

The Foreign Fighter Threat: What has changed post-caliphate and the onset of the Ukraine war?

UK Terrorism Offence Data: September Update

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POOL^{Re} SOLUTIONS Monthly Threat Update September 2022

Threat Overview

This month we take a look at how the threat posed to the UK by returning foreign fighters has evolved in recent years in light of emerging intelligence surrounding the trafficking of former British citizen, Shamima Begum, to Syria in 2015.

We examine conviction and sentencing data from July and August for terrorism charges in Great Britain to help identify any changes in rates of conviction and terrorist activity.

Finally, we roundup the most significant terrorism-related news across advanced market countries throughout September. This includes:

- New UK Home Office figures revealing a rise in terror-related arrests.
- The arrest of three individuals for the construction of a completed 3D-printed firearm.
- The £300,000 pay-out received by a victim of the 2017 London Bridge attack.
- The arrest of a suspect relating to the 1996 IRA Manchester bombing.
- The stabbing and mass-murder of 10 people in Saskatchewan, Canada.

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The Foreign Fighter Threat: What has changed post-caliphate and the onset of the Ukraine war?

At the height of Islamic State's (IS) campaign in Syria and Iraq, the Counter Terrorism Police and MI5 were concerned about the threat that foreign fighters returning to the UK posed. A number of attacks have followed which are thought to be attributed (directly or indirectly) to returning foreign fighters.

In 2019, the case of Shamima Begum (who travelled from Luton to Syria in 2015 to join IS) fuelled concerns. Deemed as a threat, Begum's attempt to return to the UK was prevented and she was stripped of her British citizenship, by the then Home Secretary Sajid Javid who stated she would never be allowed to return to the UK.

The recent wave of British fighters volunteering to fight in Ukraine has reignited



Fully-veiled women and children queue at a screening point as hundreds of civilians streamed out of the last Islamic State stronghold in Syria. Photo by DELIL SOULEIMAN/AFP via Getty Images

concerns, about the threat posed by returning foreign fighters.

The IS foreign terrorist fighter threat

In 2014, IS seized control of large areas of Syria, urging Muslims to migrate to their new so-called "caliphate." It is estimated that over 40,000 people travelled to join IS with at least 5,000 of these individuals originating from Europe,¹ roughly 900 of which were UK-linked.² For many, this provided an opportunity not only to fight but to create a new life in the so-called caliphate. Westerners travelling to Syria could join jihadist training camps, learn how to use various firearms, train for war and plan terrorist attacks on the West.

The rigid regimes, poor living conditions and lack of opportunity to fight on the front

line resulted in many foreign fighters becoming disillusioned and abandoning their posts. Foreign fighters began attempting to return as early as December 2014. Significant concerns were raised regarding the threat returning fighters posed to their home countries. Not only did some fighters possess battlefield skills, but they may have returned home to recruit and radicalise others. As British Defence Secretary Ben Wallace stated, returning fighters "are definitely in some cases dangerous".³

Concerns regarding the threat posed by returning foreign fighters were legitimised by the 2015 Paris and 2016 Brussels attacks, which were conducted by returning fighters.⁴ Despite this, Ben Wallace confirmed in 2018 that roughly 400 foreign fighters had been allowed to return to the UK⁵ with

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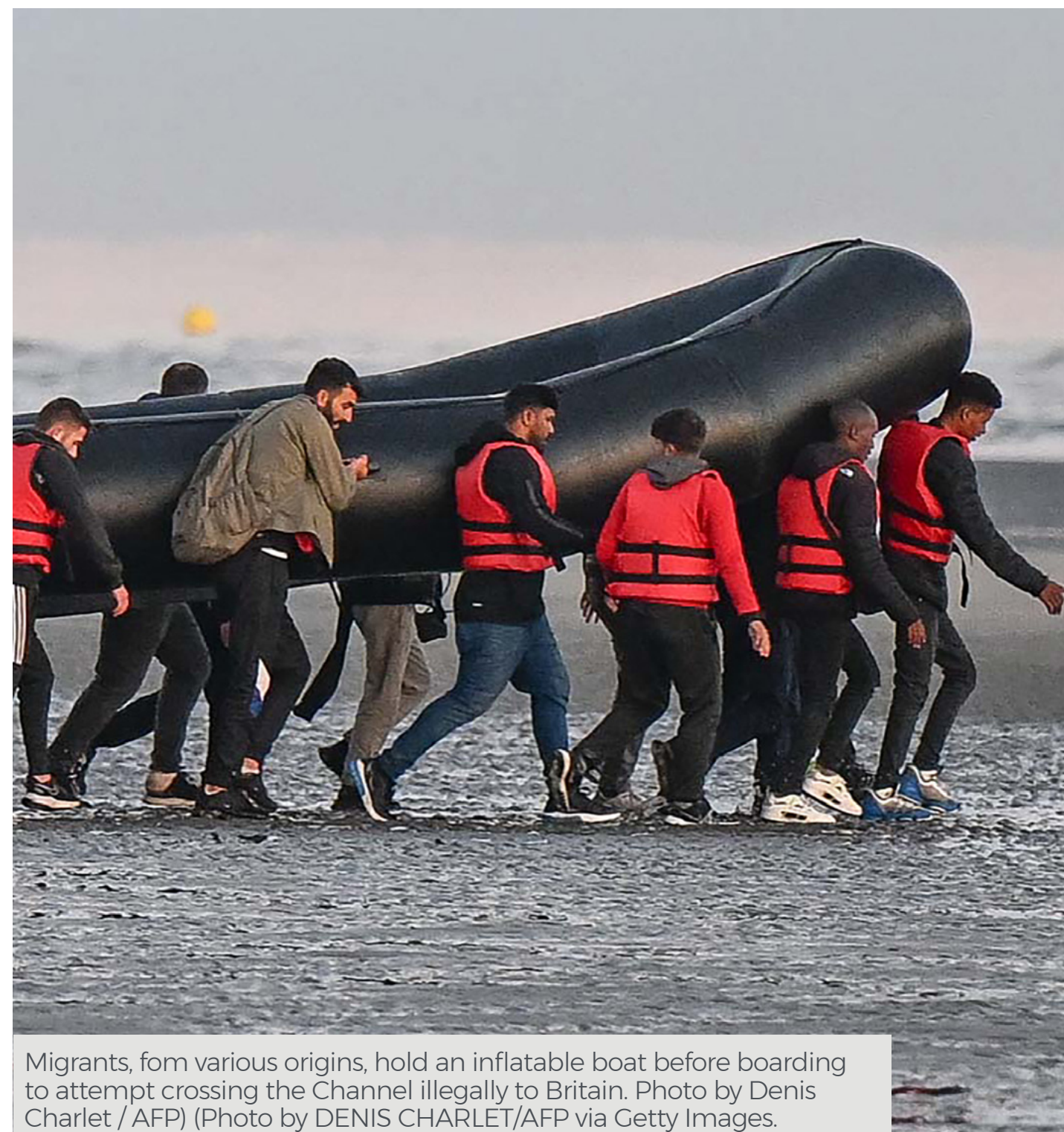
around 10% of returnees being prosecuted - a trend that would begin changing in 2017 due to the British Government's shift towards revoking foreign fighters' citizenships.

What has changed since 2019?

In the lead up to the fall of the so-called caliphate in 2019, many of those who travelled abroad to join IS - including Shamima Begum - began trying to return to their countries of origin. European countries' response to the returning foreign fighter problem, including the UK's, has since been shaped by their determination not to allow former IS fighters to re-enter their countries of origin due to fears over the potential security threat. The unwillingness of European countries to repatriate their citizens has resulted in a large number of British and other European nationals being held in detention camps in northeast Syria.

Though the fall of the so-called caliphate means that the number of foreign fighters travelling to join terrorist groups abroad has severely diminished, those who remain within detention camps face violent threats, inhumane living conditions, and are surrounded by extremists. Conditions in these camps undoubtedly present the risk of further radicalisation and networking opportunities with other IS fighters. As a result, the threat from foreign fighters associated with IS remains. Although, due to the tendency for European governments to opt for citizenship revocation, the risk of them returning legally and posing a threat to their home country is now reduced.

The issue surrounding returning foreign fighters has also been heightened due to the interplay between their return and a backdrop of socio-political issues currently taking hold in the UK. One aspect of this is the migrant and refugee crisis the UK is



Migrants, from various origins, hold an inflatable boat before boarding to attempt crossing the Channel illegally to Britain. Photo by Denis Charlet / AFP (Photo by DENIS CHARLET/AFP via Getty Images).

currently facing. With increasing numbers of illegal migrants making the journey across the channel, there is a possibility that foreign fighters could exploit this mode of travel to return to Britain without being identified or detected, potentially seeking refugee status. This is a serious security concern given that several of the perpetrators of the 2015 Paris attacks entered Europe by posing as refugees.⁶

Further complicating this situation is the consequent threat posed by right-wing actors, as certain groups remain dissatisfied with the UK's post-Brexit immigration stance. Terrorist attacks on domestic soil, political polarisation within society, anti-immigration and anti-Muslim sentiment, and the rise of far-right sentiment within the UK presents a volatile environment. There is a realistic possibility that the return of Islamist foreign fighters could trigger retaliatory violence from the far right.

The Foreign Fighter Threat: What has changed post-caliphate and the onset of the Ukraine war? (continued)

In addition to this, the current war in Ukraine has prompted a number of Western fighters to travel to the country to join the Ukrainian foreign legion, aiding Ukraine's defence against the Russian invasion. Consequently, concerns have been raised that far-right individuals may opt to travel to Ukraine to join the far-right paramilitary unit, Azov Battalion. It remains unclear how many individuals may have travelled for this purpose and what type of training they may be receiving. Their first-hand combat experience from the front line and access to high technology Western weaponry presents the potential for a right-wing foreign fighter threat once those fighters return to the UK. It is highly likely that British security services will be monitoring the situation, particularly in relation to greater availability of weapons on the black market, but also to prevent individuals from using their military training in Ukraine for far-right extremist purposes

when back in the UK. This was echoed by Deputy Assistant Commissioner Matt Twist, Counter Terrorism Policing's Senior National Coordinator for Protect and Prepare, who said that Counter Terrorism Police would work with the National Crime Agency "to ensure that weapons from this or any other conflict zone do not find their way to the UK."⁷

The future of the foreign fighter threat

The revelation of potential Canadian involvement in Shamima Begum's travel to Syria comes two months prior to Begum's hearing in the Special Immigration Appeals Commission (SIAC) court in November where she will be appealing her citizenship revocation.⁸ If the SIAC court finds that Begum was trafficked into Syria and as a result her citizenship was unfairly revoked, the threat posed by foreign fighters may continue to evolve.

The case findings could present an opportunity for other foreign fighters to appeal citizenship revocations on trafficking grounds. The UK Government's response to dealing with returning foreign fighters is unlikely to change in the near future, regardless of the outcome of Begum's case, in the interest of national security. However, an increase in citizenship appeals on trafficking grounds could present legal and political difficulties.

The overall threat from foreign fighter returnees plotting attacks against UK targets remains, but what is of more concern is their ability to radicalise others within society. Some returnees may have a significant status within communities, allowing them to radicalise, recruit and build extremist cells throughout the country.⁹ Therefore, while attacks may not be the primary motive of many returning foreign fighters, their ability to influence

and radicalise domestic citizens increases the potential threat they pose. Limitations regarding Islamist foreign fighters' abilities to return to the UK act as a mitigation against the threat.

The newer potential concern arising in the form of far-right actors training in Ukraine means foreign fighters bringing back military knowledge and abilities and extremist beliefs will likely continue to pose a threat to the UK in the near to medium term, albeit associated with differing ideologies. It is unclear what impact that will have on the attack plot landscape in the UK, but it is a realistic possibility we could see low complexity far-right plots by single actors returning from Ukraine following the war. Of more concern is the potential for more complex attacks involving firearms or advanced weaponry obtained on the black market or by foreign fighters bypassing strict border security bringing the weapons

back from Ukraine themselves. Though mitigations are in place to restrict weapon importation, increased availability and access resulting from the war in Ukraine makes this a realistic possibility.

1 Beyond good and evil: Why Europe should bring ISIS foreign fighters home - European Council on Foreign Relations (ecfr.eu)

2 The Terrorism Acts in 2020 report of the Independent Reviewer of Terrorism Legislation (accessible version) - GOV.UK (www.gov.uk)

3 Ibid.

4 ICCT-Reed-Pohl-The-Four-Dimensions-of-the-Foreign-Fighters-Threat-June-2017.pdf

5 Shamima Begum 'a bit shocked' that UK has revoked citizenship | Shamima Begum | The Guardian

6 ICCT-Reed-Pohl-The-Four-Dimensions-of-the-Foreign-Fighters-Threat-June-2017.pdf

7 Counter-terrorism warning on Ukraine weapons in the UK.

8 Shamima Begum's lawyer says UK immigration appeal hearing will 'certainly' change after claim she was 'smuggled by Canadian spy' (gbnews.uk)

9 CHALLENGES POSED BY RETURNING FOREIGN FIGHTERS (gwu.edu)

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UK Terrorism Offence Data: September Update

During August 2022, six individuals were charged, convicted or sentenced in relation to terrorist activity, the same number as in July.

August saw the return to the UK, and consequent conviction, of Aine Davis who was believed to be part of the notorious Islamic State cell known as the 'IS Beatles'. Davis had been serving a seven-and-a-half-year sentence in Turkey for his involvement with Islamic State before being deported to the UK where he now faces several charges related to his terrorist activity in Syria.¹⁰ Davis' case becomes one of a number of British citizens who travelled, or attempted to travel, to Syria or Iraq for terrorist purposes that have since been convicted on their return to the UK.

Whilst the rates of charges, convictions and sentencing has remained relatively stable over the past few months, data recently released by

The number of individuals charged, convicted or sentenced regarding terrorist activity

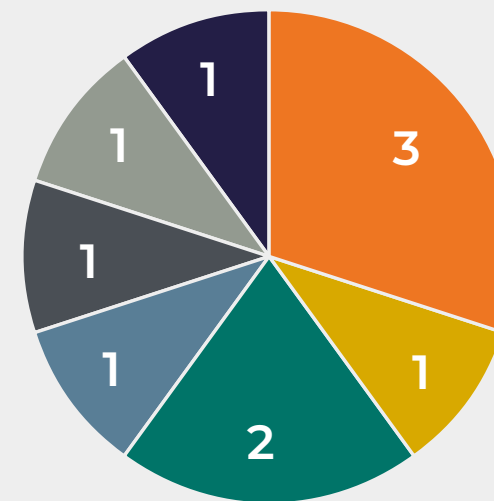
	Charged	Convicted	Sentenced	Total
August	4	1	1	6
July	2	3	1	6
June	2	0	5	7
May	2	1	4	7
April	0	0	4	4
March	4	4	3	11
February	5	2	3	10
January	0	4	3	7

Source: Pool Re internal database

Note: Several individuals in both months were involved with more than one offence so appear on the diagram multiple times.

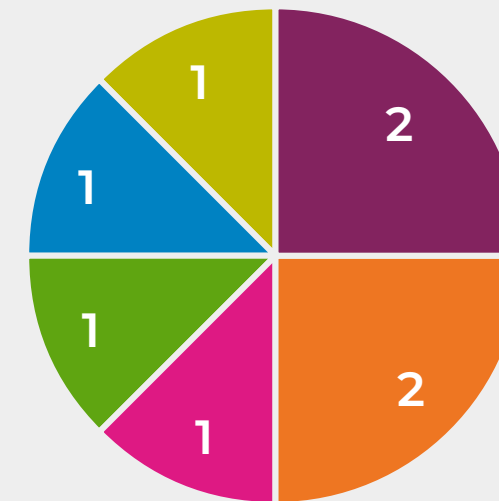
*Some charges have been shortened for editorial purposes

Number of people charged, convicted or sentenced for terrorism offences in August 2022



- Breaches of a Counter Terrorism notification order
- Possessing material containing information useful to terrorism*
- Encouragement of Terrorism*
- Inviting another to provide money intended for terrorist purposes*
- Entering into an arrangement resulting in money being made available to another for terrorist purposes*
- Possessing a firearm with reasonable suspicion that it was to be connected with committing, preparing or instigating terrorism*

Number of people charged, convicted or sentenced for terrorism offences in July 2022



- Dissemination of a terrorist publication
- Preparation of Terrorist Acts
- Collection of information useful for an act of terrorism
- Possession of an article for terrorist purposes
- Failure to comply with a notice of national security case
- Sharing online material that could encourage the commission, preparation or instigation of acts of terrorism

the Home Office indicated an 11% increase in arrests for the year ending June 2022 compared to the previous year.¹¹ This may be as a result of improved policing leading to an increase in arrests, or there is a realistic possibility that this is evidence of an increase in terrorist activity following the ending of pandemic restrictions. This situation will continue to be monitored to determine whether the increase in arrests will impact the threat to the UK. However, the lack of any large-scale attacks in that reporting period indicates that the increase may instead be a result of early intervention by police and security services.

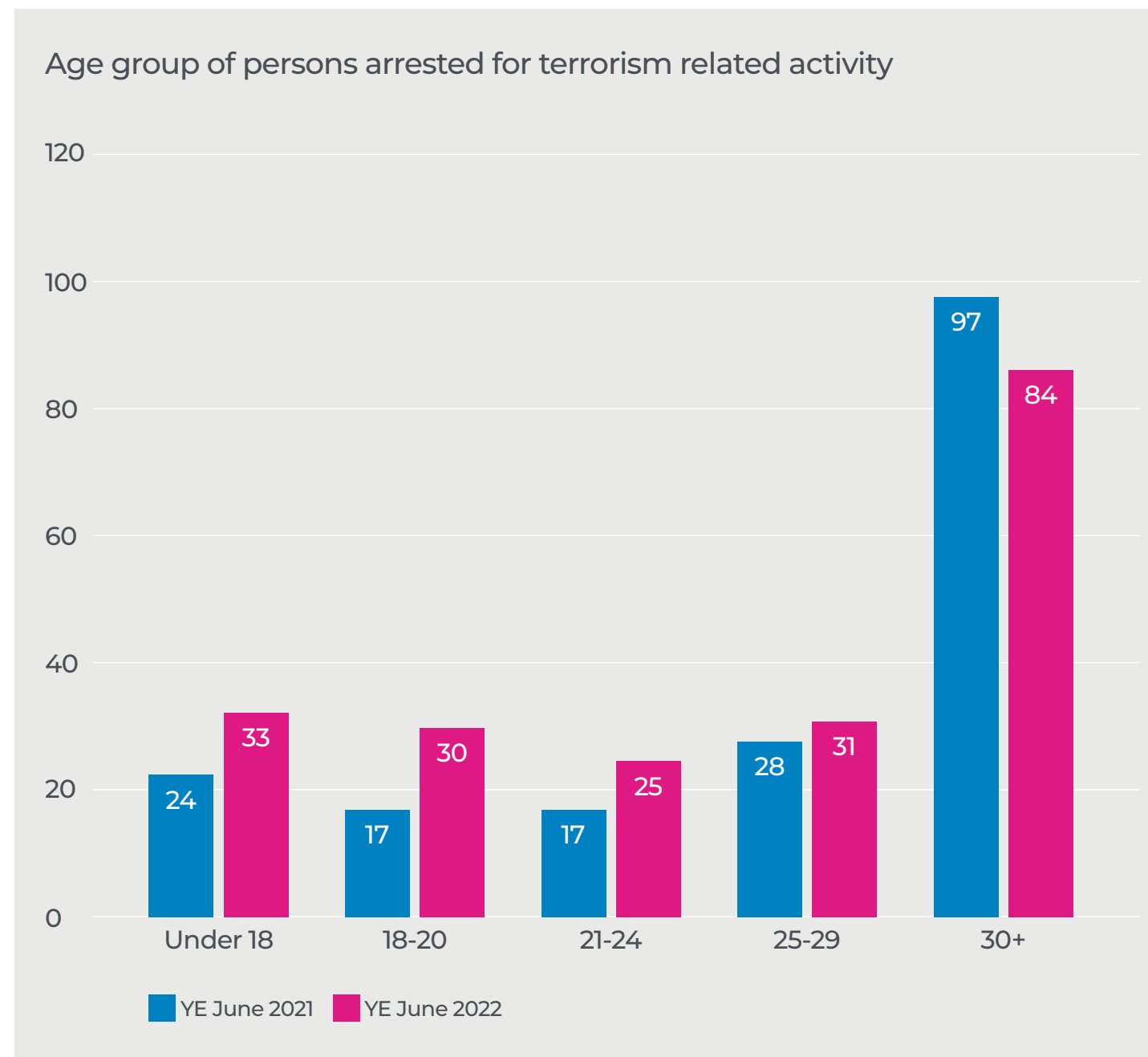
¹⁰ Aine Davis: Alleged fourth IS 'Beatle' arrested in UK on terror charges - BBC News

¹¹ Operation of police powers under the Terrorism Act 2000, quarterly update to June 2022 - GOV.UK (www.gov.uk)

News Roundup

UK: Home Office figures reveal rise in terror-related arrests

Terror-related arrests have increased by over 11% in the past year, according to recently published Home Office figures. Between June 2021-2022, 203 people were arrested for terrorism-related activity; 20 more than in the previous 12-month period.¹² Of those arrested, 16% were under the age of 18; the highest number of children arrested in relation to terrorism offences in a year since records began. The acting Senior National Co-ordinator for Counter Terrorism Policing, Commander Richard Smith, stated that children are more frequently being exposed to terrorist content and propaganda online and being arrested for "extremely serious terrorism offences".¹³ The arrest in July 2022 of a 15-year-old boy accused of plotting a so-called Islamic State-inspired terrorist attack



at the Isle of Wight Festival illustrates the increasing threat posed by radicalised minors in the UK.¹⁴

Vulnerable people, including children, are likely at risk of being targeted by terrorist groomers through the internet; particularly those from the far right.¹⁵ As a recent investigation carried out by the Guardian revealed, it is likely that children will continue to be influenced by right-wing actors, both online and offline, in the near future.¹⁶ Although their intended targets cannot yet accurately be predicted, based upon the progression of the UK's far right movement there is a possibility that these same children could in the near future mature to commit violent acts.

¹² Operation of police powers under the Terrorism Act 2000 and subsequent legislation: Arrests, outcomes, and stop and search, Great Britain, quarterly update to June 2022 - GOV.UK (www.gov.uk)

¹³ Terror-related arrests in UK rise by 11% over past year | The Independent

¹⁴ Monthly Threat Update July 2022 - Pool Reinsurance

¹⁵ New stats reveal the number of children arrested for terrorism offences is highest since records began | Counter Terrorism Policing

¹⁶ Revealed: UK children being ensnared by 'far-right ecosystem' online | Far right | The Guardian

Data Source: Operation of police powers under the Terrorism Act 2000 and subsequent legislation: Arrests, outcomes, and stop and search, Great Britain, quarterly update to June 2022 - GOV.UK (www.gov.uk)

News Roundup

UK: Three to face trial over 3D printed sub-machine gun

Three men are set to face the first trial relating to a completed 3D printed sub-machine gun in the UK. The group have pleaded not guilty to charges involving the sale or transfer of an FGC-9 hybrid sub-machine gun and the possession of eight 9mm Luger cartridges. Although their motivation remains unclear, Crown Court Judge Mansell suggested that such a weapon could only be intended for "the criminal underworld and terrorists".¹⁷

The charges come amidst a rise in the number of arrests made in connection to 3D-printed guns in recent years. Since 2019, six people in the UK have been prosecuted in cases involving 3D-printed firearms as experts have highlighted a link between 3D-printed firearms and extremism in the UK.¹⁸ Furthermore, whilst previous cases have often involved low-sophistication and/or incomplete firearms upon arrest, this trial involves a completed hybrid

firearm as well as the possession of ammunition. Whilst, previously, restrictions in the UK surrounding the purchase and possession of ammunition have meant that those able to print a firearm may not have been able to carry out an attack, this case proves the increasing capability of malicious actors to bypass legislation and to develop more complex firearms.

As terrorist capabilities improve and information is shared by extremists online, there remains a realistic possibility that the UK could see plots involving 3D-printed weapons in the medium term. Due to the challenges associated with obtaining large quantities of ammunition in the UK, it is unlikely that an attack would target a large crowd. Instead, an attack would more likely target Police, Military or Government (PMG) figures by using a small number of rounds to carry out an assassination-type attack of a key figure.



FGC-9 - a physibler, 3D-printable semiautomatic pistol caliber carbine, first released in early 2020

¹⁷ Three men face first UK trial over 3D printed sub-machine guns - Wales Online

¹⁸ 3D-printed guns are appearing on British streets - and the police are taking notice | UK News | Sky News

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News Roundup

UK: London Bridge terror attack victim wins £300,000 pay-out

A survivor of the 2017 London Bridge terrorist attack has been awarded £300,000 in compensation after suffering severe injuries during the attack. In June 2017, three Islamist terrorists drove a van into pedestrians on London Bridge before disembarking the vehicle and stabbing people in Borough Market. Eight people were killed and 48 injured. Having been struck by the vehicle, survivor Peter Lunt spent eight months in hospital after suffering a severe traumatic brain injury and multiple fractures. Lunt sued the estates of two of the attackers and the insurance company who insured the van used in the attack. The pay-out demonstrates the wider impact that terrorism events can have as well as the necessity of considering wider liabilities when insuring any given asset.

UK: Over 800 reports of "suspicious activity" following Queen's death

UK counter-terror police received over 800 reports of concerns and incidents during the mourning period following the death of Her Majesty The Queen. Over 100 of the reports are now being actively investigated. The steep increase in reports came amidst the UK's biggest ever security operation - Operation London Bridge - launched to protect members of the public and world leaders throughout the mourning period. Searches were carried out for potential threats at key venues, protections against hostile vehicles were introduced throughout crowded places, and specialist drones were deployed. The doubling in reports and ongoing investigations illustrate the continued threat posed by malicious actors in the UK. However, Operation London Bridge has also demonstrated the capabilities of UK security services, as well as the public's ever-necessary role in identifying and responding to potential risks.



Armed police patrol before the Committal Service for Queen Elizabeth II held at St George's Chapel on September 19, 2022. Photo by Aaron Chown - WPA Pool/Getty Images

UK: Man arrested over 1996 IRA Manchester bombing

On 9 September, a man was arrested at Birmingham Airport in connection with the 1996 IRA Manchester bombing. The attack carried out in June of 1996 struck the heart of Manchester, resulting in the evacuation of over 75,000 people before a lorry bomb was detonated. Whilst no one was killed, hundreds of people were left injured. The arrest comes amidst continued efforts by intelligence and police officers to hold all those responsible for the attack to account. Whilst the threat posed by dissident republican actors to the UK has significantly reduced in recent years, the arrest and later release of this individual illustrates that certain actors allegedly involved with the historic bombing campaign are likely still at large.

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CANADA: 10 dead in mass-stabbing in Saskatchewan, Canada

On 4 September, 10 people were killed and 19 others injured in a mass-stabbing in Saskatchewan, Canada. Damien and Myles Sanderson attacked multiple victims at random locations across the James Smith Cree Nation before fleeing from police. On 5 September, Damien Sanderson was found dead. On 8 September, Myles also died, having experienced "medical distress" following his capture by police.¹⁹

Whilst the motivation for the attack may never be known and it is therefore unlikely that this event will be designated as terrorism, the Canadian police say that many of the victims appear to have been targeted.²⁰ The stabbing spree also raises questions as to why Myles Sanderson was given the opportunity to carry out such attacks given his long history of violence. Sanderson had received 59 convictions over



Chiefs hold a press conference at the James Smith Cree Nation on September 8, 2022, following the deadly stabbing spree in a remote western Canadian Indigenous community on September 7, killing 10 people. Photo by LARS HAGBERG/AFP via Getty Images.

20 years, including domestic assault, assault with a weapon, and attacking a police officer. However, Sanderson had been released while serving a four-year sentence following assessments by the parole board that no longer deemed him a threat to society.²¹

The attacks in Saskatchewan underline the continued threat posed by the use of low-sophistication methodologies by malicious actors, including those intending to carry out attacks in the UK. There is a possibility that terrorist actors in the UK could carry out a similar attack in an effort to circumvent UK counter-terrorism policing and legislation that would preclude higher complexity methods. Were such an attack to be carried out, there would be a high likelihood that businesses in the surrounding area would suffer from business interruption and loss of attraction, particularly

if the offender remained at large for a sustained period following an attack.

¹⁹ Canada stabbings suspect Myles Sanderson dies after arrest - BBC News

²⁰ One suspect in Canadian mass stabbings found dead, another still on the run | Reuters

²¹ Suspect arrested over Canada mass stabbing dies from self-inflicted injuries | Canada | The Guardian

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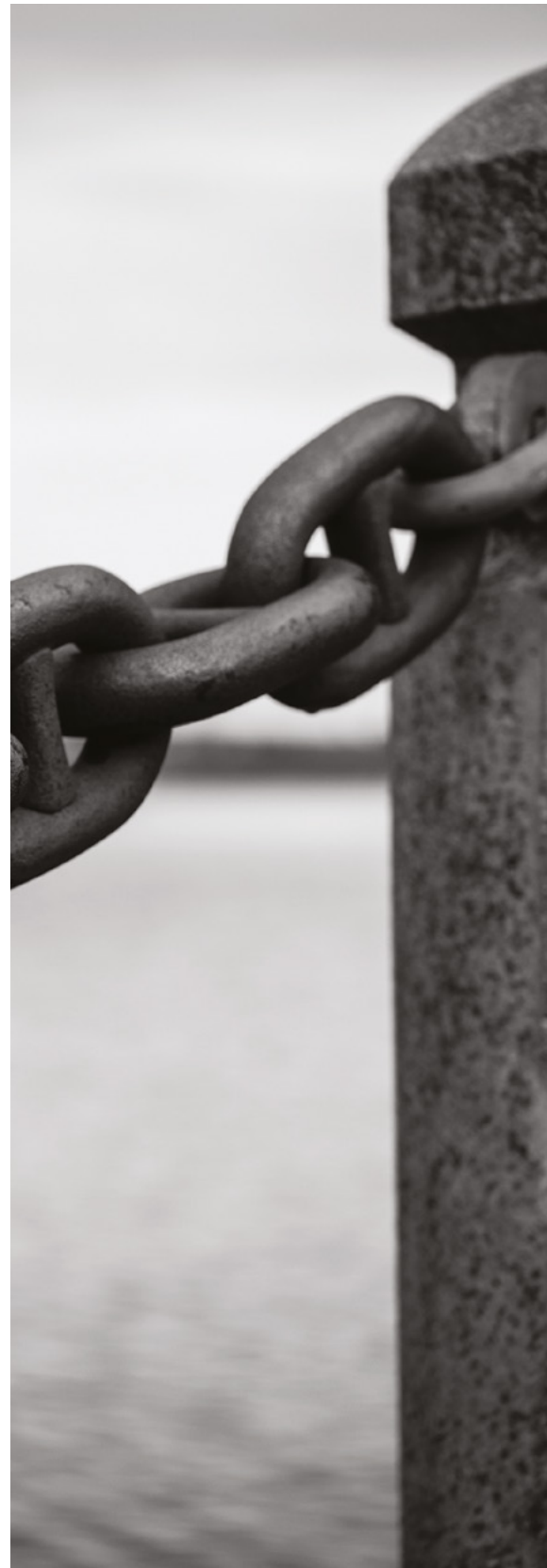
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 **Risk Awareness**

 **Risk Modelling**

 **Risk Management**

Understanding risk, enabling resilience

Whilst the human cost of terrorism is devastating, the financial impact an incident can have on communities, businesses and economies is generally greater than most realise.

At Pool Re we understand that terrorism is a significant multi-faceted peril that can expose businesses in a complex way. Like many other catastrophic perils, terrorism is a challenge which requires a collaborative approach.










We have been the UK's leading terrorism reinsurer for over a quarter of a century. During this time our SOLUTIONS division

have developed a specialist team of experts who can work with you to help you and your Policyholders understand and manage the terrorism threat.

We believe all organisations and businesses can benefit from a better understanding of the terrorism risk solutions available.

To find out more about Pool Re SOLUTIONS and how your organisation can take advantage of this service please contact us at: solutions@poolre.co.uk

Threat level

	Critical: an attack is highly likely in the near future	Severe: an attack is highly likely	Substantial: an attack is likely	Moderate: an attack is possible but not likely	Low: an attack is highly unlikely
Threat from terrorism to the UK:					
Threat from Northern Ireland related terrorism to Northern Ireland:					

Government advice

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