Witness Name: JONATHAN EMMETT

Exhibits: [JE/126], [JE/127]

Dated: 07/09/2026

THE SOUTHPORT INQUIRY: PHASE 2

SECOND WITNESS STATEMENT OF JONATHAN EMMETT

INTRODUCTION

1. I am the Director of Counter-Terrorism at the Home Office. I have previously provided a witness statement to the Inquiry dated 31 July 2026. I provide this second statement at the request of the Inquiry to explain two further developments which were not covered in that first witness statement.

FIVE COUNTRY MINISTERIAL COUNTERING VIOLENT EXTREMISM HUB

1. Established in 2013, the Five Country Ministerial (FCM) is an annual meeting of home affairs, interior, security, border, and immigration ministers from Australia, Canada, New Zealand, the United Kingdom, and the United States, focused on national security, migration, and public safety cooperation. The Home Secretary is the UK's attendee. In this international forum and its underlying working groups, the term Countering Violent Extremism (CVE) is used to refer to preventative Counter-Terrorism work. For the UK, this largely covers the Prevent pillar of our Counter-Terrorism Strategy (CONTEST); for international partners this varies depending on the specifics of their own strategic framework. As the threat has evolved, the term CVE has increasingly been used by the five countries to also cover collective consideration of the problem which we in the UK describe as Non-Ideological Extreme Violence (NIEV) (paragraphs 7 and 157 of my first witness statement refer). International partners use a variety of terms in a similar context

including 'nihilistic violent extremism (NVE)', 'school massacre violence' and 'Com-related violence'.

2. On 24-26 August the FCM took place in Sydney, Australia and amongst other matters agreed to establish a Countering Violent Extremism (CVE) Hub. The FCM CVE Hub will be based in the UK Home Office. The Hub is likely to become operational in Spring 2027, subject to logistical arrangements and agreement to a formal Terms of Reference.

3. Prevention of terrorism has been a longstanding priority for Five Eyes partners, evidenced by the FCM CVE Working Group (CVE WG) being in existence for around a decade. This is a sub-group of the FCM Ministerial forum. The UK representative at the CVE WG is the Deputy Director for Counter Radicalisation and Extremism, with working level support provided predominantly by the Preventing Radicalisation Online (PRO) team within the Home Office (para 16 of my first Witness Statement refers).

4. Chairmanship of the FCM rotates each year, with Australia chairing for 2026. As chair, Australia proposed that one of the focus areas for the year should be terrorism and violence prevention, given the tragic antisemitic terrorist attack at Bondi Beach. To start the process of securing agreement for the topic to be discussed at the meeting in Sydney, Australia shared on 5 May 2026 the first iteration of a number of suggested deliverables, which included a 'Five Eyes Counter Terrorism Staff Exchange Program' and a 'Joint online intervention pilot for vulnerable individuals'.

5. In response to the Australian proposal the Home Office officials considered going further to propose a UK-hosted FCM CVE Hub as a potentially more impactful approach than the 'staff exchange'. Advice was put to the Director-General of the Homeland Security Group for consideration on 13 May, who agreed that the UK should put forward this proposal. Draft Terms of Reference for the Hub were developed by the UK and circulated to the FCM CVE WG members on 3 July.

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6. On the 26 August (Australian time), at the FCM Ministerial meeting, the commitment to explore the creation of a UK-hosted CVE Hub was agreed, subject to further development of the detail through the CVE WG. We are envisioning the Hub as the 'delivery arm' of the FCM CVE WG, and where appropriate the vehicle that will take forward the 'Counter

Terrorism and Violence' deliverables agreed at the FCM Ministerial 2026. Specifically these deliverables are:

a) Exploring Countering Violent Extremism Hub;

b) Consider opportunities for the integration of the Australian Counter Terrorism Online Centre with existing Five Eyes coordination cells (this will ensure a new Australian capability is efficiently connected with operational partners);

c) Counter-terrorism and AI threats opportunities project (a commitment to create a new, time limited, FCM Working Group to consider potential policy responses to AI in CT and report back to Ministers in 2027);

d) Joint online-offline diversion program (detail set out at paragraph 12); and

e) Shared analysis on emerging radicalisation threats, particularly targeted at youth (a commitment to join up new analytical work and shared products).

7. The exact Terms of Reference for the Hub and its priority areas of focus are yet to be agreed and will be progressed by the CVE WG. The Hub is a further step forward in longstanding joint work by the Five Countries to tackle a wide range of extremist, terrorist and violent harms. Subject to agreement from participating nations, the Hub will explore early intervention and preventative support and examine the impact of emerging technologies on a range of harms including terrorism, violent extremism, and non-ideological extreme violence, among other topics.

8. The Home Office views the agreement at the FCM to this proposal as an important symbolic commitment for the Five Countries to collaborate even more closely on CVE, which sends a clear message within respective governments, to civil society and to industry about the importance of these issues. It is the starting point for full development of the Terms of Reference for the Hub, and we expect that it will take several months and further discussions with FCM partners until the Hub is staffed, becomes operational, and can set clear priorities. We expect and will press for the Hub to draw on the Inquiry's work and the findings of Phase 2 and incorporate this into its own work where appropriate, and where agreement can be sought between partners. The Home Office's current thinking on the Hub is as follows:

a) The Hub will be located within the Home Office building at 2 Marsham Street, sitting alongside the Counter Terrorism Directorate.

b) While the Hub's priorities may evolve over time, initial focus is expected to centre on terrorism, violent extremism and related harms, with particular emphasis on strengthening collective responses to online radicalisation.

c) The Hub is also expected to explore opportunities to enhance early intervention, safeguarding, diversion and other preventative support mechanisms, this is likely to include the growing challenge of NIEV.

d) Given the rapid pace of technological change, a further area of focus will be understanding the impact of emerging technologies, including artificial intelligence, on radicalisation and violent extremism.

e) Underpinning this work will be the exchange of evidence, expertise and lessons learned across FCM partners, including comparative analysis of legislation, policy approaches and interventions, with the aim of identifying effective practices and strengthening collective capability.

f) The Hub will not undertake intelligence collection, operational case management, or activities that duplicate existing FCM governance arrangements, such as the FCM CVE WG and Ministerial forum.

9. The following extract from the Draft Terms of Reference, presented to the FCM, sets out the proposed outputs:

1) Threat and Policy Insight
    i. Identify emerging threats, trends and policy challenges affecting FCM partners.
    ii. Annual strategic assessment of emerging CVE challenges.
    iii. Comparative policy and legislative reviews.
    iv. Support collective understanding of evolving threats, including NIEV and youth violence.

2) Intervention Development
    i. Comparative evaluation reports on interventions, diversion approaches and prevention programmes.
    ii. Explore how existing tools and interventions can be adapted or scaled across jurisdictions.
    iii. Develop international online pilots and evaluation of innovative prevention approaches.

3) Technology and Industry Engagement
    i. Technology engagement strategies and collaborative industry products.
    ii. Promote joint positions, information sharing and collaborative approaches where appropriate.
    iii. Identify opportunities for collective action on online harms and violent extremism.

4) FCM Support
    i. Deliver agreed FCM CVE and Terrorism & Violence workplan commitments.
    ii. Provide policy support, drafting and coordination for agreed ministerial deliverables.
    iii. Act as a centre of expertise for future FCM initiatives in the CVE space.

10. The FCM Ministerial agreement to the proposal of a Hub is the beginning rather than the end of the process, with detailed engagement needed with Five Eyes partners to shape the Hub's priorities, governance arrangements, workplan and longer-term objectives. Five Eyes partners will also need to take forward work internally to approve any secondment including identifying the individuals with the right expertise and skill sets to undertake the secondment. Our best estimate is that it will take 6+ months for the Hub to be operational. This accounts for the iterative process of finalising the remit of the Hub, alongside the process of Five Eyes partners identifying the best-placed secondees and then progressing approval processes (including securing visas).

ONLINE-OFFLINE DIVERSION PROGRAMME

11. A further agreed deliverable at the FCM Ministerial was an Australia-led online-offline diversion program in partnership with big tech platforms. The details and next steps of this work, along with all CVE deliverables from the FCM, will be taken forward by the CVE WG, with a planned in-person meeting at the end of November. I will ensure that details of this further proposal are shared with the Inquiry as they become clear. **T2D**

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PILOT PROJECT TO IDENTIFY PROACTIVELY TERRORIST CONTENT AT SCALE

12. At paragraph 238 of my first Witness Statement, I explained that the Home Office is taking forward a pilot to be delivered by the end of the 2026/27 financial year that will use AI tools to identify proactively terrorist content at scale and then bulk refer this content to technology platforms for removal in line with their terms of service. By way of update, the Transparency Notice for this pilot went live on 1 September 2026. It is available and exhibited as **[JE/126]**. A Transparency Notice is required when a public contract is awarded without a competitive tendering procedure and is placed directly with the supplier of the contracting authority's choosing, in this case Tech Against Terrorism. The Notice must be published before the contract is directly awarded as explained in the Direct Award Guidance exhibited as **[JE/127]**).

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STATEMENT OF TRUTH

I believe that the facts stated in this witness statement are true. I understand that proceedings may be brought against anyone who makes, or causes to be made, a false statement in a document verified by a statement of truth without an honest belief in its truth.

Signed SIGNATURE

Dated 7 September 2026