



BRIEFING PAPER

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Terrorism in Great Britain: the statistics

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Background

The beginning of this millennium saw an increased political focus on the threat from international terrorism, heightened by the attack on the Twin Towers on 11 September 2001. Only one year previous to 9/11, new counter-terrorism legislation had been passed in the UK. Designed to reform and extend state powers found in previous counter-terrorism legislation, the [Terrorism Act 2000](#) gave increased powers to the Home Secretary and the police to combat terrorism and moved the focus of counter-terrorism away solely from Northern Ireland to all forms of domestic and international terrorism.

In 2003, the Government introduced its counter-terrorism strategy, CONTEST. Now in its fourth iteration, CONTEST aims to reduce the risk to the UK from terrorism with four objectives:

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

Statistics relating to terrorism and the use of counter-terrorism legislation have been collected by the Home Office since the 1970s. The publication (and consistent collection) of data was halted in 2001. Home Office statistical bulletins on terrorism statistics resumed in 2008. This break in comparative data collation means the start date for the majority of data relating to counter-terrorism legislation passed since the millennium is 11 September 2001.

This briefing examines the available statistics on terrorism since 2001 in Great Britain including:

- Deaths due to terrorism
- The use of stop and search legislation
- Terrorism arrests
- Pre-charge detention periods
- Prosecutions and convictions for terrorism
- Terrorist prisoners
- The use of TPIMS
- The number of foreign fighters fighting in Syria

Arrests and outcomes in the year ending: 31 March 2019

	Number	%
Arrests for terrorism related offences	268	
Legislation used		
S41 Terrorism Act 2000	36	13
Other Legislation	232	87
Total	268	100
Arrest outcome		
Charged	90	34
Terrorism related	70	26
Convicted	32	12
Awaiting Prosecution	34	13
Non-terrorism related	20	7
Released without being charged	69	26
Bailed to return	93	35
Alternative action	15	6
Pending	1	0
Total	268	100

Source: Home Office, *Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: financial year ending March 2019*, 13 June 2019

With the exception of the number of deaths due to terrorism, data in this paper relates solely to Great Britain, i.e. England, Wales and Scotland. This is largely due to the application of different and more varied counter-terrorism legislation in Northern Ireland, and the different counting rules used in Northern Ireland's terrorism statistics, making it difficult to compare with the rest of the country.

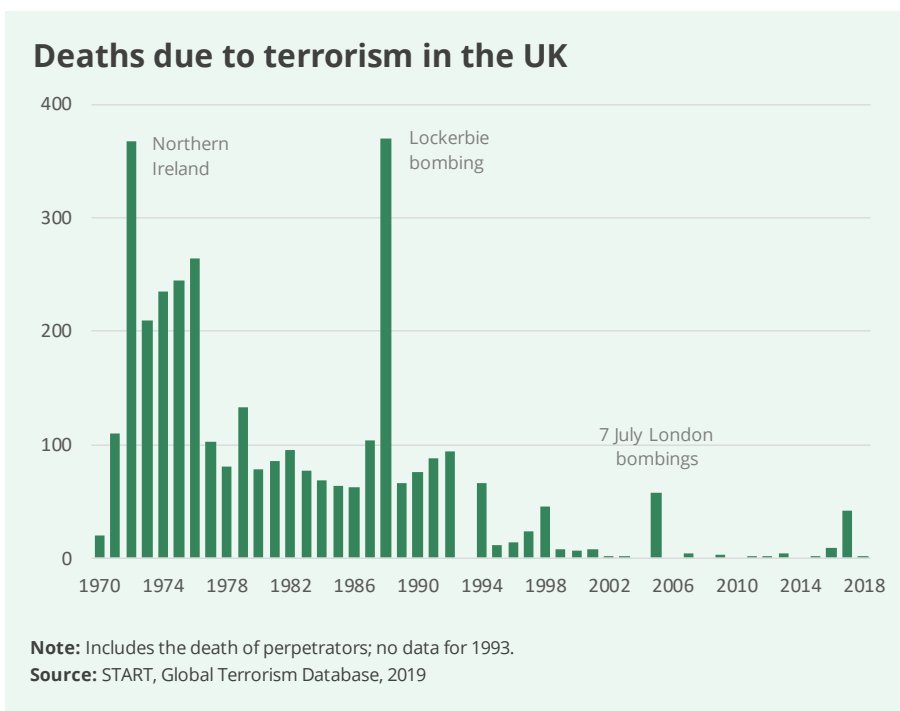
The main source of data on terrorism in Great Britain is the Home Office's quarterly statistical release, [Operation of police powers under the Terrorism Act 2000](#). This is the source of data used in this briefing, except where specified. **The data in this paper generally covers the financial year up to 2018/19 (unless otherwise specified).**

1. Deaths due to terrorism

According to official data from April 2003 to 31 March 2019, there were 92 deaths in Great Britain as a direct result of terrorist acts (excluding the perpetrators).¹

The [Global Terrorism Database](#) (at the University of Maryland) is contracted by the US Department of State to collate statistical data and information on terrorist events from around the world.

The chart below uses data from the GTD to show the annual number of deaths due to terrorism in the UK from 1970 to 2018 (including perpetrators).



According to this data there were 3,411 deaths in the time period shown. The majority of deaths between 1970 and 1990 were in Northern Ireland (84%). There are two clear peaks in the number of people killed: 1972, where 344 people were killed in Northern Ireland, and 1988, where 271 people were killed in Scotland in the Lockerbie bombing.

The general trend from around the 1980s is a decrease in the number of people killed due to terrorism. However, in 2005 and 2017 there were higher than average deaths recorded. Those in 2005 occurred in London in the 7 July bombings, whilst three separate attacks in 2017 resulted in multiple deaths:

- **Westminster Bridge and Palace**
- **Manchester Arena**
- **London Bridge**

¹ ONS, [Focus on Violent Crime and Sexual Offences 2013/14](#), appendix table 2.09, 12 February 2015; ONS, [Homicide in England and Wales: year ending March 2019](#), appendix table 13a, 13 February 2020.

2. Stop and Search

The [Terrorism Act 2000](#) introduced three new stop and search powers to assist police in the prevention, disruption and detection of terrorism.

2.1 Section 44 and 47

Section 44 of the [Terrorism Act 2000](#) provided the power for a constable in uniform to stop and search any vehicle and its occupants, or any pedestrian, within an authorised area. Authorisation was to be given by an officer of at least the rank of Assistant Constable (or equivalent), and could be over any geographical area for up to 28 days, after which the authorisation could be renewed.² Whilst the search was only to be, 'for the purpose of searching for articles of a kind which could be used in connection with terrorism', there was no requirement under Section 44 for the police officer conducting the search to have grounds for reasonable suspicion that the person being searched may be involved in terrorism.³

The Act was amended to extend Section 44 powers to the British Transport Police (BTP) and non-Home Office forces such as the Civil Nuclear Constabulary, thereby covering most of Great Britain. However, the use of this power remained overwhelmingly concentrated in London where a continuous rolling authorisation under Section 44 remained in place from 2001 to 2009.⁴

The use of these powers was highly controversial. In 2007 a challenge was brought before the European Court of Human Rights on the basis that they were contrary to Articles 5, 8, 10 and 11 of the Convention for the Protection of Human Rights and Fundamental Freedoms. Delivering a final verdict in January 2010, the court ruled that the powers under Section 44 were contrary to Article 8 – the right to a private and family right – but did not rule on whether the powers violated Articles 5, 10 and 11.⁵

Following the Court's ruling, the powers under Sections 44-47 were suspended by the Home Secretary on 8 July 2010, and after a Home Office review, repealed by the [Protection of Freedoms Act 2012](#), s.59.

The [Terrorism Act 2000](#) was subsequently amended to include a new power under Section 47A, allowing a constable in uniform to stop and search any vehicle, its occupants or any pedestrian in an authorised area. However, the authorisation required from a senior police officer under Section 47A now has a significantly higher threshold than under Section 44 powers: an authorising officer must now reasonably suspect

² An ACPO rank is a rank of at least Assistant Chief Constable, or that of Commander in the City of London or Metropolitan Police. ACPO, the Association of Chief Police Officers, was replaced by the [National Police Chief's Council](#) on 1 April 2015.

³ [Terrorism Act 2000, Section 45\(1\)\(a\) & \(b\) as enacted.](#)

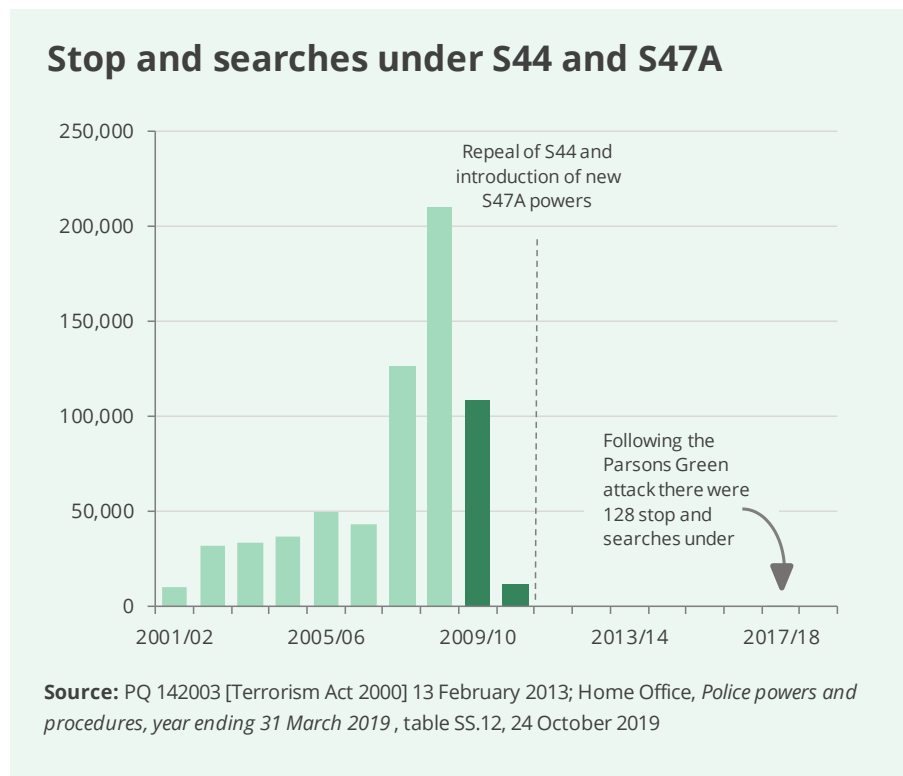
⁴ Lord Carlile of Berriew Q.C., [Report on the Operation in 2008 of the Terrorism Act 2000 and Part 1 of the Terrorism Act 2006](#), June 2009, paras 145-151; C. Walker, *Blackstone's Guide to the Anti-Terrorism Legislation*, 3 ed., 2014.

⁵ [Gillian v United Kingdom \(4158/05\)](#), 2010 ECHR 28.

that an act of terrorism will take place and consider that the authorisation is necessary to prevent any such act from occurring.⁶

Stop and searches under S44 and S47A

The chart below shows the number of searches carried out under Sections 44 and 47A of the [Terrorism Act 2000](#) in Great Britain between 2001/02 and 2018/19. Note that stop and search data prior to 2009/10 (coloured light green) are less reliable and include only forces in England and Wales (excluding the BTP). Data for 2009/10 onwards (dark green) is for Great Britain and includes the BTP.⁷



There were just under 460,000 stop and searches carried out under Section 44 powers from 2007-08 to its repeal. Just over 3,000 searches (0.7%) led to an arrest being made. Of the 108,685 people stopped and searched in 2009-10, only 517 were arrested (0.5%), and only two arrests were terrorism-related. In 2010-11, there was a total of 11,787 searches and 79 arrests (0.7%), none of which were for a terrorism-related offence⁸.

Following the Parsons Green attack on 15 September 2017 the police used the power to stop and search under S47A for the first time – 149 stop and searches were carried in total in 2017/18 (145 by the British Transport Police), of which 5 resulted in an arrest, with 3 of these terrorism-related⁹. No other stop and searches have been carried out under s47A.

⁶ [Terrorism Act 2000, Section 47A\(1\)](#)

⁷ Home Office, [Police powers and procedures England and Wales statistics year ending 31 March 2019](#), table SS.12, 24 October 2019.

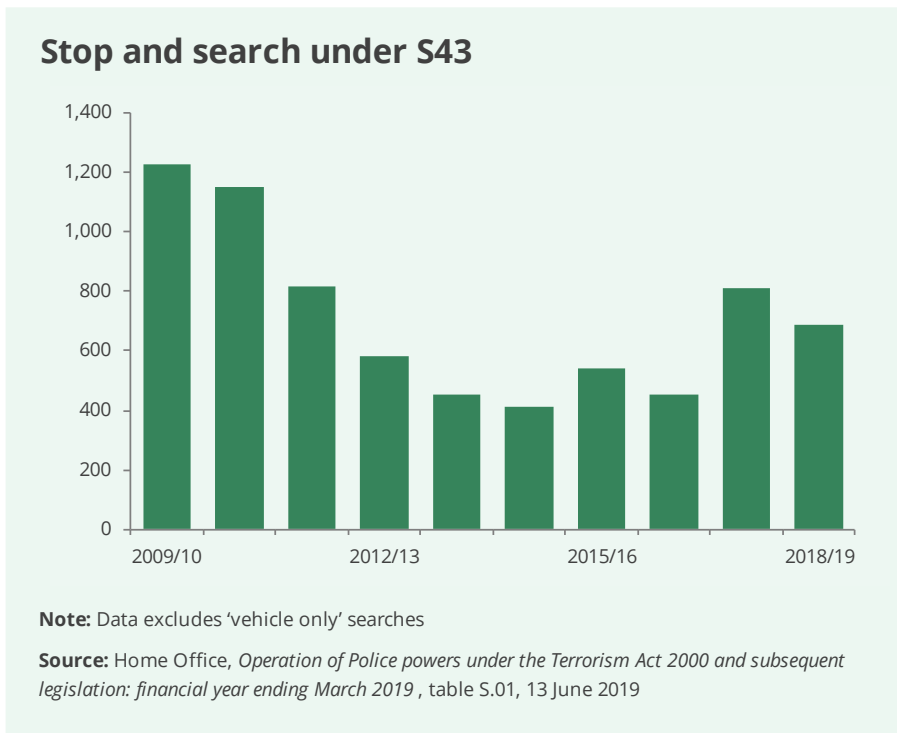
⁸ *ibid.*

⁹ Home Office, [Police powers and procedures England and Wales statistics year ending 31 March](#), 25 October 2018.

2.2 Section 43

Section 43 and 43A of the [Terrorism Act 2000](#) authorise a constable to stop and search any person whom they reasonably suspect to be a terrorist, or any vehicle (and its occupants) they reasonably believe is being used for terrorist purposes.

Data on the use of these powers is only available for the Metropolitan Police Force and only from 1 April 2009 onwards.¹⁰

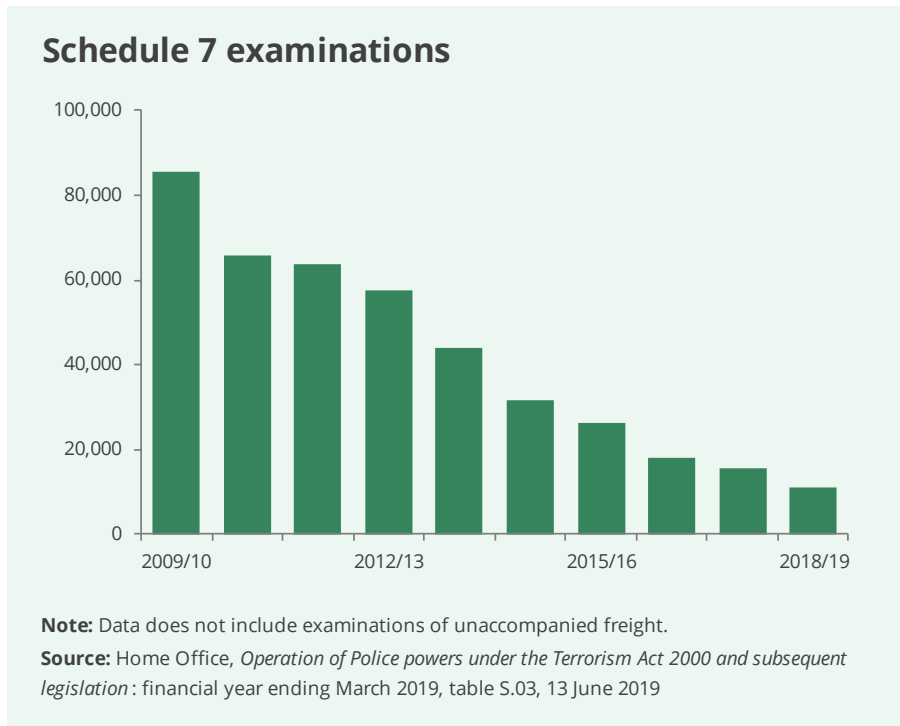


Between 2009/10 and 2018/19 there have been 7,129 stop and searches in London under Section 43 powers. Approximately 6% of these (420) have resulted in a subsequent arrest. **In 2018/19 there were 685 stop and searches with 10% (70) of those stopped arrested.**

¹⁰ Data for all other police forces is collected centrally in the 'other' category under Section 1 of the [Police and Criminal Evidence Act 1984](#) and can't be separately identified. Some data for individual police forces is available on their websites.

3. Port and border controls

Under Schedule 7 of the [Terrorism Act 2000](#), an examining officer may stop any person at a port who is entering or leaving the UK (or any person travelling by aircraft within) for the purpose of finding out if they are involved in acts of terrorism. Officers can question an individual and inspect their documents, search them or any vehicle (including ships or aircraft) and if necessary detain a person for up to six hours.¹¹



Data on Schedule 7 examinations is available from 1 April 2009. Between 2009/10 and 2018/19, there were 419,466 examinations conducted, of which 5% lasted for over an hour. **In 2018/19 there were 11,154 examinations conducted, of which 15% lasted over an hour.**¹²

¹¹ [Terrorism Act 2000, Schedule 7.](#)

¹² Home Office, [Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: financial year ending March 2019](#), table S.03

4. Arrests

An arrest is terrorism-related if either at the time of arrest, or during any subsequent investigation, a constable suspects the arrested person to be involved in terrorism.¹³

Section 41 of the [Terrorism Act 2000](#) gives a police constable the power to arrest a person whom they reasonably suspected to be a terrorist. Any person arrested under Section 41 is then subject to the provisions within Schedule 8 which allow for the extension of that person's detention, prior to release or charge, beyond the normal limits (see section 4.5 of this paper).

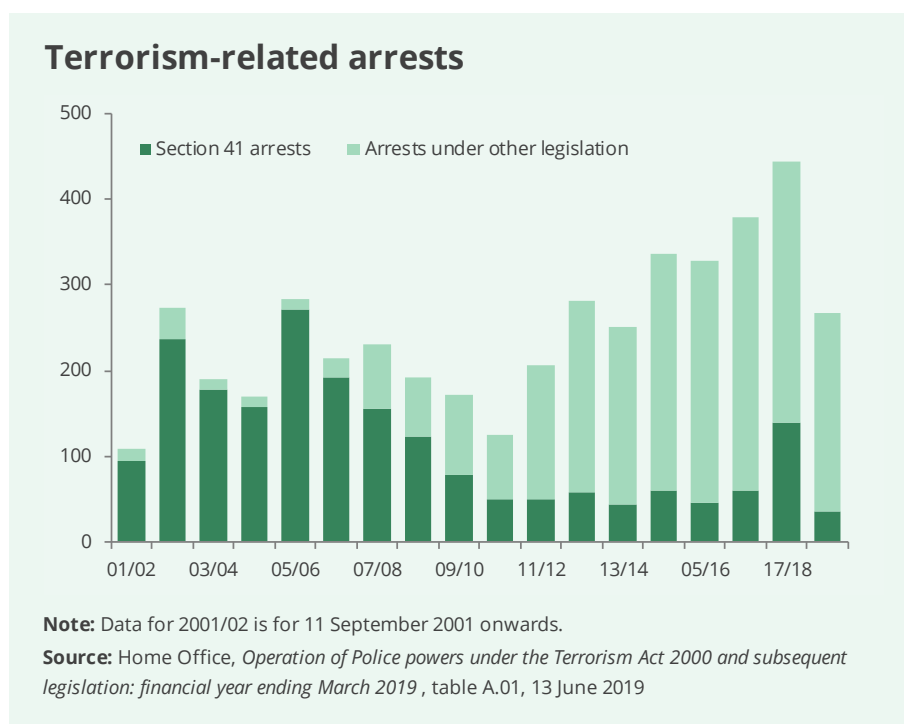
However, as a suspect's involvement in terrorism may only come to light following investigation, a person suspected of terrorism may initially be arrested under other powers: either the general powers of a constable (Section 24 of the [Police and Criminal Evidence Act 1984](#), or Common Law in Scotland), or powers of arrest contained within other legislation.

Section 41 of the [Terrorism Act 2000](#) came into force on 19 February 2001. Between then and 11 September of that year, there were 38 arrests made under the Act.

Since 11 September 2001, there have been 4,452 terrorism-related arrests, 2,424 (46%) of which were made under Section 41 of the [Terrorism Act 2000](#).

The following chart shows that in the six years after the introduction of the [Terrorism Act 2000](#), there were a large number of arrests made under Section 41, with an approximate average of 200 arrests made under this legislation each year. This compares with an average of 20 terrorism-related arrests made under other legislation over the same period.

¹³ Home Office, [User guide to operation of police powers under the Terrorism Act 2000 and subsequent legislation](#), p.14, December 2019.



In contrast, over the six most recent years, the number of arrests made under Section 41 has dropped to an average of about 65 per year, whilst the average number of terrorism-related arrests made under other legislation has increased to 270 per year.

The number of terrorism-related arrests made in Great Britain since 2001 reached a peak in 2017/18 with 443 arrests.

In 2018/19 there were 268 terrorism-related arrests: 36 (13%) were S41 arrests and 232 (87%) were made under other legislation.

What is notable about this data is not just the increasing number of terrorism-related arrests being made over recent years, but the increasingly large proportion that are being made under non-terrorism legislation. There is no clear reason for this apparent change in preference of the police for arrests under PACE or common law powers over the specific power of arrest contained in the Terrorism Act 2000.¹⁴

4.1 Categorisation of the terrorist link

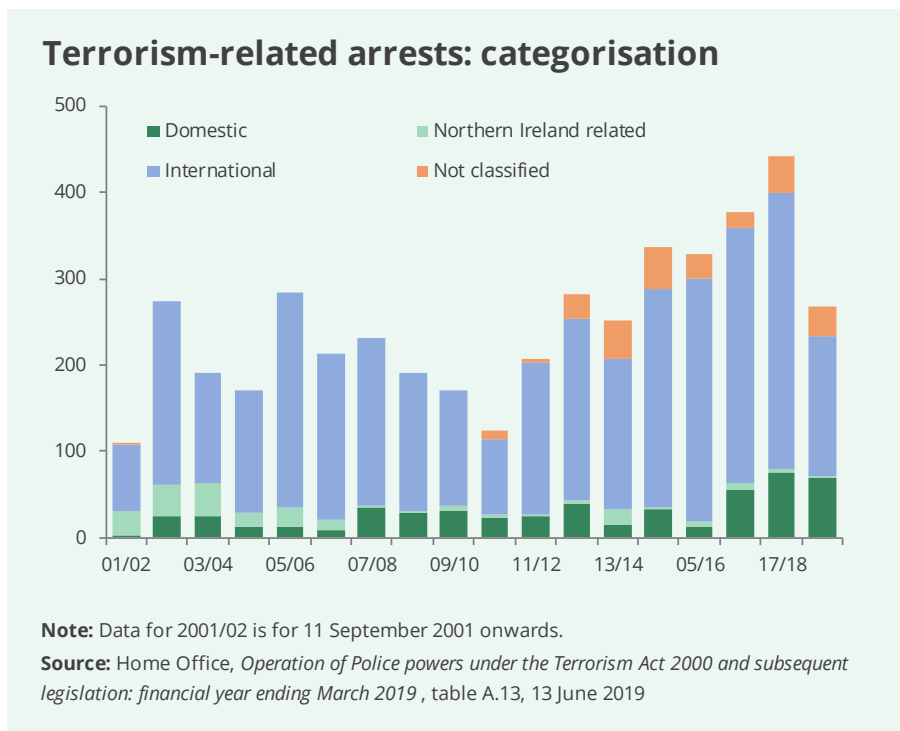
When an arrested person is suspected of a terrorism-related offence, the terrorist threat they are suspected to pose is categorised by the National Counter Terrorism Police Operations Centre (NCTPOC). The categories are not mutually exclusive and may be amended during the course of an investigation. The possible categories are:

- **International** – activity linked to or motivated by a terrorist organisation based outside the UK (this does not relate to the nationality of the suspect).
- **Northern Ireland** – activity supporting the actions or ideology of any Northern Ireland terrorist organisation.

¹⁴ This is noted in D. Anderson Q.C., [The Terrorism Acts in 2014](#), para 7.6, September 2015, who recommends a detailed study of this change.

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- **Domestic** – terrorism other than International or Northern Ireland related.
- **Not classified** – other suspected offences under terrorism legislation by individuals who are not thought to have any links to a terrorist group, e.g. failing to comply with border controls¹⁵



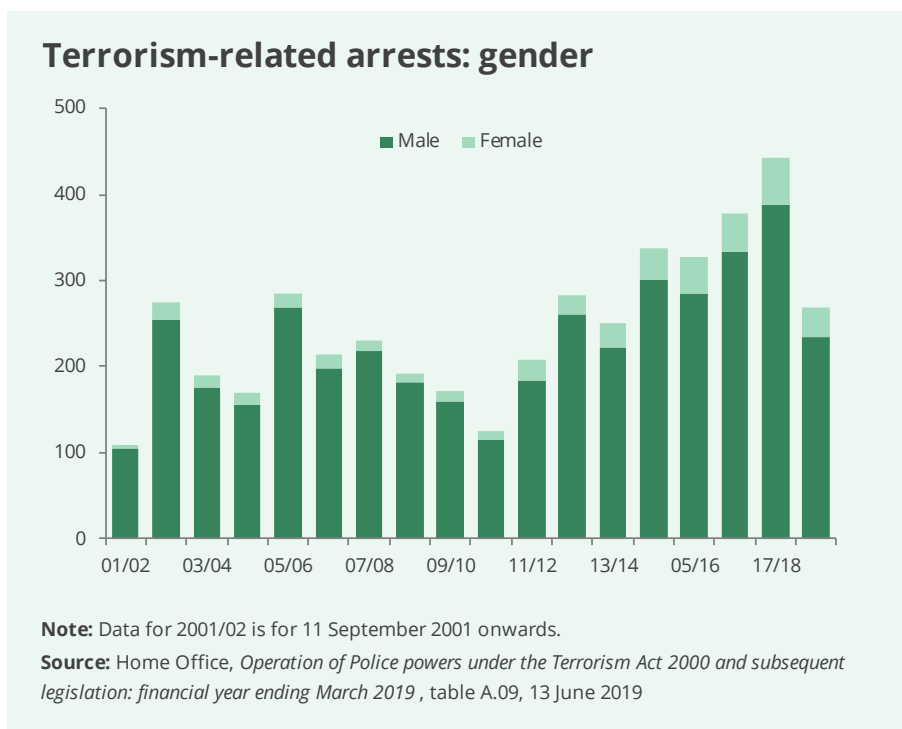
The majority of terrorism-related arrests made since 11 September 2001 have been classified as being related to international terrorism (79%). **In 2018/19, 60% (162) of arrests were classified by ACTCC as being related to international terrorism.**

4.2 Gender and age

The majority of people arrested for terrorism-related offences are male. Between 2001/02 and 2018/19 a total of 4,038 men have been arrested – representing around 91% of all terrorism-related arrests. This proportion is maintained for the numbers of people charged, and again among those subsequently convicted of terrorism offences.

In 2018/19, 88% of those arrested were male (235) and 15% (33) female. These broad proportions are maintained for the number of people charged, and again among those subsequently convicted of terrorism offences.

¹⁵ Home Office, [User guide to operation of police powers under the Terrorism Act 2000 and subsequent legislation](#), p. 19, December 2019.



Between 2001/02 and 2018/19, 52% of all terrorism-related arrests have been of people under the age of 30. There were 173 people (4%) under the age of 18 at the time of their arrest. This proportion was broadly maintained when looking at those who have been charged and those charged with a subsequent conviction.¹⁶

In 2018/19, 50% of all terrorism-related arrests have been of people aged 30 and over. There were 15 people under the age of 18 at the time of their arrest.¹⁷

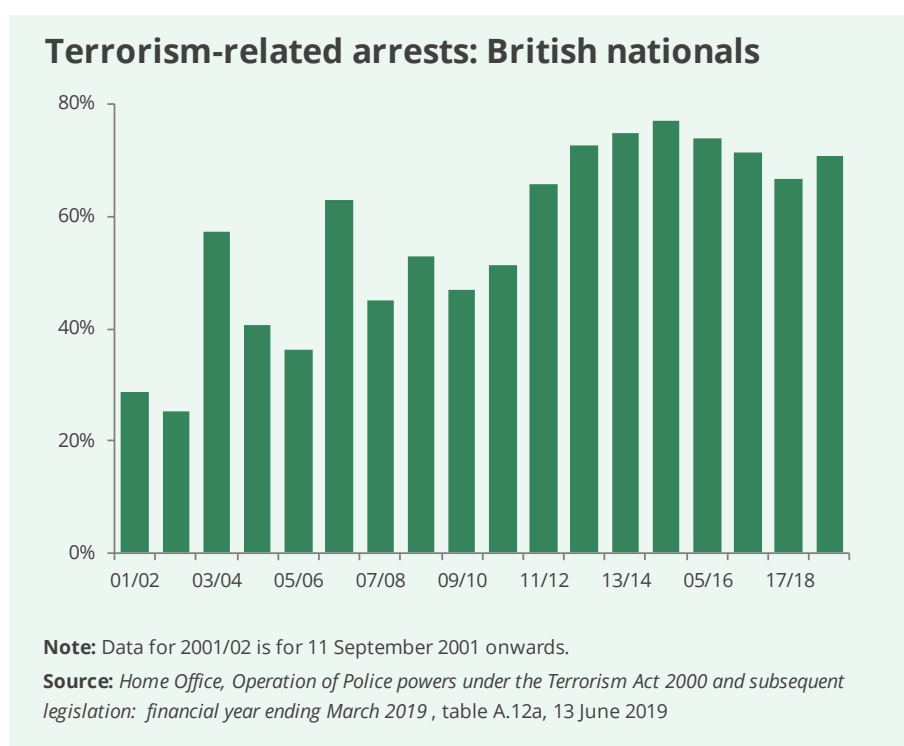
¹⁶ Home Office, [Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: financial year ending March 2019](#), Table A.10, 13 June 2019.

¹⁷ *ibid.*

4.3 Nationality

The majority of people arrested for terrorism-related offences in Great Britain since 11 September 2001 have been British nationals: 60% of people declared they were a British national at the time of their arrest.¹⁸

On an annual basis the proportion of those arrested for terrorism offences who are British nationals has increased. In 2001/02 29% were British nationals. **In 2018/19, 72% of those arrested were British nationals.**¹⁹ The chart below shows the increase in the proportion of British nationals arrested.



Since 11 September 2001 there have been 101 different nationalities arrested for terrorism-related offences. The table below shows the top 30 nationalities of people arrested.

¹⁸ Home Office, [Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: quarterly update to December 2017](#), table QA.12a

¹⁹ Ibid.

Terrorism-related arrests: top 30 nationalities

	British	2,652		Portugal	24
	Algeria	190		Morocco	24
	Iraq	168		Albania	24
	Pakistan	167		Netherlands	23
	Afghanistan	89		Palestine	22
	Iran	89		Poland	20
	Somalia	80		Saudi Arabia	19
	Turkey	79		Lebanon	19
	India	61		Germany	18
	Ireland	45		Sudan	17
	Sri Lanka	44		Ethiopia	17
	Libya	44		Romania	16
	Bangladesh	43		Jordan	16
	France	41		Tunisia	15
	Syria	25		Spain	14

Source: Home Office, *Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: financial year ending March 2019*, table QA.12a, 13 June 2019

After Great Britain, the next 8 most common nationalities (Algeria through to India) account for 21% of all terrorism-related arrests (1,012) - this is greater than the remaining 92 nationalities combined (20%).

4.4 Religion

In September 2013, the Home Office published an additional briefing alongside the regular counter terrorism statistics release to show an analysis by religion.²⁰ This was, in part, the government's response to David Anderson's 2011 review of the terrorism legislation, in which he noted that some Muslims perceived an automatic bias in the characterisation of attacks by Muslims as 'terrorism' by law enforcement, politicians and the press in contrast to other extremist groups:

This, they say, results in discriminatory sentencing and cements popular perceptions of terrorism, at least in Great Britain, as crime perpetuated overwhelmingly by Muslims.²¹

David Anderson said he had found no evidence indicating discrimination along these lines.²² Likewise the Home Office analysis found no statistically significant differences between Muslim and non-Muslim offenders in the proportions charged, sentence length or seriousness of offence.²³

²⁰ Home Office, [Terrorism arrests: analysis of charging and sentencing outcomes by religion](#), 12 September 2013.

²¹ D. Anderson Q.C., [The Terrorism Acts in 2011](#), June 2012, p. 26.

²² D. Anderson Q.C., [The Terrorism Acts in 2012](#), July 2013, p. 129.

²³ D. Anderson Q.C., [The Terrorism Acts in 2013](#), July 2014, p. 68-9; Home Office, [Terrorism arrests: analysis of charging and sentencing outcomes by religion](#), 12 September 2013.

When a person is arrested, charged or convicted, there is the option for them to self-report their religious beliefs, however there is no legal requirement for a person's religion to be recorded. In the Home Office statistical release, which considers people arrested for a terrorism-related offence between 1 September 2001 and 31 August 2012, the religion was marked as unknown in 47% of cases.

Given the lack of a legal requirement for an individual's religion to be recorded when they are in custody, it is likely that some religions were over-recorded simply due to practical reasons (considerations such as dietary requirements for example). This means that it is potentially more likely Muslim religion will be recorded as opposed to somebody of Christian faith, for example, which may go unrecorded.

Terrorism-related arrests: religion				
	Muslim	Other or no religion	Unknown	Total
Arrested				
Count	1,066	149	1,082	2,297
% of total arrests	46%	6%	47%	100%
<i>of which:</i>				
Total charged				
Count	436	55	347	838
% of arrested	41%	37%	32%	36%
<i>of which:</i>				
Charged with terrorism offence				
Count	290	41	181	512
% of charged	67%	75%	52%	61%
Note: Data is between September 2001 and August 2012.				
Source: Home Office, <i>Terrorism arrests: analysis of charging and sentencing outcomes by religion</i> , 12 September 2013				

Between 1 September 2001 and 31 August 2012, there were 2,297 people arrested for terrorism-related offences, of which 1,066 (46%) self-declared to be Muslim. The remaining 54% were reported as being of a different religion, of no religion, or were recorded as unknown.

Following arrest, 41% of Muslims were subsequently charged compared with 37% of those of another or no religion: these differences are not statistically significant and may be down to chance. However, a statistically significant difference was found between Muslims charged and those of an unknown religion.²⁴

Currently, more recent data relating to the religion of those arrested for terrorism-related offences is not available.

²⁴ Home Office, [Terrorism arrests: analysis of charging and sentencing outcomes by religion](#), 12 September 2013, section 3.

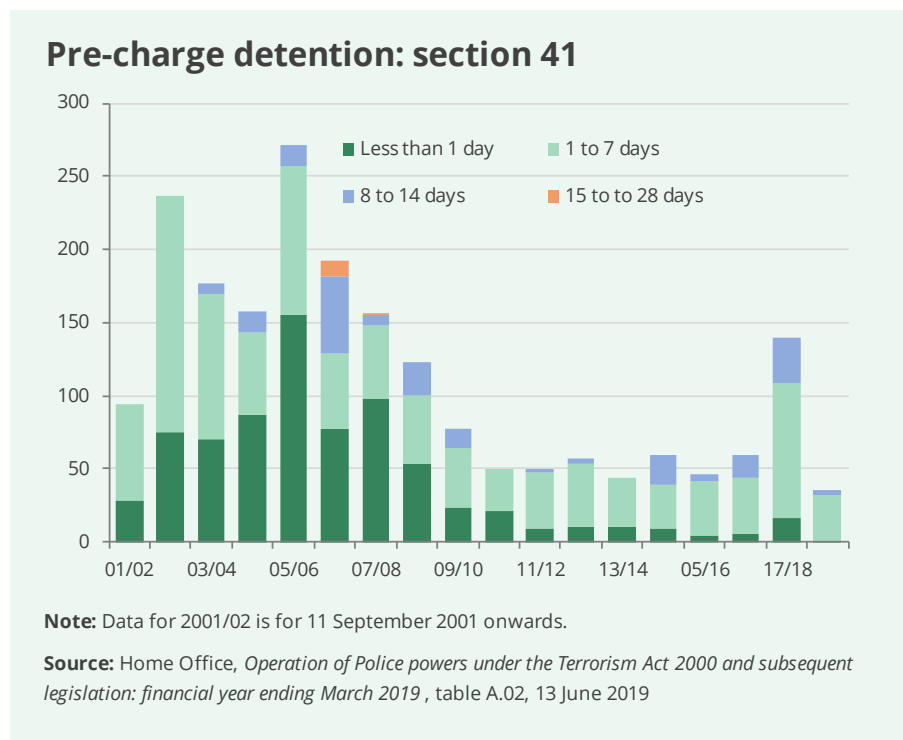
4.5 Pre-charge detention

Section 41 of the [Terrorism Act 2000](#) gives a police constable the power to arrest a person, without warrant, if they reasonably suspect them to be a terrorist. Arrest under Section 41 also provides the police with wider powers of investigation by extending the time limit for which a person may be detained without charge beyond the normal limits allowed under the [Police and Criminal Evidence Act 1984](#) in England and Wales, and the more restrictive [Criminal Procedure \(Scotland\) Act 1995](#). These provisions extending the limit on pre-charge detention are contained within Schedule 8 of the [Terrorism Act 2000](#).

The maximum period of detention allowed under Section 41, currently 14 days, was subject to considerable variation between 2001 and 2011:

- 2001-2003: 7 days
- 2003-2006: 14 days
- 2006-2011: 28 days

Following a Home Office review in 2011 it was concluded that there should be no routine requirement for 28 days detention and that a maximum of 14 days should suffice.²⁵ An emergency power allowing for temporary extension to 28 days was provided for from 25 January 2011 and this remains the current maximum.²⁶



Of the 1,983 people arrested under Section 41 of the [Terrorism Act 2000](#) since 11 September 2001, the majority (89%) have been detained for fewer than 7 days; 756 people (37%) have been held for less than one day; and 1,046 (52%) for between one and seven days. Only 11 people have been detained for longer than 14 days, 10 in 2006/07 and

²⁵ Home Office, [Review of counter-terrorism and security powers](#), January 2011.

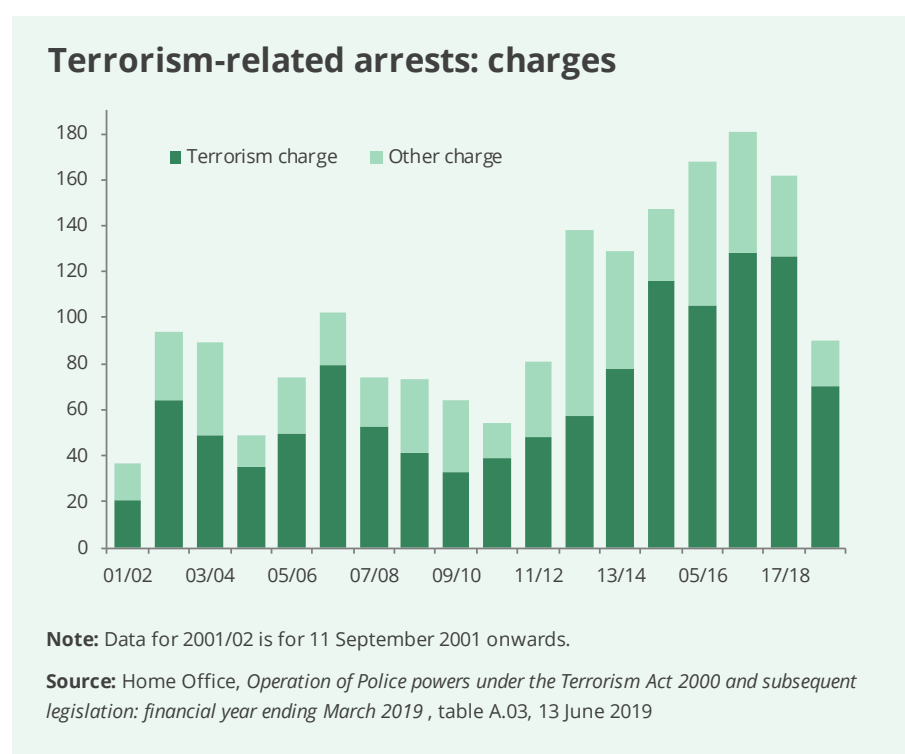
²⁶ [Protection of Freedoms Act 2012](#), sections 37 and 38.

one in 2007/08. Six people were detained for the 28 day maximum period in 2006/07.²⁷

4.6 Charging outcomes

Charges following terrorism-related offences are not limited to offences under terrorism legislation, nor does an initial arrest categorised as 'terrorism-related' mean that the resulting outcome of any investigation is recorded as such.

The chart below shows the total number of charges against people arrested for a terrorism-related offense by type of charge.



In total, 40% of those arrested for terrorism-related offences since 11 September 2001 have been charged, and of these, 66% were terrorism-related charges.²⁸

In 2018/19, of 268 terrorism-related arrests, 34% resulted in charges, and of these, 78% were terrorism-related charges.²⁹

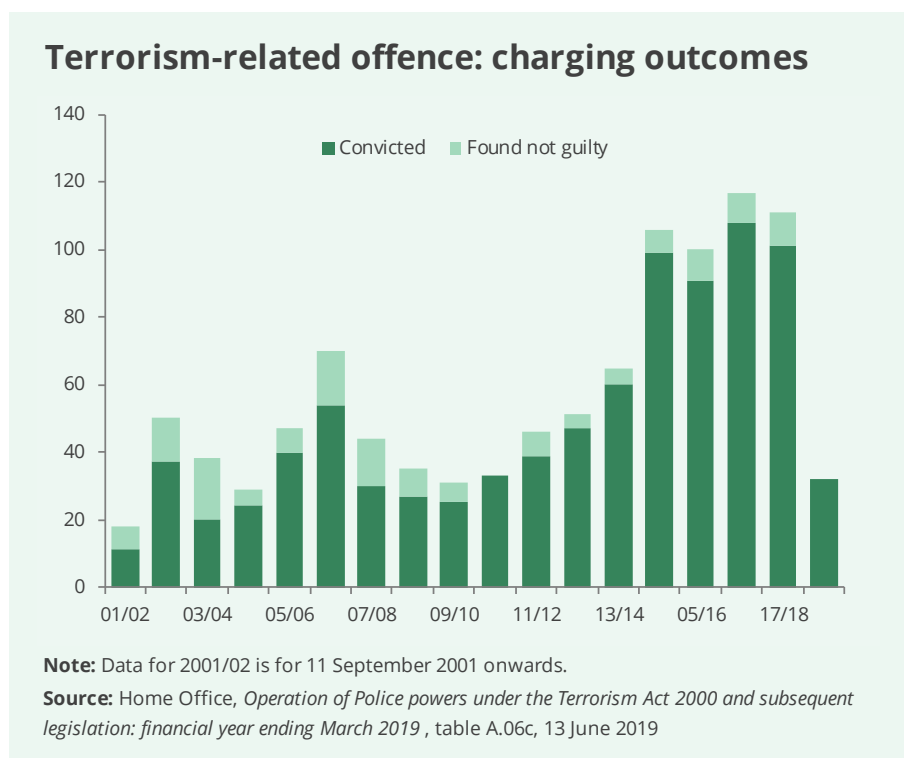
²⁷ Home Office, [Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: quarterly update to December 2017](#), table QA.02

²⁸ *ibid.*, table QA.03

²⁹ *ibid.*

5. Prosecutions and convictions

Not all individuals charged are subsequently prosecuted. For a prosecution to go ahead, the CPS must be satisfied that there is a realistic prospect of a conviction and that it is within the public interest to pursue a case.

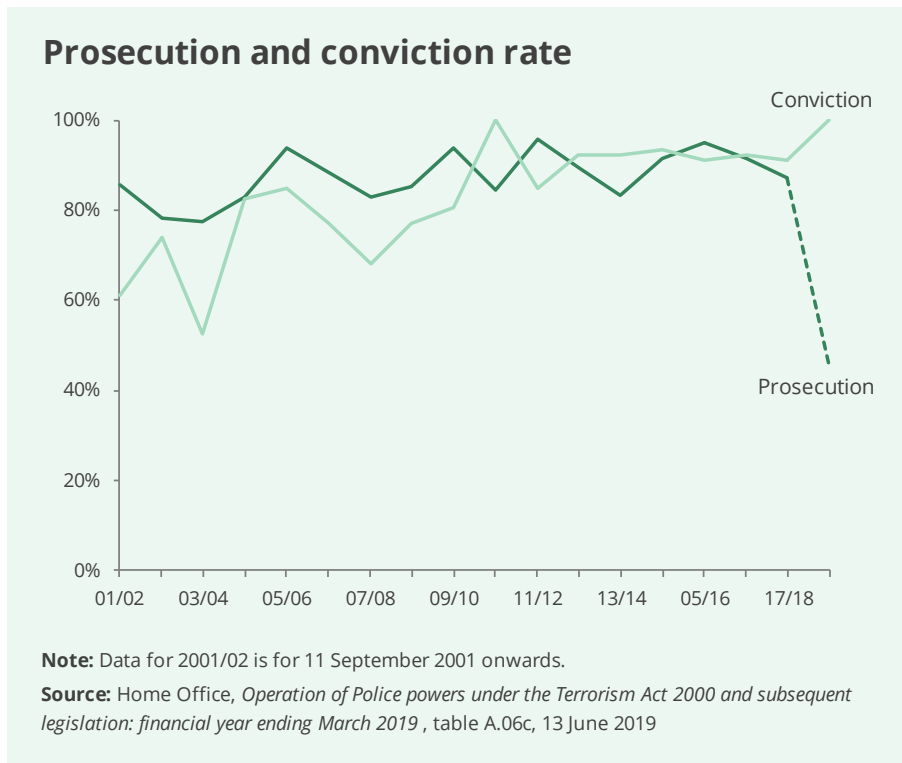


Of the 1,193 individuals charged with a terrorism-related offence since 11 September 2001, 86% (1,023) were proceeded against, and of those 86% (878) have been convicted.³⁰

Of the 70 persons charged with a terrorism-related offence in 2018/19, 32 have been prosecuted so far, all of whom were found guilty.³¹

³⁰ *ibid.*, table QA.06c

³¹ *ibid.*



It may take some time, following a suspect's arrest, for an individual to be charged and for any trial to begin. For this reason, the prosecution rate for the most recent years (shown by a broken line in the charge above) will be lower, but is likely to be revised upwards as on-going investigations are completed.

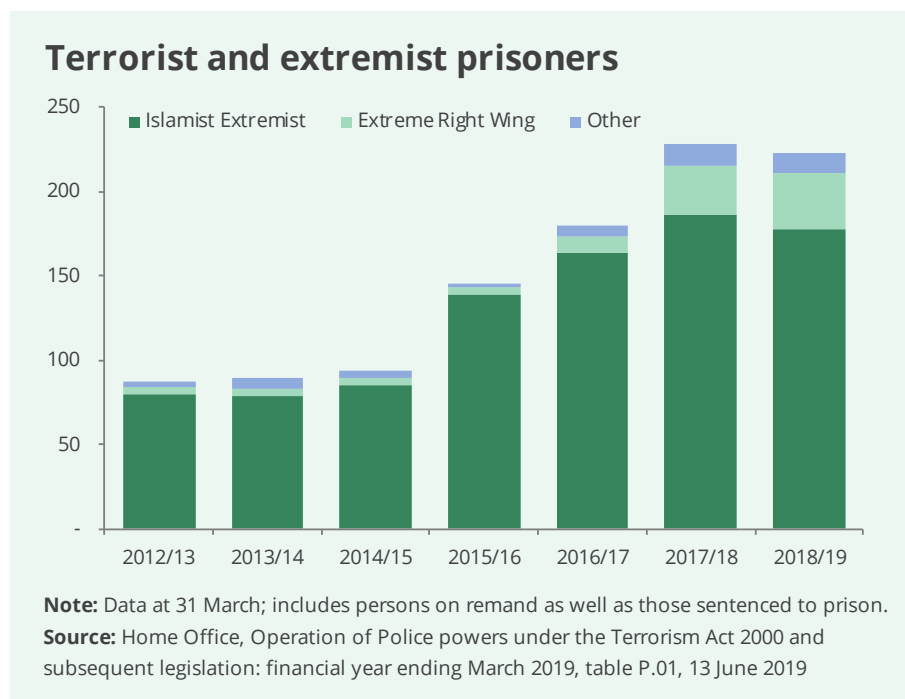
6. Prison population

The number of people in custody either convicted and sentenced for a terrorism-related offence, or on remand pending trial, is provided by the National Offender Management Service (for England and Wales) and the Scottish Prison Service. Data on terrorist and extremist prisoners is published on a quarterly basis and provides a point in time indication of the number of individuals in custody; it does not necessarily indicate a flow.

The Home Office classifies terrorist prisoners by 'ideology' in relation to their membership to [proscribed groups](#) believed to be involved in terrorism, according to the following definitions:

- **Islamist extremist** – This refers to individuals from Islamic proscribed groups who advocate, justify or glorify acts of violence (especially against civilians) or other illegal conduct to achieve fundamental changes to society.
- **Far right-wing** - This refers to individuals from politically far right-wing proscribed groups such as National Action which became the first extreme right-wing group to be proscribed as a terrorist organisation in December 2016. **Other** – This refers to individuals from proscribed groups not categorised as 'Islamist extremist' or 'far right-wing'. For example, this includes Northern-Ireland related groups such as the Ulster Volunteers Force (UVF). This category also includes cases whereby the individual's proscribed terrorist group is unclear meaning their ideological link is not known.³²

On 31 March 2019, there were 178 individuals in prison classed as 'Islamist extremists', with a further 33 categorised as 'far right-wing'.



³² Home Office, [User guide to operation of police powers under the Terrorism Act 2000 and subsequent legislation](#), p. 21, December 2019.

On 31 March 2019, 105 (47%) of the prisoners in custody for terrorism-related offences defined themselves as Asian or Asian British, 61 (27%) as White and 33 (15%) as Black or Black British.

Persons in custody for terrorism-related offences: 31 March 2019

Great Britain	Total	
	Count	%
Ethnicity		
White	61	27%
Mixed	12	5%
Asian or Asian British	105	47%
Black or Black British	33	15%
Other ethnic group	10	4%
Unrecorded	2	1%
Total	223	100%
Religion		
Christian	21	9%
Anglican	3	1%
Free Church	0	0%
Roman Catholic	5	2%
Other	13	6%
Muslim	175	79%
Buddhist	1	0%
Hindu	0	0%
Jewish	1	0%
Sikh	2	1%
No religion	13	6%
Other religious groups	9	4%
Unrecorded	1	0%
Total	223	100%

Source: Home Office, *Operation of Police powers under the Terrorism Act 2000 and subsequent legislation: financial year ending March 2019*, table P.02 and P.04, 13 June 2019

The majority (79%) of prisoners in custody for terrorism-related offences on 31 March 2019 declared themselves as Muslim. 21 prisoners (9%) were of a Christian denomination.

7. Ethnicity

7.1 Stop and Searches

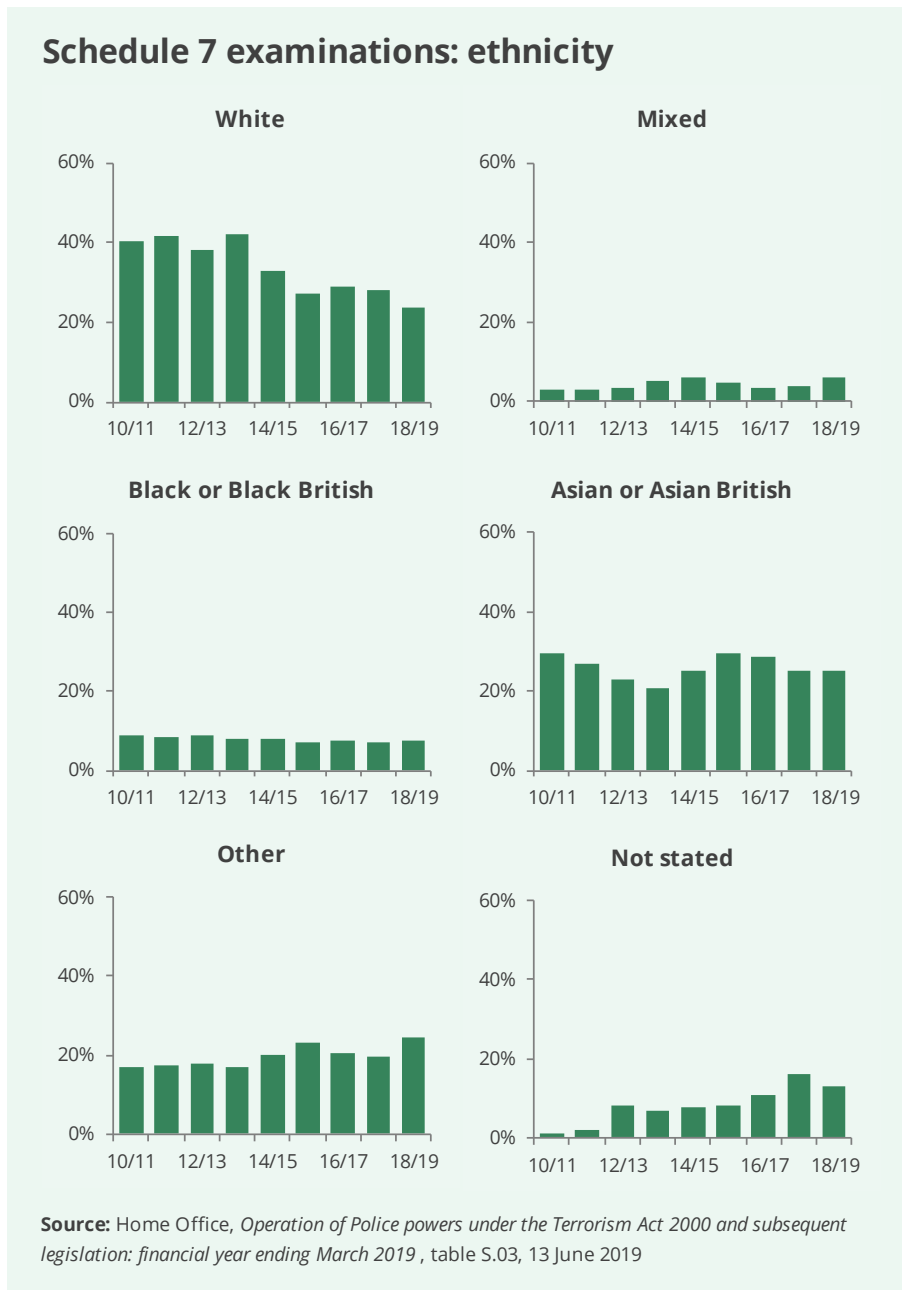
When a person is stopped and searched under Section 43, the searching officer notes details which includes asking the person their ethnicity.



Of those stopped and searched in London under Section 43 powers between 2009/10 and 2018/19: 37% self-defined as White; 29% as Asian or Asian British; and 12% Black or Black British.

Of all the people stopped and searched under S43 in 2018/19: 27% self-defined as White; 26% Asian or Asian British; and 15% Black or Black British.

7.2 Schedule 7 examinations



The ethnicity of those stopped for Schedule 7 examinations has been recorded from 2010/11. Of those stopped between 2010/11 and 2018/19: 37% were White, 26% Asian or Asian British, 19% were Chinese or another ethnicity, and 8% were Black or Black British. The chart below shows this data annually.

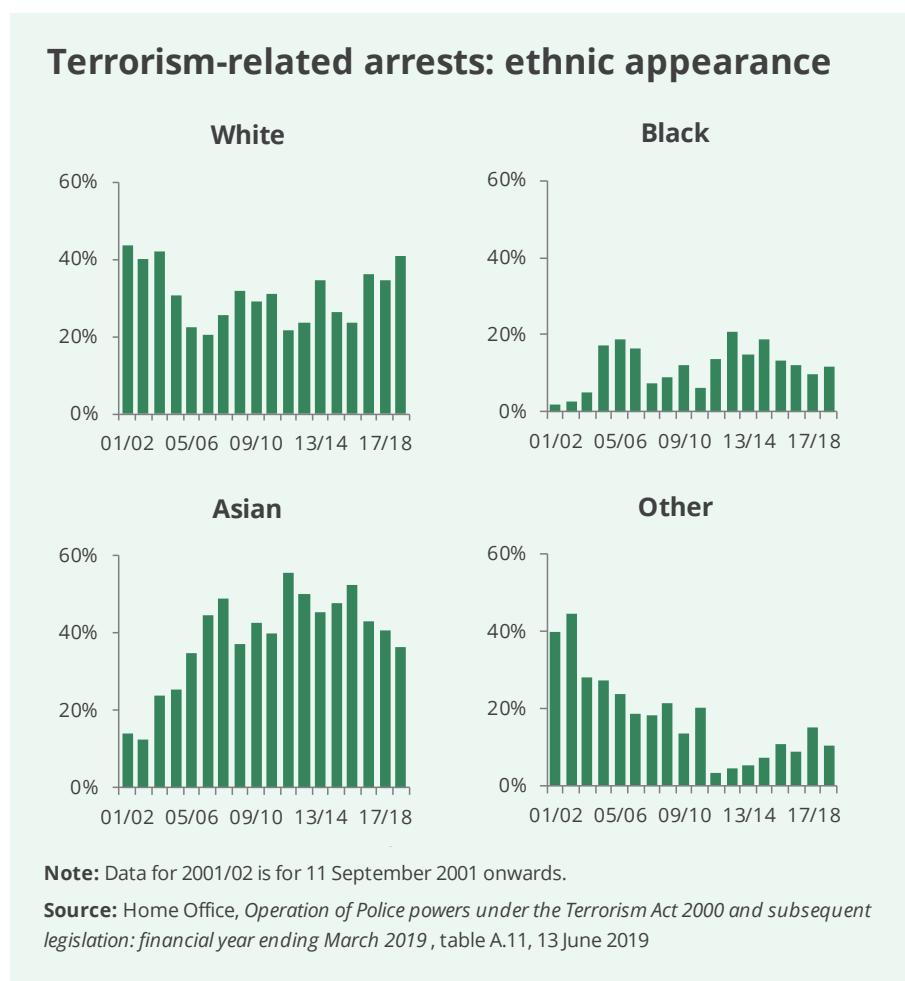
In 2018/19, of those stopped: 24% were White, 25% Asian or Asian British, 25% were Chinese or another ethnicity, and 7% Black or Black British.

7.3 Arrests

The ethnicity of a suspect is based upon the observation of a police officer at the time of arrest or charge. Those arrested may consider themselves to be of a different ethnic origin than what was *observed* by the police officer.

Of those arrested for terrorism-related offences between 2001/02 and 2018/19, 40% were reported as being of Asian appearance, 31% White, 12% Black, and 17% Other or Not Known.

In 2018/19, of those arrested for terrorism-related offences: 41% were reported as White, 36% of Asian appearance, 12% Black, and 10% Other.³³



As the graphs above show, data suggests that increasingly over the years, those arrested for terrorism-related offences are of Asian ethnic appearance. The proportion of those who are White or Black has remained fairly consistent, whilst those reported as Other has declined.

³³ *ibid.*, Table QA.11

8. Control orders and TPIMS

The basis for executive measures against individuals suspected of terrorism is rooted in legislation passed at the time of the Troubles in Northern Ireland. Legislation such as the *Prevention of Terrorism Acts 1974, 1976 and 1989* brought in wide ranging emergency and special powers, including 'internment' (i.e. detention without trial), exclusion orders and detention orders.³⁴

8.1 Anti-Terrorism, Crime and Security Act 2001

Following the attacks on the Twin Towers on 11 September 2001 the Government at the time reacted quickly with the passage of the [Anti-terrorism, Crime and Security Act 2001](#).³⁵ The incompatibility of this legislation with Article 5 of the European Convention on Human Rights (the right to liberty) led to the Government making a controversial derogation order, just two years after the Convention had been incorporated into UK law.³⁶

As explained by the then Home Secretary, a total of 17 people had been certified under the Act, 16 of them detained:

Eight were detained in December 2001, one in February 2002, two in April 2002, one in October 2002, one in November 2002, two in January 2002 and one in October 2003. One further individual has been certified under Part IV of the ATCS Act in August 2003 but is detained under other powers.

Of the total detained, two have voluntarily left the United Kingdom. The other fourteen remain in detention.³⁷

Eventually six of the individuals detained under this legislation left the UK. The other 11 individuals remained in detention and certified under the Act until Part IV was replaced by Control Orders in 2005.

8.2 Control Orders

The Government did not seek to renew the Part IV powers following a House of Lords ruling in 2004 which quashed a derogation order in relation to Part IV of the Act.³⁸ and instead introduced a system of Control Orders under the [Prevention of Terrorism Act 2005](#).

Control Orders were executive measures which imposed certain obligations upon an individual considered 'necessary for purposes connected with preventing or restricting involvement by that individual

³⁴ B. Brandon, 'Terrorism, human rights and the rule of law: 120 years of the UK's legal response to terrorism', [2004] Crim. L.R. 981.

³⁵ S. Chakrabarti and J. Welch, 'The War on Terror without the Human Rights Act – what difference has it made?', [2010] EHRLR 594.

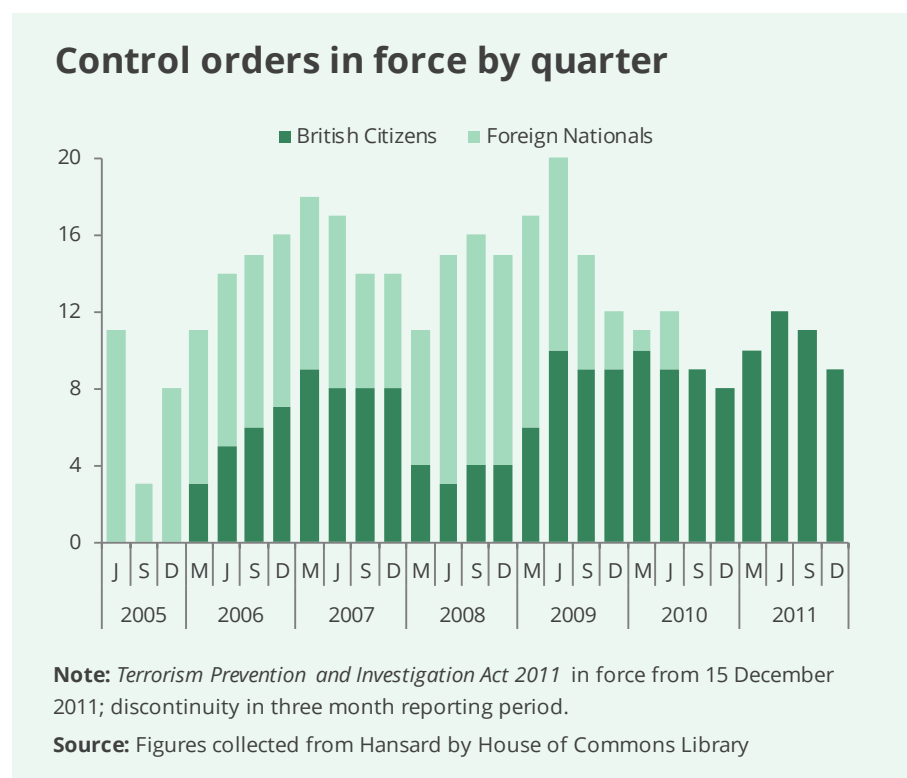
³⁶ A. Tomkins, 'Legislating against terror: the Anti-terrorism, Crime and Security Act 2001', [2002] P.L. 205. See also Privy Counsellor Review Committee, [Anti-terrorism, Crime and Security Act 2001 Review: Report](#), 18 December 2003, Foreword.

³⁷ [HC Deb 18 November 2003 vol 413 c27WS](#)

³⁸ [A and others v Secretary of State for the Home Department \[2004\] UKHL 56](#)

in terrorism-related activity.³⁹ Non-derogating Control Orders (i.e. those which were deemed not to impact on an individual's rights under ECHR) were issued by the Home Secretary. Derogating Control Orders could only be issued on application to a court, but no such Orders were ever made.⁴⁰

Under the Control Orders regime (and subsequent TPIMs) the Home Secretary was required to make a statement to Parliament every three months listing the number of measures in force. Data has been collated from these statements, as recorded in Hansard, and used to create the charts below which show the number of measures in force.



In total, 52 individuals were subject to Control Orders; all were men who were suspected of involvement in Islamist terrorism.⁴¹ When Control Orders were introduced in 2005, all the individuals subject to an Order were foreign nationals. By the time they were replaced by TPIMs in 2011, all were British Citizens.

8.3 TPIMs

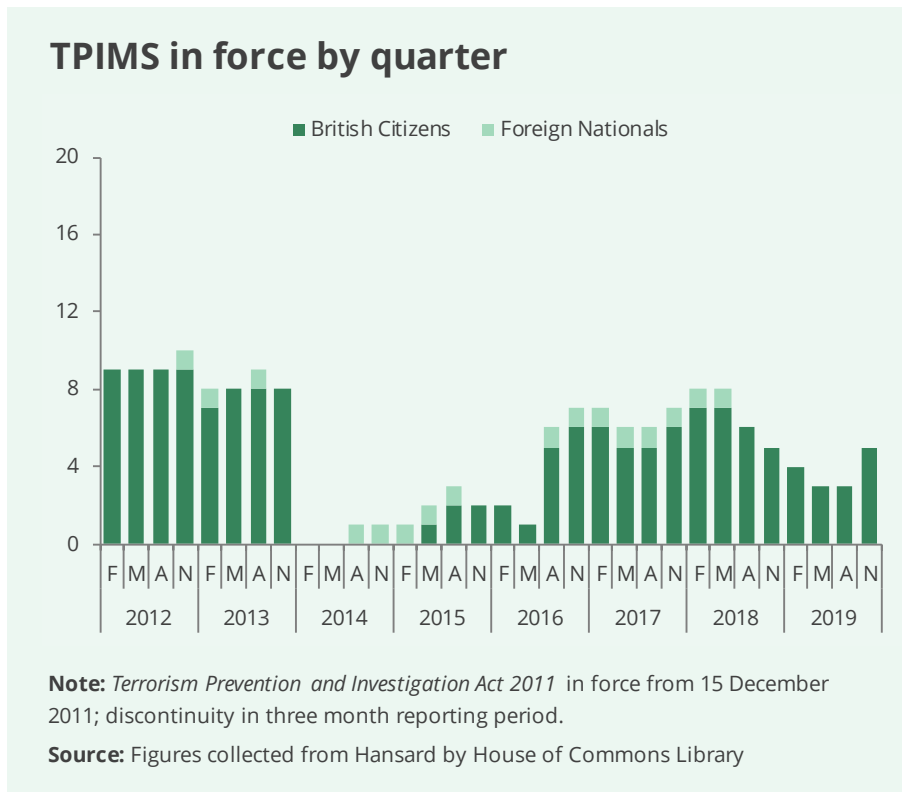
Terrorism Prevention and Investigation Measures (TPIMs) were introduced by the Coalition Government in 2011 as a replacement for Control Orders.⁴² Like Control Orders, TPIMs are issued by the Home Secretary. They may also place certain obligations on an individual but are restricted to the 12 measures listed in [Schedule 1 of the 2011 Act](#).

³⁹ Section 1(3) Prevention of Terrorism Act 2005.

⁴⁰ C. Walker, *Blackstone's Guide to the Anti-Terrorism Legislation*, 3 ed., 2014, 7.06.

⁴¹ D. Anderson Q.C., [Control Orders in 2011](#), March 2012, p 4.

⁴² The Prevention of Terrorism Act 2005 was repealed by the Terrorism Prevention and Investigation Measures Act 2011.



There are currently five TPIMs [in force](#); considerably fewer than at the peak when 20 Control Orders were in force in June 2009. One notable trend is the reduction in the number of measures issued against foreign nationals over the years with a contrasting increase in those issued against British Citizens.

9. Extremists abroad

In a statement to the House on 1 September 2014 the then Prime Minister David Cameron highlighted the concern of the European Council over the “creation of an Islamic Caliphate in Iraq and Syria, and the Islamist-extremist export of terrorism on which it is based”.⁴³ The Prime Minister went on to emphasise the potential threat posed by Britons travelling abroad to take part in extremist activity, subsequently returning to the UK and posing a threat to national security.

It is difficult to accurately estimate the number of foreign fighters who have travelled abroad to join Sunni militant organisations such as Islamic State of Iraq and the Levant (ISIL). In September 2014, the security services estimated that 500 Britons were fighting in Syria, many of whom were affiliated with ISIL. This was in addition to 700 from France, 400 from Germany and “hundreds more from other countries including America, Canada, Austria, Denmark, Spain, Sweden, Belgium, the Netherlands and Australia”.⁴⁴

The latest (4 February 2019) Government estimate of the number of British nationals who have travelled to Syria and Iraq to take part in the conflict is 900, with around 20% of these being killed overseas and 40% being known to have returned. Only “a very small number of travellers have returned in the last 12 months”.⁴⁵

Further background information on extremists abroad can be found in the HC Library Briefing Paper: [Returning terrorist fighters](#)

⁴³ [HC Deb 1 September 2014 c23](#).

⁴⁴ *ibid.*, c24.

⁴⁵ [PO 216313](#) [Islamic State: British Nationals Abroad] 4 February 2019

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