Charities and terrorism

Designated individuals and entities

Separate from proscription, designation is a process by which an individual, organisation or group (referred to as entity) is subject to financial restrictions in the UK. They include restrictions imposed as part of sanctions against foreign countries, governments, entities or individuals (for example, for human rights abuses, or for proliferation of weapons of mass destruction).

Under the Terrorist Asset-Freezing etc Act 2010, persons or entities are designated because HM Treasury has reasonable grounds to suspect (in the case of an ‘interim’ designation) or believe (in the case of a ‘final’ designation) that they are or have been involved in terrorist activity or are owned, controlled or acting on behalf of or at the direction of someone who does. An ‘interim’ designation is for a period not in excess of 30 days and a ‘final’ designation for a period not in excess of one year, unless renewed.

There are separate regimes whereby persons or bodies are designated because they are associated with Al-Qaida, or the Taliban.

The Foreign and Commonwealth Office (FCO) is responsible for overall policy on international sanctions including the scope and content of international sanction regimes. HM Treasury is responsible for the implementation and administration of international financial sanctions in the UK, for domestic designation (principally under the Terrorist Asset-Freezing etc. Act 2010) and for licensing exemptions to financial sanctions. HM Treasury’s Asset Freezing Unit is responsible for carrying out the HM Treasury’s responsibilities for financial sanctions. They can be contacted at: Asset Freezing Unit, HM Treasury, 1 Horse Guards Road, London, SW1A 2HQ; email: assetfreezingunit@hm-treasury.gsi.gov.uk; fax 020 7451 7677; telephone: 020 7270 5664 or 020 7270 5454).
**What are UK designated individuals and entities?**

**Short answer**

A designated individual or entity is an individual, organisation or group which faces financial restrictions in the UK, as they are suspected (for interim designation) or believed (for final designation) to be someone who commits, prepares or instigates or facilitates the commission of acts of terrorism, or provides support or assistance to terrorists or is owned or controlled by someone who does.

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**In more detail**

Following the terrorist attacks of 11 September 2001, the UN Security Council adopted Resolution 1373 (2001), denouncing terrorism and requiring member states: to prohibit all forms of financial support for those who participate in terrorist acts, not to provide safe haven to terrorists or any kind of support to terrorists and to share with other governments information about any groups practising or planning terrorist acts.

The EU adopted Council Regulation (EU) No 2580/2001 to give effect to Resolution 1373 (2001) in the EU. It imposes specific financial sanctions against certain listed targets with a view to combating terrorism. Such targets are included in the UK’s consolidated list under the Terrorist Financing regime.

The Terrorist Asset-Freezing etc. Act 2010 (the ‘2010 Act’) gives effect to Resolution 1373 (2001) and provides for enforcement of Regulation (EU) No 2580/2001 in the UK. The 2010 Act implements the ‘asset freezing’ requirements of **United Nations Security Council Resolution (UNSCR) 1373** in the UK by:

- providing for financial restrictions in the UK against individuals who have been designated as terrorists following EC Regulation 2580/2001
- allowing HMT ministers to impose financial restrictions on people who they have reasonable grounds to suspect or believe commit, attempt to commit, participate in or facilitate terrorism

Those associated with the Al-Qaida network and the Taliban regime are subject to specific measures imposed by the UN in Resolutions 1333 (2000) and 1390 (2002) and Regulations (EU) No 881/2002 and No 753/2011. These are given direct effect in the UK by The Afghanistan (Asset-Freezing) Regulations 2011 (SI 2011/1893) and The Al-Qaida (Asset-Freezing) Regulations 2011 (SI 2011/2742).

There are individuals and entities listed on the Consolidated List for Financial Sanctions Targets in the UK under international country sanctions regimes. Although these are outside of the scope of this chapter of the guidance, the implications will be the same for an individual or entity listed for another reason.
What are the implications of this?

Short answer

The main implication of being designated is that the entity or individual is subject to financial restrictions. Following designation, the UK has a legal duty to take action to freeze the assets of that organisation, group or person.

In more detail

Designated individuals and entities are subject to financial restrictions: the UK has a legal duty to take action to freeze the assets of that organisation, group or person.

Legal requirement: the provisions of legislation make it a criminal offence for a person (including the designated person) to deal with funds or economic resources belonging to, owned or held by a designated individual or entity. It is also a criminal offence to make funds, economic resources or financial services, available directly or indirectly, to or for the benefit of a designated individual or entity.

HM Treasury may grant a licence to exempt certain activities from the prohibitions in certain circumstances. A licence may be general (granted to a category of persons or to a particular person), subject to conditions, of indefinite duration or subject to an expiry date, and can be varied or revoked at any time.

How can charities find out about which organisations and individuals are designated?

Short answer

A consolidated list of all those individuals and entities whose assets have been frozen in the UK is available on the financial sanctions pages of HM Treasury’s website.

In more detail

A consolidated list of all designated individuals and entities whose assets have been frozen in the UK is maintained by HM Treasury and is available on the financial sanctions pages of HM Treasury’s website: Consolidated List of Financial Sanctions Targets in the UK. This includes all entities, groups and persons designated in the UK, following EU Regulations or UN Resolutions. The list is split into ‘regimes’ with the ‘individuals’ and ‘entities’ under separate headings. You can subscribe to receive notifications of changes to the Consolidated List via HM Treasury web pages.

Practical advice

The HM Treasury’s Asset Freezing Unit offers a free subscription facility for notification by e-mail when a Financial Sanctions-related release is published on HM Treasury website and the consolidated list of targets is updated.

Find out how to subscribe.
When using and navigating the consolidated list of financial sanctions targets:
1. Open the **full list** as a spreadsheet to be able to search alphabetically, or use the ‘Find’ function.
2. Names of individuals are numbered with the last name listed as ‘Name 6.’
3. Check as many different pieces of information as possible: for example, aliases and nationality.
4. Those designated under international country sanctions regimes are listed under specific headings.

**Why do charity trustees need to know about designated individuals and entities?**

**Short answer (legal requirement)**

Charities and their trustees may come into contact with designated individuals and entities during their work. Trustees may commit a criminal offence if they make funds or economic resources available to designated entities, groups or individuals without a **licence from HM Treasury**.

**In more detail**

Trustees must be vigilant to ensure that a charity’s premises, assets, staff, volunteers and other resources cannot be used for activities that may, or appear to, support terrorist activities. People and groups can be designated for association with Al-Qaida and the Taliban (UN designations) or because HM Treasury has reasonable grounds to suspect or believe that they are someone who is involved in the commission, preparation or instigation of acts of terrorism, or in conduct that facilitates (or is intended to facilitate) such acts or gives support or assistance to persons believed to be involved in such acts. Some are also designated as part of sanctions against foreign countries, governments, entities or individuals. Given the financial restrictions on the affairs of designated individuals and entities, they may seek to take advantage of charities and their work. Trustees must therefore put in place proper procedures for managing the risks of coming into contact with designated entities, groups or persons, and taking appropriate steps if the situation arises.

Legal requirement: trustees must ensure that they do not commit a criminal offence if they deal with designated individuals and entities.

Entities, groups or persons may be designated in the UK even though they are not based here or have never operated here; this reflects the international nature of terrorism and helps to prevent the abuse of the UK financial sector for terrorist purposes. However, some of the individuals and entities designated in the UK are living or operating in the UK. It is therefore possible that charities working in any community or region in the UK, as well as internationally, may come across designated entities, groups or persons in their work. Charities that operate in regions where there are a large number of designated entities will be at greater risk of coming into contact with designated people. Nationalities and addresses of designated entities are included, and this may help charities to assess and manage the risk areas to them.

Guidance is given below on circumstances where individuals directly involved in the charity are designated, whether as trustees, volunteers, employees or beneficiaries. Advice is also given about what to do if it is discovered a trustee of the charity is a designated individual.
Generally, when assessing their risk management procedures, trustees should consider:

- incorporating regular checks of the designated list when considering whether to work with new people or organisations, especially in high risk areas
- ensuring aliases or common variants in spelling are covered, using the address or citizenship listed to help identify matches

Charities should also consider the risks to their reputation if they deliberately or unwittingly come into contact with designated entities, groups or persons. The risks to the reputation of the charity sector in general should also be considered.

**Case study: Checking consolidated list of designated individuals and entities**

A charity receives an application from an organisation for the supply of vehicles for use in another country where terrorists are understood to operate. The trustees have not heard of the organisation before. As part of their vetting procedures, the trustees search for the organisation name on the consolidated list of designated individuals and entities.

No organisation is listed with exactly the same name. The trustees conduct a ‘key word’ search and an organisation appears with a very similar name, but with the words in a different order. The address of the entry is exactly the same as that of the applicant.

Although they cannot be certain that it is the same organisation, the trustees decide that the risk is too great for the charity and reject the application.

The factors they take into consideration include:

- the results of their search on an online search engine
- whether they have not heard of or worked with the organisation before

As they are in doubt about whether it is the same organisation, the trustees could have contacted the Asset Freezing Unit at HM Treasury for advice and confirmation about the identity of this organisation.

**Can a designated person be a trustee?**

**Short answer**

Legal requirement: No. A designated person cannot discharge all of his or her legal duties as trustee in the management and administration of a charity. They must not be appointed as a trustee.

If a trustee is subsequently designated, they must resign from their position or they will be in breach of charity law. It is a criminal offence for funds or economic resources to be made available to a designated person.

**In more detail**

The legal consequences of being designated make it impossible for a designated person to be a trustee. This is because it is a criminal offence for funds or economic resources to be made available to a designated person.
Trustees have a legal responsibility for the administration of their charity. They are custodians of charitable funds and hold them on trust for their charity. They have control over the management and administration of the charity and therefore, its assets. This applies irrespective of whether they are a signatory to the charity’s bank account or physically have access to the charity’s funds.

It is an offence for a designated person to deal with funds owned or controlled by them or for any person to do so at the direction of a designated person. Therefore a designated trustee would be unable to act in the administration of the charity without committing an offence unless licensed to do so by HM Treasury. Conversely, if the trustee in question did not deal with charity funds then they would be failing to discharge their legal duties as a trustee in the management and administration of a charity. Either way, this amounts to misconduct in the administration of a charity.

Trustees should take appropriate steps to ensure that a designated person is not appointed as a trustee. They should ensure appropriate eligibility checks are in place, which may include checking against the designated list of individuals and entities. More general information on trustee eligibility checks can be found in Finding new trustees (CC30).

What should a charity do if it discovers a trustee is designated?

Short answer

In order to ensure that they do not commit a criminal offence and are not in breach of the legal duties of trustees, the designated individual must resign as trustee. If they do not, the charity trustees should see if they have power to remove them from office.

Report a serious incident: if a charity discovers that it has appointed a designated person as a trustee, or a person who is a trustee subsequently becomes designated, the trustees must report this to the commission immediately.

In more detail

In addition to the criminal offences outlined above, having a designated person as a trustee opens the charity up to serious risk. Depending on the degree of control the designated person has over the charity, the charity could be at risk of being designated itself and its assets at risk of being frozen.

If a charity discovers it has appointed a designated person as a trustee, or a trustee is subsequently designated, the trustees must report this to the commission. Read more detailed information on reporting serious incidents.

It is essential that once it is discovered a trustee is designated, they are asked to resign. If they do not do so without delay, the other trustees should look at the charity’s governing document to see if they have the power to remove the individual concerned. If they do not have this power, they should approach the commission for advice. If the individual does not resign and the other trustees cannot or do not remove him/her, the commission will consider using its legal powers to do so in the interests of the charity.
When registering new charities, the commission currently cross-checks all trustees with the financial sanctions list. More general information on trustee eligibility checks can be found in Finding New Trustees (CC30).

See the commission’s quick guide chart to help you.

Case study: Designated trustees

The Commission was notified that a trustee of a charity was named as a designated person under the provisions of the Terrorist Asset Freezing etc Act 2010. If the individual continued to act as a trustee he would have been committing a criminal offence, because he would have been dealing with funds held by the charity.

This would have resulted in misconduct in the administration of the charity. In addition, because of his designation, the charity itself risked breaching the financial sanctions put in place by the Order if he was allowed to use charity funds. The charity was potentially putting itself at risk of having its assets frozen.

The designated trustee should have resigned from his position once he could no longer act as a trustee. However, he did not. To protect the charity, the Commission suspended him from acting as a trustee while providing guidance to the other trustees about the best way forward.

The charity’s governing document did not give the trustees the power to remove the designated trustee from his post, and he refused to resign. The Commission therefore removed the individual as a trustee using its powers under section 79 of the Charities Act 2011.

Can a designated person work or volunteer for a charity?

Short answer

Legal requirement: trustees should not allow a designated person to work or volunteer with the charity and expose it to undue risks.

If funds or economic resources are being made available to the designated person, this will be against the law unless a licence is obtained from HM Treasury. Even then, the risks to the charity are so high that it is difficult to see how trustees could show that this is in the interests of the charity and could properly discharge their legal duties as trustees.

In more detail

Legal requirement: it is a criminal offence to make funds, financial services or economic resources available to or for the benefit of designated persons unless a licence is obtained from HM Treasury’s Asset Freezing Unit. This would include paying wages to an employee, refunding expenses to a volunteer, or the charity paying for equipment such as computers or mobile phones, if these provide a financial benefit. The charity should seek advice from the Asset Freezing Unit in individual cases. By law the charity would have to obtain a licence from HM Treasury before they could pay for the services of someone who is designated.
This also affects a charity taking on volunteers. Individuals can volunteer their services in many ways. Providing health programmes, offering social facilities, running advice centres and fund raising are just some of the ways people give their time to charity. Not every volunteer will have direct access to a charity’s funds. However, there is a possibility that they may have access to or benefit from other forms of economic resource provided by the charity.

In addition to the risk of committing a criminal offence, there are risks to the charity given that a person is designated because they are suspected of being someone who commits, attempts to commit, participates in or facilitates the commission of acts of terrorism. The risks to charity in taking on a volunteer who is designated are so high that it is difficult to see how trustees would be able to show this is in the interests of the charity and properly discharge their legal duties as trustees.

If the charity discovers that they have employed a person who is designated or taken them on as a volunteer, they should contact HM Treasury and the commission immediately. If the trustees decide to terminate the employment contract of person who is designated, the commission strongly recommends that they first seek legal advice on how to do this properly and fairly given the contractual rights the employee has.

If, despite the risks explained here, the charity’s trustees want to take on volunteers who are designated persons, they need carry out a full individual risk analysis. The commission strongly recommends that they seek advice from HM Treasury before doing so. If trustees ignore or fail to properly deal with the risks, the commission may use this as evidence of misconduct or mismanagement in the administration of the charity.

See the commission’s quick guide chart to help you.

Can a beneficiary who is designated receive services from a charity?

Short answer

This is possible but carries significant risks. Great care needs to be taken to ensure the charity and its trustees do not commit a criminal offence and that the charity does not damage its reputation, nor appears to support terrorism.

Before any aid, goods or services are given to a designated person, even if this is clearly in support of the charity’s purposes, the trustees should consider obtaining legal advice to ensure they are acting lawfully. They should also contact the commission for advice and HM Treasury for any necessary licence.

In more detail

Charities can work with, and give support to, beneficiaries who have criminal backgrounds, including those associated with terrorist activities, as long as this work is lawful, furthers the charity’s purposes, and the trustees comply with their charity law duties when coming to that decision.

When judging if the support to the beneficiary is lawful, trustees should understand and take account of the legislation. Trustees need to ensure that in providing goods, services or other support to a beneficiary who is a designated person, that they do not commit the offence of making funds or economic resources available to a designated person without the necessary licence, or any other offences under counter-terrorism legislation.
The range of aid and services charities offer is wide ranging. It is important that trustees recognise that the laws forbid the provision of economic resources as well as funds. The risks will depend upon what activities and services a charity provides. For example, the risks will be higher for a charity that provides grants to people in poverty to help them with their utility and food bills or help pay for school uniforms for their children. There may be fewer risks for a charity which runs a museum which is open to the public to view works of art by local artists (where admitting the designated person to the museum would not be an offence in itself). Other activities where the risks are higher may include, for example, a charity that:

- pays for the cost of training courses and apprenticeships (particularly if the funds are passed to the designated person for onward payment for training)
- pays for furniture or basic provisions for people in poverty
- arranges and pays for private medical treatment

If a charity chose to provide charitable relief, services or support solely to beneficiaries because they are designated persons, this would not be acceptable. While the designated persons may be in individual need, one of the purposes of the charity then becomes or risks becoming support for terrorist purposes, which is not permitted under UK law.

See the commission’s quick guide chart to help you.

Trustees also need to take into account the wider risks to the charity, including the appearance of support for terrorist causes and reputational damage, which arise given that a person is designated because they are suspected of being someone who commits, attempts to commit, participates in or facilitates the commission of acts of terrorism. Wider risks to reputation should be considered throughout these processes, as the potential impact on a charity’s reputation can be wide-ranging.

Case study: Working with beneficiaries who are designated

A charity is distributing widespread aid to a region in the form of a range of goods and services. They are aware of the provisions of the Terrorist Asset Freezing etc Act 2010, which prohibit the provision of economic resources to designated individuals and entities.

The trustees conduct a risk assessment of this programme which takes in a range of beneficiaries, purely on the basis of need. It is considered inappropriate and disproportionate to cross-check each beneficiary with the consolidated designated list.

The charity trustees carry out this assessment to reduce the risk of being breaking criminal and charitable law. They are also aware that it is a not a criminal offence if a person does not know and has no reasonable cause to suspect that they are making funds, economic resources or financial services available, directly or indirectly, to or for the benefit of a designated individual.

However, as part of the risk assessment, it is decided to cross-check the designated list with a smaller number of beneficiaries who receive specific financial grants from the charity.
Can charities work with partners who are designated?

Short answer
Legal requirement: charities will commit a criminal offence if they have unauthorised financial dealings with partners which are designated.

It is difficult to see how a close working relationship with a designated entity is possible either under criminal or charity law. Even if a charity could do so without committing a criminal offence, charity trustees must assess the risks and ensure that they do not damage the charity’s reputation, nor appear to support terrorism by working with the partner. A charity must never work with a partner designated in the UK.

In more detail
The commission encourages charities to look regularly at what can be achieved for beneficiaries through working in partnership. The ability to work with other organisations is particularly important for charities that work internationally. Non-Governmental Organisations (NGOs) provide crucial, innovative services in their respective countries.

When working internationally, charities often operate through local partners rather than establishing their own delivery infrastructure in their country or region of operation. Working through or with a local partner can be an effective way of delivering significant benefits direct to a local community. It does not, however, alleviate or shift responsibility for ensuring the proper application of the charity’s funds by the local partner. That responsibility always remains with the charity trustees, forming part of their duties and responsibilities under charity law. The need to implement risk management strategies therefore remains critical.

Trustees are under a continuing duty to satisfy themselves about the integrity of the charity’s partners. If there are concerns about whether a partner is designated, or has contact with designated entities, groups or individuals, the trustees must take adequate steps to assess the risks.

Trustees’ responsibilities
It is the trustees’ responsibility to manage risks to ensure that a charity’s premises, assets or other resources are protected from abuse. Trustees must be vigilant to ensure that a charity’s resources cannot be used for activities that may, or appear to, support terrorist activities. Trustees must also be vigilant to ensure that their own conduct and views would not cause a reasonable member of the public to conclude that the charity was associated or linked with terrorism. People and groups are designated because they are suspected of being or are connected to someone who commits, attempts to commit, participates in or facilitates the commission of acts of terrorism. Even indirect or informal links with terrorists or people suspected of being terrorists could result in a charity’s reputation and public trust and confidence in charity in general being harmed.
Therefore, in order to discharge their legal duties and responsibilities to act in their charity’s interests, the trustees would need to be satisfied that the potential serious harm to public confidence and other risks caused by associating with partners are properly assessed and managed. The trustees must put in place robust procedures to ensure that they do not inadvertently commit a criminal offence. This must also include a rigorous assessment of whether it is in the interests of the charity to have any dealings with them at all.

The risk of committing a criminal offence will be increased where the partnership arrangement involves joint or consortium funding for a project. Similarly, there is a risk if services or funds are provided to another organisation by both a charity and a designated partner or where the charity pays for goods or services on behalf of or for the benefit of a designated partner.

Trustees must therefore check the appropriate lists and try to determine the legitimacy of their partners. Consistent criteria should be applied for selecting local partners, ensuring there is sufficient knowledge of each prospective partner to make an informed choice. For example, trustees may consider a partner’s track record for delivering projects, consult with other charities that have worked with them, and ensure that they will comply with regulatory requirements in their own country.

More detailed information on ‘Know your partner’ principles can be found in the toolkit’s Chapter 2: Safeguarding Charity Funds.

See the commission’s quick guide chart to help you.

What happens if a charity is designated in the UK?

Short answer

The charity will have its accounts frozen and will not be able to operate. In addition, the charity’s partners and others may commit a criminal offence if they have financial dealings with the charity.

The trustees should seek independent legal advice and notify the commission immediately.

Report a serious incident: if a charity becomes designated, its trustees must report this to the commission (although the commission may have been contacted by HM Treasury or the bank already). The commission recommends that the charity seeks legal advice immediately.

In more detail

It is uncommon for charities to be designated under the UK legislation. However, if this were to happen, HM Treasury would contact the charity concerned, setting out all the information it needs to know about the effect of designation, what the charity has to do to get permission to use its funds and what its rights are to appeal the decision. A charity could be at risk of being designated because an individual involved with the charity has become designated.

The charity’s bank will be notified and its bank accounts will be frozen. This will clearly have an immediate impact on any activities the charity is carrying out and its ability to operate.
The commission cannot lobby on behalf of the charity about the decision. Nor can it give the charity permission to use its money. Once designated, the charity trustees have to apply to HM Treasury for permission to continue using charitable funds. The commission’s role is to ensure that the disruption caused to legitimate charitable work is minimised, and to address any regulatory concerns which arise from the reasons for the charity’s designation.

For information on designation by other countries, see The international dimension of this guidance.