Sicherungsverwahrung*, *Libertà vigilata*, ...) for the social reintegration of radicalised individuals and are trying to develop multiagency work in Probation.

The individual's personal experience while in prison can have a huge impact in the following probation period and throughout her reintegration into society.

Literature clearly shows that there are destabilising factors, which bear a negative influence in identifying and reverting radicalisation. These include:

Physical environment

Personal safety/security of inmates

Trust

Fair conditions

Humanity

Legitimacy

Staff-Inmates relationship

Presence of charismatic extremists

Physical environment

Overcrowding and the lack of conditions in cells, food, hygiene or medical care may lead to feelings of dehumanization in prisoners.

Trust

Trust is an important factor when it comes to prisoners in general, but perhaps especially when it comes to preventing radicalisation and contributing to disengagement; Prisoners who rely on staff allow them to be more alert to individual situations, creating better conditions to support each prisoner's difficulties.

Humanity

Genuine concern for the other. Empathy of staff towards inmates increases their conditions for the integration and future reintegration of prisoners into society

Staff-Inmates relationship

Mutual trust between staff members and inmates, along with competence in the exertion of authority is crucial to establishing a good relationship, based on mutual respect

Personal safety/security of inmates/

If the above right is not granted, inmates will form groups that offer friendship and protection. These groups can foster disagreements between groups, resorting to the affirmation of the same for their difference, creating conflicts between prisoners and between prisoners and employees.

Fair conditions

Impartial and just treatment or behaviour with no favoritism or discrimination.

Legitimacy

Prison transparency, due response to accidents and moral recognition of the individual.

Presence of charismatic extremists

The presence of a charismatic extremist leader is an important factor: such prisoners must be identified and the risk they pose to their safety and that of others must be properly assessed — and addressed.

Probation

Probation is widely acknowledged as one of the best contexts to implement disengagement programmes and work for a positive disengagement of youth from terrorism and it allows to implement an ad-hoc tailored multi-agency approach involving together probation officers and front line practitioners.

Definition and application

In general terms, probation is a court-imposed criminal sentence that, subject to certain conditions and restrictions, allows for releasing convicts back into the community instead of confining him or her to jail or prison. As well as a suspension of the sentence of a convicted offender, in some national legislations, the probation is also a feasible alternative to imprisonment.

Function

- 1. Reintegration;
- 2. Relapse prevention;
- 3. To protect the victim and society as a potential victim of further criminal behaviour.

Probation

Definition and application

Probation measures are established by judicial decision and they may consist of the observance of certain rules of conduct; participating in rehabilitation programs (submitting to drug and alcohol tests); restriction of certain rights (electronic surveillance; forced residence); working with the family of the offender; damage repair; helping victims.

Process of supervision

Probation officers are responsible for supervising the offenders' behaviour and for providing help and assistance to acquire the necessary skills for their reintegration into society. They submit periodic reports about the evolution of the offender for the courts

Breach of probation terms may result in

- 1. Revocation of probation and consequent return to prison;
- 2. Change of probation terms.

The below diagram is adapted from Carole Sutton 'Aspire' in Rob Canton and David Hancock (eds.) (2007) Dictionary of Probation and Offender Management, Cullompton: Willan

ASSESSMENT

- risks
- needs
- responsivity
- resources

EVALUATION

- review progress on objectives
- identify evidence of progress
- highlight achievements
- decide next steps

PLANNING

- decide how to tackle these problems
- set objectives of supervision
- decide actions to be taken

INTERVENTION

- shift from plan to action
- keep records
- monitor progress
- troubleshoot

Main Challenges of Working with Radicalised Individuals on Probation

Continuity of intervention from Prison to Probation and information sharing: guarantee that the work done in prison throughout treatment programs and all the learning acquired about the individual and its progress throughout the criminal system is lost when the case management is passed to the services responsible for preparing the release. At least six months before the inmate's departure, the services must build a support network to ensure information sharing and the youth's departure is done in a controlled manner.

Increasing risk: this is related to the possibility of these young people to come in contact again with the radical groups with offers that may seem the quickest way to get integrated.

The **short sentences** related to **crimes of terrorism** of low gravity can condition the risk assessment and the intervention that are done with these young people, and it may not be possible to **disengage** and **deradicalise** them.

The **diversity of ages**, **gender** and **context** of **young people** detained for **terrorism-related crimes** has increased, and there is a need for cooperation between prisons, probation institutions, security forces, community centers and other community services such as religious institutions. Working in such a multi-agency setting is a challenge.

Main Challenges of Working with Radicalised Individuals on Probation

Guidelines from RAN P&P, 1 of 2

Reintegration aims to prevent violent behavior and allow inclusion and participation in society.

A sense of belonging and acceptance commits itself to less sustainable violence.

Radical ideas are not dangerous in themselves, although they may continue to be a risk factor for violent behavior under some circumstances.

However, there is not yet much data on the re-integration of radicalised youth in the Justice System. However, there are quidelines for multi-agency reintegration practices that are relevant, particularly with this target group:

Reintegration plans – must be thought up from the beginning of the sentence, updated and monitored to insure the wider degree of success.

Continuous assessment of risks and needs of young people in the Justice System

Interagency cooperation aimed at sharing information, assessing risk and coordinating decision making over the elements of the programme.

Main Challenges of Working with Radicalised Individuals on Probation

Guidelines from RAN P&P, 2 of 2

Empowerment: planning the end of support and empowering youth to rely on others and on the social and organizational support institutions.

Wide partnerships: Re-entry may be facilitated by the probation officer, or by other members of the team that share a cultural or religious context with the young person.

Social and organisational support – some theories of quitting suggest that quitting is coproduced with others: professionals working in prison and probation, representatives of organizations, including community organizations that assist with job search or religious or spiritual orientation, and social services

Friends, family, and other significant relationships are crucial to the trajectories of giving up and reintegrating, they can reinforce a positive identification in the wider community.

Formers who previously had the same beliefs and attitudes but have given up on violent behavior can now serve as mentors with a positive influence

SUMMING UP

scenarios: prison and probation

SUMMING UP KEY ELEMENTS OF MULTIAGENCY COOPERATION

WHAT FACTORS IN THE PRISON ENVIRONMENT HAVE BEEN IDENTIFIED AS INFLUENCING SOCIAL REINTEGRATION FOLLOWING RELEASE?

Literature identifies eight factors that can act as (de)stabilising forces within prison that significantly influence the potential of probation and eventual social reintegration: physical environment, safety, trust, fairness, humanity, legitimacy, staff-prisoner relationship, and presence of a charismatic extremist leader.

WHAT ARE THE MAIN CHALLENGES TO SUCCESS WHEN WORKING WITH RADICALISED INDIVIDUALS ON PROBATION?

Short sentences, increased risk due to exposure to radical groups, and significant diversity (e.g., age, gender, social context) in individuals convicted of terrorism-related crimes all increase the complexity of working with radicalised individuals on probation

WHAT ROLE CAN PROBATION PLAY IN SUPPORTING DISENGAGEMENT AND DERADICALISATION?

Probation offers a unique opportunity to work with radicalised youth in a community setting that supports social reintegration by tapping into the power of human relations via community networks, families, friends, mentors (formers), and empowering the individual.



A MULTIAGENCY APPROACH

key elements
of multiagency
cooperation

section







If we understand reintegration as the process of becoming embedded in a network of social relations, commitment to a wider community, family, education, work, and other social networks...; this calls for a holistic and contextualizing framework, where a multi-agency approach emphasizes both individual agency, and the need to reengage in a wider network of social relations.

(Marsden 2016, McEvoy and Shirlow 2009)

Over the next few months and years we will see many of the increasing number of individuals who have served their sentences for terrorism related offenses return to the community, or serving sentences on probation or parole.

Terrorism-related situations emphasize the need for all players of the systems to be part of the intervention carried out with radicalised individuals, including their families and their communities;

Working with the community players strengthens the ownership of the intervention by the local community and the idea of a Community Justice: "work for the closest ones, protecting our own".

(OSCE, 2014; DIIS, 2015; RAN, 2017)

The above determines a vision of strictly radical Islam as the only religion capable of saving mankind, a stronghold against everything non-Islamic. Such a message renders an all-too simplistic conceptualisation of good and evil where taking violent action against all aspects of the latter is not only justified, but also necessary.

Fundamentalists feel that the values underlying today's democratic societies will lead to the corruption of mankind, hence the 'incompatibility' of 'pure' Islam with so-called 'modernity'.

The ban imposed by certain western countries on various types of veils (burqa – niqab – hijab) as people are not allowed to go around with their faces hidden represents one such incompatibility as this is a right guaranteed by Sharia law.

In contrast, democratic countries guarantee the "right to satire" and extend it to religion, whereas radical Muslims label it as blasphemy.

The Multiagency approach is a central part of a public protection and safety strategy as it allows to maximize effectiveness of:

- Joint risk assessment;
- Information sharing;
- o Sharing responsibility for decisions;
- Increased safety as a result of a joint effort.

A multi-agency approach is a system in which information can be shared, which is crucial for identifying and dealing with vulnerability.

These multiagency structures and working processes provide for more effective identification of vulnerable individuals at-risk, improved information-sharing, joint decision-making and coordinated interventions.

Practitioners from a range of different agencies would meet to make decisions about individual cases, including determining levels of risk. Continued multi-agency, develops interpersonal relationships, ongoing learning, expertise development... that could be consolidated with strategic linkages.

Trust has developed through a million and one MAPPA meetings, watching each other closely through very stressful cases

[...]

Challenging. Reassuring. Cooperative.

I think essential, you know, I think they are –
they have to be there

-quotes on MA, in Marsden 2017

Key Figures in a Multiagency Approach

- **Law enforcement**: Police officers, Prison wardens, Probation officers, Border control/customs officers.
- Youth workers: Teachers, tutors and lecturers at schools, colleges and universities; Youth offender services; Children's services; Sports coaches.
- Government/social workers: Social/Youth workers; Family workers;
 Local authorities; Legal aid; Housing authorities.
- Healthcare professionals: Health services; Mental health services, psychologists and addiction treatment services; General practitioners (doctors).
- **Civil Society**: Community workers; Charity workers and volunteers; Representatives of religious communities.
- Family and friends

In turn, the above may feature as

- Permanent members: local government, police, social work/services, psychologists;
- Ad hoc/guest members: depending on tailor-made interventions (teachers, sport coach, community leader...)









Multiagency Approach - a Step-by-Step Cycle



(RAN 2017a, 2017b; EFUS 2017, Heinke 2017, Marsden 2017, Koehler 2017, Agerschou 2014)

Multiagency Approach - the Steps in the Cycle, $1 \circ 1 \circ 7$



MAP THE RELEVANT AGENCIES AND START NETWORKING

- Prioritize local level
- Wide range of organizations: different expertise with different grades of involvement; there will be core actors and
 others that might be included depending on the needs of the case
- A broad engagement avoids stigmatization: countering any kind of hate & violent extremism
- Build on existing collaboration and multi-agency structures (gangs violence, gender, extreme right/left violence...),
 this helps to avoid overlap and duplication of efforts
- Involve communities
- Time to learn and develop. Finding ways of managing risk in a multi-agency setting that includes a range of different organizational perspectives, from counterterrorism police to community-based agencies, occupies a significant amount of time.

Multiagency Approach - the Steps in the Cycle, 2 of 8



The key elements to developing a multi agency approach are set out in more detail below:

- A two levels approach: one centred on cultural aspects and the other on working methods. To improve and widen cooperation it is necessary to modify professional/services/community stakeholder behaviour and habitus by putting forward significant changes to the working practices and pave the way for formal agreements. This can be achieved through training and co-planning initiatives with a view to modifying elements of the cultural organization that adversely affect the results of the interventions.
- Multi agency is not about specializing a team to work with a specific target. Any "specialized approach" is doomed to failure because it may not meet the needs of different profiles of radicalised individuals. The adoption of networking strategy with the involvement of relevant stakeholders represents the most appropriate and effective response to the special needs posed by the individuals targeted by the project.
- Different coordination arrangements between services are possible. Integration can be approached in the framework of an horizontal coordination between the different actors in the system or rather a vertical one. "Horizontal coordination" means that all relevant stakeholders are on an equal level in making decisions regarding the coordination of activities (through "Formal Agreements"). If a "vertical approach" is used, all the decisions are taken by a single authority that provides guidelines and operational guidance for the others.
- In addition to implementing coordination actions, new services and operational procedures are to be created.

Multiagency Approach - the Steps in the Cycle, $3 \circ 18$



(follows from previous)

- Regular face-to-face meetings (fortnightly, once a month), also informal encounters and conversations
- Discuss case-by-case
- Involve all levels (national, regional, local)
- Embed multi-agency as integral elements in jobs roles and day-to-day working arrangements
- Create a partnership, not a legal entity, but with moral/legal obligation to cooperate across sectors and services
- Imbalances of power among stakeholders might be a major barrier. Those who hold the most power must make every effort to give equal weight to the contribution of all part-ners involved.
- Shared ownership over the Multi-agency project
- Clarity roles, of both permanent members and ad hoc/guest members
- Flexibility, transparency, shared reporting on a regular basis
- Training, better training on the job than formal training

Multiagency Approach - the Steps in the Cycle, $4 \circ 68$



Reasons for Sharing

- Team members are obliged to providing law enforcement agencies with any information that may prove useful in order to avert the commission of further crimes.
- All deradicalisation team members must share information about the individuals undergoing the process, for the purpose of social reintegration;

The goals and professional cultures of the each organization on the intervention team may differ, as is the case for police, particularly (controlling and monitoring; collecting and assessing evidence) and probation systems (rehabilitation, reintegration). When security concerns arise, information held by the police/intelligence services is secreted and no information is provided to the services in charge of prevention/rehabilitation efforts. In some cases this might impair rehabilitation efforts and weaken societal approaches to radicalisation.



Multiagency Approach - the Steps in the Cycle, 5 of 8



Best Practices for Information Sharing, $1 \circ f 2$

- **Symmetry in information sharing**: there is a growing interest in the OCSE Area in community-policing approaches to prevent terrorism and counter VERLT where the entire police organization, relevant government agencies and communities actively co-operate in solving problems. The development of community approaches might improve the level of symmetry in information sharing between the police and the probation services.
- **Safety**: in working with radicalised young people, it is necessary to know the reality in which the young person finds himself, especially the possible external threats he fears; create a safe environment for young people and all staff working with it.
- Clear rules on information sharing: It is necessary to clarify what the signs indicate radicalisation, risk factors and criminal behaviours. Procedures should be clarified, namely which situations of concern or potential risks should be reported, how and to whom. Signs of radicalisation should be assessed in a multiagency setting.

Multiagency Approach - the Steps in the Cycle, 6 of 8



Best Practices for Information Sharing, 2 of 2

- **Confidentiality, disclosure and transparency:** in professional intervention teams the ethical codes of conduct that apply to some professions within the team are expanded to cover all team members, including those who do not have professional ethical codes. The need to respect ethical codes is also expanded to everyone who participates in the team and the implementation of interventions, such as Imams, family members and mentors.
 - In the case of classified or sensitive information, increase abstraction can allow sharing classified information. Health professionals might be reluctant to share confidential information.
 - Creating a relationship of trust and transparency between the young person and the case manager/mentor is essential. It should be ensured that the young person knows from the outset what information might raise concern about his security or the safety of others that will be shared with the security forces. If any information is communicated, the individual should know it.

 In case of doubts about information sharing the team should appeal to legal experts (disclosure, privacy).
- Written agreements: A partnership should be created based on agreements (MoU or similar) providing for codes of conduct for every player. Codes of conduct should clearly specify rights to be safeguarded (privacy, sensitive data) as well as possible requirements to respect confidentiality of investigations/judicial proceedings, and should also make clear the applicable laws (i.e. in Italy, Privacy Law, violation of pre-trial secrecy artt. 326, 379-bis C.P.).

Multiagency Approach - the Steps in the Cycle, $7 \circ 68$



APPOINT A CASE MANAGER AND INTERVENE

The case owner coordinates the individual case and the interventions, being the point of contact with the individual, its family and communities (families do not need to be contacted by several actors).

Probation officers usually hold the management of the case for the Justice System, nevertheless, the deradicalisation programme can be coordinated by another player in the multi agency team (e.g. an Imam involved in counternarrative, a mentor who is trusted by the young person), when this is coherent with the specific objectives of the intervention, and provided this is a joint decision by the team.

The case manager leads monitoring and implementation activities.

Multiagency Approach - the Steps in the Cycle, $8 \circ 18$



- Feedback to build on experience and improve
- Explain results
- Share positive stories and lessons based on experience
- Stress shared benefits
- Involve local media (to use with caution there is a relevant risk that information is manipulated, altered, politicized, etc.)

The guidelines on disclosure and privacy should apply at this stage as well as at all previous stages of the intervention.

Multiagency Approach - Key Factors for Success

- Recognition from the outset by all parties of their different roles, status and resources;
- Commitment of all parties to dialogue, transparency and openness to achieve a common understanding of the issues at stake and the con-cerns and expectations of all;
- Clear distribution of responsibilities among different agencies and actors;
- Genuine commitment by all parties to develop a partnership based on equality, mutual trust and respect for the independence of each party. Imbalances of institutional power should not avoid equal weight to the contribution of all part-ners involved;
- Readiness of all parties to identify shared objectives and interests, find alternatives and compromises to reach consensus and agree on actions that are beneficial to all parties;
- Devolution and decentralization of decision-making and resource management to front-line workers;
- Bottom-up communication approach, with short and effective chains of communication.



Multiagency Approach - Opportunities vs Challenges



- Evaluation and definition of intervention strategies through different perspectives and approaches;
- More information shared about the individual, allows the greater number of people to be alerted about radicalisation signs or risk situations;
- It is easier to harmonize interventions of different nature/by different institutions (example: social or security responses);
- Allows capacity building and empowerment of the actors/agencies responsible for monitoring the reintegration process of the youth leaving custody and in probation
- Relations among the actors involved in the intervention system with the selected target are more dynamic, resulting in more inclusive intervention teams and in mutual benefits



- More time spent evaluating and discussing intervention strategies;
- Increased time spent sharing information so that everyone knows the progress and setbacks of the situation;
- Different perspectives on the situation can lead to antagonistic or repeated activities; overlapping;
- The existence of more stakeholders can reduce the confidentiality regarding the individual's sensitive information and, in extreme cases, reduce their security.

 Also professional confidentiality risks.

SUMMING UP

key elements of multiagency cooperation

SUMMING UP KEY ELEMENTS OF MULTIAGENCY COOPERATION

WHAT STEPS ARE INVOLVED IN A MULTI-AGENCY APPROACH?

Implementation of a multi-agency approach includes 5 steps: mapping the relevant agencies and network establishment, developing a multi-agency structure, sharing information and conducting joint assessments, conducting a case owner and intervening, and evaluation and follow-up.

WHAT IS REQUIRED TO SUCCESSFULLY IMPLEMENT A MULTI-AGENCY APPROACH?

A multiagency approach requires extensive networking and cooperation between service providers and community members including family and friends, necessitating the implementation of a shared understanding of privacy protection and human rights.



A MULTIAGENCY APPROACH

deradicalisation of individuals on probation

section

Exit Programs in Multiagency Mode: A Sample of Activities

- 1. Risk assessment and referral
- 2. Counselling and Guidance
- 3. Mandatory Mentoring processes
- 4. Education and employment
- 5. Housing

- 6. Psychology sessions
- 7. Network resources
- 8. Anchoring of faith/political conviction
- 9. Medical treatment

Exit Programs in Multiagency Mode: Key Figures

- 2. Mentor
- 3. Family
- 4. Community
- 5. Immigrant associations
- 6. Cultural and Linguistic mediators

- 7. Imam, organizations
- 8. Police
- 9. Victims
- 10. Formers
- 11. Schools
- 12. Mental health services

Exit Programs in Multiagency Mode: Key Figures

1. Case manager

The case manager is responsible of the treatment and reintegration plan in Probation, which is the result of the integrated work of different agencies and professionals in the three areas of the intervention: continuous risk assessment, treatment, reintegration.

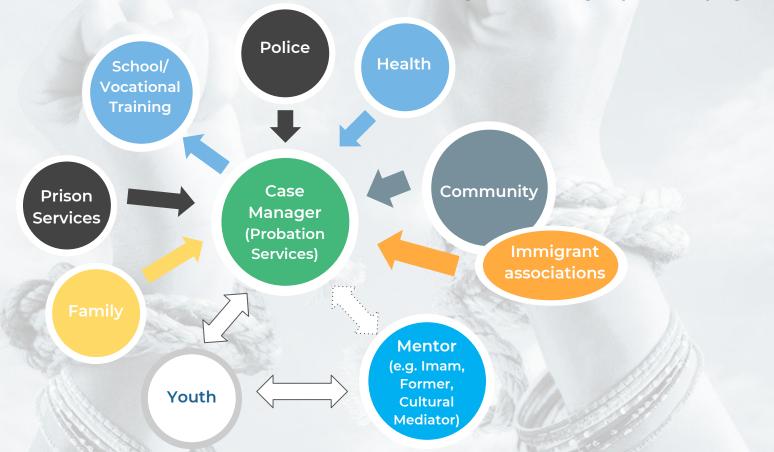
The case manager is the main receiver of the information about the individual, coming from all the agencies and actors that work the case and should guarantee a continuous risk assessment and decision making about the plan.

He/she guarantees the quality of the integrated interventions and the coherence of the intervention by the different agencies and throughout the reintegration process.

The individual plan should be based on the following information:

- Individual psychological profiling and analysis of recruitment mechanism;
- The cultural and ideological content of the radical message and radicalisation process;
- Offender's commitments, priorities, desires, motivations, challenges and strengths. These data provide the case manager with a conceptualization of why and how the individual offended, the personal (internal) and contextual (external) factors involved in the offense, as well as the positive and protective factors that are vital in building and living of the aggressor of a pro-social life.

Exit Programs in Multiagency Mode: Key Figures



Exit Programs in Multiagency Mode: Key Figures

2. Mentor, 1 of 4

In most European countries, people responsible for crimes have no access to mentoring services, not even minors.

In situations of risk, such as radicalisation, relying on a trusted person can gain special relevance, especially in the case of youth belonging to minorities who find it difficult to recognise the authorities in charge of their process in the Justice System.

This is where a mentor comes into play as a liaison figure between the youth, their community, and the security services.

