

### British children associated with ISIS in camps in North-East Syria: Counter-terrorism, security and children's rights concerns in repatriation decision-making

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British children associated with ISIS in camps in North-East Syria: Counter-terrorism, security and children's rights concerns in repatriation decisionmaking

## Abstract

Drawing empirical insights from NGOs working on statelessness, repatriation, and children's rights relating to children residing in al-Hol and Roj camps in North-East Syria, I explore critiques of UK government decision-making concerning repatriation amid unprecedented use of citizenship deprivation powers affecting ISIS-associated children which has enforced parent-child separation. A policy gap is created where children are unable to be returned with caregivers if citizenship is deprived. Adoption of a case-by-case approach rather than coherent policy response to repatriation prolongs children's detainment within insecure camps. Using a critical race lens, I advance theoretical understanding of spatio-temporal logics of (in)securitisation within the context of counter-terrorism policies affecting British children in NES camps through convergence of violent conflict, citizenship deprivation, and state failure to repatriate. A children's right approach to repatriation decision-making is required to ensure British children's safe return and right to family.

Key words: camp, citizenship, counter-terrorism, ISIS, race, security

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## Context

In November 2019, former Foreign Secretary, Dominic Raab, announced that the UK government had begun to repatriate a small number of orphaned British children entrapped by conflict in North-East Syria (NES). Raab expressed: 'innocent, orphaned children should never have been subjected to the horrors of war' (cited in Sabbagh, 21 November 2019), positioning children as hapless victims of conflict requiring a humanitarian response. The decision prompted calls to enable all British children detained in Syria to be returned. However, then Home Secretary, Priti Patel, and then Defence Secretary, Ben Wallace, argued full-scale rescue posed security issues (Townsend, 16 November 2019) despite ongoing concerns (APPG on Trafficked Britons in Syria, 2022; Reprieve, 2021; RSI 2021a,b; Save the Children, 2021, 2022; Médecins Sans Frontières, 2022) of children's *insecurity* within camps amid Turkey's incursion of the border region and deteriorating weather conditions as winter approached (UNHCR, 2023). These divergent positions illustrate the security/safeguarding

paradox within CT responses whereby security is placed above child protection within repatriation decision-making for ISIS-associated children that this article explores.

Following the fall of Baghouz in 2019 and demise of ISIS or Daesh, the de-facto Kurdish-run self-governance within the region, the Autonomous Administration of North and East Syria (AANES), detained thousands of women and children within two open-air camps (APPG on Trafficked Britons, 2022:13): al-Hol and Roj. Al-Hol is the largest camp in NES run by the Syrian Democratic forces (SDF) and political leadership of the Syrian Democratic Council (SDC) in AANES holding around 49,100 people, 94 per cent are women and children (UN Security Council, 2023:4). Camp Roj holds around 3,000 people; around 65 per cent are children (OHCHR, 2023).

Conditions remain unsafe from security and humanitarian standpoints, particularly for approximately 7,442 third country nationals residing in the 'foreign' annex to al-Hol's main camp where aid is restricted (UN Security Council, 2023:4). These populations are assumed to be connected to ISIS, either having travelled to join and/or marry ISIS members (de Azevedo, 2020; Reprieve, 2021:45). Almost two-thirds of foreign camp detainees are children, the majority aged under 12 (Human Rights Watch, 2022a), raising children's rights concerns. An estimated 1,400-1,650 minors were taken by their parents to IS territory or born there (Cook and Vale, 2019:36). The Independent Reviewer of Terrorism Legislation, Jonathan Hall QC (2023:2), states that there are no official figures, but an estimated 60 'UK-linked children' remain in NES.

Human Rights Watch (2023:1) document that prior to October 2022, the UK refused to repatriate any women and only considered repatriating orphaned or unaccompanied children case-by-case. Reprieve (2021:51-52), a legal action and human rights NGO, found five cases where the UK government agreed to repatriate children but not their parents. For example, Mehak Aslam (Sabbagh, 15 January 2020) who left the UK in 2014 to join Daesh with her five children was deprived of her citizenship on security grounds. The UK government agreed to repatriate her four children – one daughter was killed in an explosion in Baghouz illustrating the risk to British children. Syrian-Kurdish authorities responsible for refugee camps deny UK requests where repatriation involves family separation, meaning children are indefinitely detained within insecure camps (Sabbagh, 15 January 2020).

The UK lags behind international allies concerning repatriation efforts (Wintour, 21 July 2023). Rights and Security International interviewed in this research launched its Global Repatriation Tracker in 2022 documenting estimated numbers of repatriated children, women, and men since 2019 to aid transparency and pressure states, including the UK, to act. Approximately 38 countries have repatriated some or most of their nationals<sup>1</sup> compared to the UK which has only repatriated 18 children (mostly orphaned or unaccompanied) and three woman since 2019 (RSI, 22 July 2024).<sup>2</sup> An estimated 20-25 British women or families are detained within Syrian camps not withstanding those denied citizenship appealing decisions within UK courts (Sabbagh, 12 December 2023); as the Shamima Begum case reveals, verdicts are difficult to overturn (Siddique, 23 February 2024).

Drawing on empirical insights from key non-governmental organisations (NGOs) working on statelessness, repatriation, and children's rights relating to women and children residing in al-Hol and Roj camps in NES, this article explores critiques of UK government decision-making concerning repatriation and unprecedented use of citizenship deprivation (CD) powers affecting ISIS-associated children/families which disregard state obligations to its citizens and the international community and have enforced family separation (APPG on Trafficked Britons, 2022; Reprieve 2021). An irreconcilable policy gap is produced where children cannot be repatriated with caregivers if denied citizenship. These NGOs operate

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internationally, but I focus on human/children's rights violations affecting British children within NES camps and impact of the UK government's protracted decision-making of adopting a case-by-case approach rather than a coherent policy response to repatriation, thus prolonging children's detainment within insecure camps. NGO accounts reveal how British children are *insecuritised* by multi-scalar and dynamic spatio-temporal logics. I argue that the security/safeguarding paradox within CT policy whereby security concerns are prioritised above child protection is legitimised by childhood radicalisation narratives which pathologise Muslim families (Abbas, 2019a).

The article is in four parts: firstly, the theoretical context integrates analyses of citizenship and securitisation using a critical race lens to explore how racialised security practices and politics of (un)belonging undermine citizenship rights (Abbas, 2021:71-190, 2019b; Tazzioli, 2021) through CT policy (Choudhury, 2017; Naqvi, 2022). I outline the CRT methodology and civil society coalition on statelessness. Findings delineate spatio-temporal logics of (in)securitisation concerning trajectories of detained children and agency; age-related factors affecting children's prolonged detainment in NES camps and treatment as victims/threats; children's rights violations resulting from CD and family separation; and NGO's advocation of a children's rights approach to protect children. I conclude that a children's rights framework is required in keeping with the UN Convention of the Rights of the Child (UNCRC) that treats children within armed conflict as victims and recognises obligations of member states to safeguard citizens.

# Theoretical context *Citizenship and racialised (in)securitisation: A CRT approach*

CRT developed from US legal scholarship (Crenshaw, 1995; Delgado, 1995). It is arguably a perspective rather than a theory (Hylton, 2012) but its unifying principles are that race is socially constructed and the means through which minoritised groups are 'ordered and constrained in society' (Treviño, Harris and Wallace, 2008:7). Racism is ingrained within institutional structures, practices, procedures and thus normalised within society (Delgado, 1995:xvi) in support of white privilege.

Subsets of CRT have developed beyond the Black-White paradigm in the US to explore distinct experiences of racially minoritised groups, including British Muslims. Breen and Meer (2019; also Housee, 2012) use CRT to explore how anti-Muslim prejudice is engendered through UK securitisation measures. Since 'visible' Muslims experience heightened surveillance, racialisation of Muslims is not reducible to 'race' (Ali, 2022:348). As an intersectional framework, CRT centralise race within analyses whilst recognising that oppressions connect with other identity categories, here, religion, gender and age. CRT has also been applied to examine 'racialized law enforcement practices' (Romero, 2008:28) affecting immigration and citizenship status.

Using a CRT lens, I expand scholarship on the securitisation of Muslims (Breen and Meer 2019) and citizenship that addresses criticisms within critical security studies of the neglect of race (Howell and Richter-Montpetit, 2020). Treatment of British Muslims as 'securitized citizens' (Hussain and Bagguley, 2013) deemed security threats within political, public and media framings legitimates CD that departs from previous CT responses. Between 1973-2002 there were no UK cases (Balakrishnan, 2018) despite the threat from IRA terrorism. Comparatively, in 2017 there were 104 UK cases (Shah, 2022) (162 between 2017-2020) concerning ISIS-related terrorism. Although ethnicity is unrecorded, sources document that most cases are 'Muslim men with south Asian or middle Eastern/north African heritage'

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(IRR, 2022:8). The UK government has responsibilities under international law not to leave individuals stateless. However, British Muslims are overwhelming from racially minoritised backgrounds<sup>3</sup> which has meant, as with Shamima Begum, they can be made de facto stateless on security grounds without having to prove citizenship elsewhere (Masters and Regilme, 2020), and are consequently *insecuritised* (Abbas, 2021; Croft 2012). Unprecedented use of CD has been strengthened by the controversial Nationality and Borders Act 2022 and introduction of Clause 9 which allows citizenship to be deprived without notice (IRR, 2022:3-

6).

Both citizenship and securitisation comprise spatio-temporal processes (Nauman, 2021). Pre-emptive CT measures re-work temporal conditions undergirding security responses by treating Muslims as already security threats to be managed. CRT's insistence on historical legal analyses helps reveal how past racial oppressions have contemporary effects (Möschel, 2011:1649). Colonial legacies underpinning differential citizenship rights allocate British Muslims, who are overwhelmingly from former colonies, insecure citizenship (Abbas, 2021:93108; Naqvi 2022). Repatriation decision-making highlights how citizenship functions to control movement by determining who belongs and who can be banished (Macklin, 2018).

As Fortier (2021:204) observes, *citizenisation* comprises contested spatialities and temporalities through which state-citizen relations are (re)configured resulting from a 'politics of waiting where who is to wait, how and what for are defined by, but also define, status.' Liminality provides a useful concept for understanding spatio-temporal 'separation' from previous social structures (Turner, 1969) or 'in-between' phases (Malkki, 1995:41). Stateless individuals are stuck in a liminal space or 'liminal statelessness' (Parsons and Lawreniuk, 2018:2) outside 'the national order of things' (Malkki, 1995) waiting to belong. The concept of liminality has been nuanced to account for different temporal conditions: 'transitional liminality' (Beech, 2011) involving specified transitional periods or 'perpetual liminality' (Johnsen and Sørensen, 2015) to describe indefinite states.

Alkhaled and Sasaki (2022:1584) advance 'indeterminate liminality' in the context of forced displacement during the Syrian conflict defined as a 'liminal state into which actors are forcibly entered, and their agency is structurally constrained until an unknown end date, leaving them to experience seemingly never-ending uncertainty.' Temporality is central to understanding structural constraints concerning spatial mobility whereby waiting is an effect of power. For Biner and Biner (2021:795), sovereign state power 'subjugates people through temporal power' through which 'subjects are transformed as they wait' into non-citizens. In place of the waiting room as the central emblem in Fortier's work on citizenisation, I argue that the camp occupies a similarly contested spatio-temporality that through the possibility of *de*-citizenisation, legitimised as a CT measure, exemplifies religio-racialised hierarchies of (un)belonging and (in)securitisation.

Citizenship deprivation powers also have significant spatial dimensions. As argued elsewhere (Abbas, 2021:305), Muslim populations experience (in)securitised spaces through 'complex interferences of different spatial registers (discursive, material and affective), scales (local, national, global) and dimensions (horizontal and vertical geopolitics).' Here, spatiotemporalities operate across geographic distance through convergence of imperial sites of war (ground and aerial spaces) and domestic repatriation decision-making. Liminal camp spaces are contemporaneous with political wranglings within UK policy/political spaces which delay repatriation efforts. Waiting has implications for children's treatment as victims or threats within CT policy and repatriation prospects as the next section explores.

## Children as victims or threats? Age and agency

Age at which children are judged security threats affects repatriation decision-making underpinning religio-racialised spatio-temporal logics of (in)securitisation. Cook and Vale (2018:5) argue that minors, dubbed 'cubs of the caliphate' that have featured in ISIS videos as campaigners, soldiers, suicide bombers and even executioners (Winter, 5 January 2016) are poised to further IS legacy after the fall of the caliphate, thus posing security threats. To assess threat levels, they recommend categorising children as 'infants (0-4 years); children (5-14 years) and teenagers (15-17 years).' Since temporal considerations underlie judgements, length of stay within camps impacts children's repatriation prospects. Age classifications are subjective, with the Radicalisation Awareness Network (RAN, 2018:2) placing infants at 0-3, children at 4-10, and teenagers at 10-17, suggesting children become threats earlier.

Categorisations are made alongside 'motivations and proscribed roles within IS' (Cook and Vale, 2018:5) that renders agency salient to threat assessment and assumes, problematically, that motivations are consistent, whilst downplaying coercive and exploitative ways roles may be ascribed (APPG on Trafficked Britons, 2022; War Child, 2023:5-7). This marks an important departure from treatment of children within the Children and Armed Conflict (CAAC) agenda as victims and exceptionalism granted Muslim children. For RAN (2018:1), emotional and physical trauma experienced by children under 10, including exposure to extreme violence and losing family members in conflict, positions them as security threats rather than victims of conflict: 'potentially vulnerable to radicalisation and violent extremism' if not properly re-integrated into society.

Failure for children to access adequate mental health within camps (Médecins Sans Frontières, 2022; Save the Children, 2021) and dominance of security frames that associate trauma with propensity for violence impacts repatriation decision-making and forces the issue of family separation.

### Children's rights violations and family separation

CRT offers a useful lens for exploring radicalisation cases, almost all of which relate to Islamist<sup>4</sup> terrorism (Ahdash, 2018:391), as important instances of religio-racialised discrimination affecting Muslim families/children. Although children of parents detained or arrested under the Prevention of Terrorism Acts during the Northern Irish Troubles may have temporarily been cared for by local authorities (Hillyard 1993), use of family courts and child protection agencies marks a departure. Radicalisation cases deviate from usual care cases whereby radicalisation is the only welfare concern, reflecting a particular socio-political context that 'seeks to regulate Muslim cultural difference and Muslim family life' (Ahdash, 2018:390).

Local authorities applied for family court orders across 2015-16 due to 'suspicions that children, with their parents or on their own, [were] planning or attempting or being groomed with a view to travel to parts of [the Middle East] controlled by ISIS' (Munby, 2015 cited in Blackbourn, 2020:1).<sup>5</sup> Ahdash (2023:1201) notes that following ISIS's demise, local authorities shifted attention in family court order applications to manage 'child-protection risks emerging from the return, or attempted return, of British parents and their children.' Convergence of family law with counter-terrorism and emergence of 'childhood radicalisation' (Abbas, 2019a) as a 'category of abuse' (Stanley and Guru, 2015:353) positions Muslim families as 'breeding grounds' for radicalisation (RAN, 2017:55) that legitimise state intervention from security and law enforcement and makes the question of child-parent separation salient.

Exceptional status afforded ISIS-associated families obfuscates their complex trajectories that may include grooming, trafficking, and other forms of sexual exploitation (APPG on Trafficked Britons, 2022; Reprieve, 2021). Children may have already experienced high levels of trauma where they have lost or been separated from caregivers (Human Rights Watch, 2022b) following the fall of Baghouz, the last territorial stronghold of IS. Trauma continues for minors and caregivers within NES camps through physical alienation and deprivation that cements stigmatised identification as 'ISIS families' (Cook and Vale, 2018:53). Save the Children (2021:24) report that family units in NES may not be biologically related or only partial biological families but have formed 'primary relationships in children's lives.' Governments have nevertheless used DNA testing to 'prove' children are nationals that subjects children to psychic and affective insecurities from family separation.

Whilst the UK government (UK Visas and Immigration, 2023) stipulates that deprivation decisions must involve consideration of the duty in section 55 of the Borders, Citizenship and Immigration Act 2009 to have 'regard to the need to safeguard and promote the welfare of children in the UK,' a caveat is provided that 'their best interests may be outweighed by countervailing factors' which encapsulates the security/safeguarding paradox inherent in CT policy and enabled through CD powers.

Despite recognition that parent-child separation re-traumatises children, including amongst CT professionals (RAN, 2021:2), security concerns are prioritised above children's rights. Where mothers are deprived of British citizenship for security reasons, their children are at risk of statelessness (Pougnet and European Network on Statelessness, 2021). Reprieve (2021:20) reports that a pregnant British woman had her citizenship removed, making her child stateless, exemplifying how security trumps child protection. The research adopts a CRT lens which traditionally centralises racialised participants' lived experiences to reveal exclusionary political and legal structures through storytelling or legal narrativism (Crenshaw 1995; Delgado 1995:11; Matsuda, 1987). However, it was not possible within the research scope to speak directly to those impacted. NGO actors were cognisant of (racialised) implications of speaking for women and children and demonstrated reflexivity concerning their whiteness in navigating privileged yet nonetheless problematic policy spaces. Accounts revealed racialised structures/practices underpinning repatriation decisionmaking affecting British Muslims who are overwhelmingly from racially minoritised communities in keeping with a CRT approach.

Data relates to a broader 6-month UK Research Innovation (UKRI) project conducted in 2022 exploring impact of CT and related legislation on British Muslim populations and experiences of citizenship. The article focuses on 8 participants from 7 NGOs specialising in statelessness (Institute on Statelessness and Inclusion, ISI), children's rights (Children's Rights International Network, CRIN, and Save the Children), and repatriation (Rights and Security International, RSI). NGO participants were predominately white British (3 white British females, 2 white British males, 1 white female European, 1 British Middle Eastern Muslim female, 1 British Asian female). I contacted various government committees and MPs but faced similar challenges to NGOs concerning speaking to state officials. NGO actors' CT expertise varied but centred on two key areas: 1. impact on children's rights; 2. statelessness. Most had undertaken research and/or reports in these areas and/or had professional qualifications in law or human rights. Whilst organisations were international, focusing on conflict-affected states, most participants had expertise on UK CT law and policy.

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I used snowball sampling to compile my sample. As Noy (2008: 329, original italics) notes, this technique 'partakes in...*dynamics of...organic social networks.*' Interest convergence is a key principle within CRT for effecting social change by aligning interests with the dominant group. Participants discussed involvement in a 'civil society movement on statelessness' to counter discriminatory practices concerning repatriation and children's rights using strategies to incentivise political interest via public support and positive media coverage.

Where consented, I use participants' names/role/affiliation but respect differences between views of individuals and organisations in analysis. Professional integrity and organisational reputation were key ethical concerns, particularly since repatriation is politicised, linked to security concerns and has ramifications for those negatively impacted (children, caregivers, their families) who have limited influence, are overwhelmingly from racially minoritised backgrounds, and which NGO actors felt responsibility to safeguard.

Interviews were around 1 hour-1 hour and 45 minutes via Microsoft Teams to mitigate geographical constraints and participants' time-pressures. Along with the information sheet and consent form, I sent questions tailoured to participants' expertise in advance so they could decide if they wanted to participate and prepare, meaning responses were detailed, informed, and an effective use of time. Questions ensured key areas were covered whilst allowing flexibility to discuss important avenues. Participants could send links to relevant reports/sources during interviews. I probed responses and noted aspects to follow up to support validity (Berry, 2003:679). Interviews explored professional background/experience; citizenship deprivation; family law and CT; the question of returnees/repatriation and debates within CT concerning definitions, civil liberties and the rule of law.

Critical thematic analysis was used that combined Braun and Clark's (2006:87) framework of familiarisation, code generation, searching, reviewing, defining, and naming themes with Lawless and Chen's (2019:93) recommendation of 'connecting everyday discourses with larger social and cultural practices nested in unequal power relations.' Analyses revealed important tensions between CT and humanitarian protocols and policy objectives. The next sections elucidate spatio-temporal logics of (in)securitisation from research findings.

## Analyses/findings

### Age and spatio-temporal logics of (in)securitisation

NGOs highlighted complex trajectories by which children have come to reside in NES camps. These centre on the question of agency and treatment of children as paradoxically victims and/or security threats (Renard and Coolseat, 2020) that are shaped by different spatiotemporal dimensions:

And then the children that are with [women in the camps] ...in most cases...they are either those women's children, or they are children that they took with them as they escaped Baghouz...for the most part, I would say, born in Syria during the conflict in Syria or Iraq as the border...was...porous at the time.

...for some of the older children...it is more complicated, they would have been brought out by their parents...[or]...children at the time who travelled out either of their own volition or without choice...who are now adults (Orlaith Minogue, then Senior Conflict and Humanitarian Advocacy Adviser, Save the Children, 13 June 2022, London, online).

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An important spatio-temporal dimension of (in)securitisation concerns how sites of imperialist war converge with the domestic metropole. Minogue narrates that children are predominately born into conflict relevant to the CAAC agenda traditionally used by humanitarian organisations focused on protecting children and treating them as victims (UNICEF, 2022). Minors taken or born to foreign parents under the caliphate raise questions concerning citizenship and statelessness which 'extend beyond the Iraqi and Syrian borders' (Cook and Vale, 2018:52) relevant to British imperial legacies within the region. A CRT lens recognises the importance of historical contextualisation for understanding current racial oppression. The Syria-Iraq boundary, the site of the partitioning of the Ottoman Empire following the Anglo-French Sykes Picot Agreement 1916, has been unstable since the neocolonial US-led Iraq War 2003 (Ababakr, 2022) and subsequent occupation, and ongoing Syrian Civil War beginning in 2011.<sup>6</sup> UNICEF (2022:15) documents 'cross-border spill-over of armed conflict,' meaning conflicts are uncontained by geographical borders. Porousness of borders makes claims to citizenship problematic, meaning children are at risk of statelessness (Spieß and Pyne-Jones, 2022:35) and being forcibly taken across borders for recruitment and/or sexual exploitation (OHCHR, 2023), rendering the question of state responsibility pressing to protect children.

Language of escape positions children as victims of conflict with minimal agency and 'liminal statelessness' engendered by blocked access to citizenship rights (Parsons and Lawreniuk, 2018:2) due to lack of documentation or its recognition that can continue to impact children's rights on return (Pougnet and European Network on Statelessness, 2021). Alkhaled and Sasaki's (2022:1584) use of 'indeterminate liminality' acknowledges that agency is structurally constrained, and uncertainty is indeterminable. Spatio-temporal logics of (in)securitisation operate through convergence of violent conflict, insecure borders and absence of citizenship rights (UNICEF, 2022:15,19) that reveal how state and geopolitical contexts, both past and present, are lived through everyday embodied experiences (Hyndman, 2001), exemplified here by women literally picking up and removing children once the offensive battle by the SDF and US-led international coalition against IS broke out on 9 February 2019.

For ISIS-associated women and children, spatial mobility is complicated by entanglements of victim/perpetrator categorisations. Chuluv (7 October, 2017) writes that ISIS-families, mostly 'foreigners,' have bleaker futures than those displaced from Syria and Iraq and face hostility from refugee inmates and camp officials. Whilst Alkhaled and Sasaki (2022:1583) argue 'identity work' helps re-establish a 'familiar past' and 'meaningful future,' the question remains: how can children *born into liminality* navigate indeterminacy? What impact will indeterminacy have where children's (stigmatised) identities are overwhelmingly shaped by conflict with no familiar past of safety to bring into the present nor imagine for their futures as captured here?

In the second extract, older children are more complexly positioned as possible victims of childhood radicalisation (Stanley and Guru, 2015) taken by their presumed radicalised parents to IS that renders the question of family separation salient (Reprieve, 2021:51-2), or proponents of radicalisation who have voluntarily travelled or been groomed who may now be adults, demonstrating religio-racialised, gendered and age-related ways children complicate categories of victim/threat.

Pre-emptive framings of Muslim minors as terror threats prohibits their treatment as victims involving adultification that recalibrates temporalities defining normative human life stages by prioritising security concerns above (Muslims') human rights (Abbas, 2019b). Three

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children's rights issues remain: firstly, choice – whether via their own volition or not, their age renders children victims of exploitation or trafficking ('without choice'); secondly, whether those who travelled when children who are now adults should be treated within law *as children* in keeping with previous humanitarian responses of children in armed conflict (Masters and Regilme, 2020:352; Nyamutata, 2020) (and as with the case of Begum, may have borne children requiring protection); and thirdly, whether children can be repatriated with caregivers.

Women/mothers exhibit similarly complex trajectories and levels of agency that may involve cases of trafficking (APPG on Trafficked Britons, 2022) to marry and bear children to IS fighters or (presumed) supporters of IS (Bloom and Lokmanoglu, 2023) who have put their children at risk. Either pathway is neither static nor discrete, illustrating dynamic, multi-scalar spatio-temporal logics of (in)securitisation encompassing geopolitical, state, and ontological (in)securities.

Importantly, women also feature as protectors prepared to risk their lives to rescue children, their own or those they escaped with. Arrival at the camp may signal disillusionment with IS (Speckhard and Ellenberg, 2020); others argue camps are 'breeding grounds' (de Azevedo, 2020:43) for radicalisation. Foreign women are deemed proponents of radicalisation and children as potential reproducers of radicalisation (Cook and Vale, 2019:53-55, 56-58) that negatively impacts repatriation outcomes.

NGOs revealed an important spatio-temporal dimension concerning liminality of camps as spaces of exception (Agamben, 1998) whereby children are cast out of the politicojuridical order unable to access citizenship rights. Minogue and Spearman discuss the passage of time children spent in camps as *insecuritising them*, both physically and psychologically due to government inaction:

...so much time is passing...you have...really vulnerable children growing up in this camp with no obvious solution in sight (Orlaith Minogue, Save the Children).

...there haven't been that many returnees and often, people are stuck in...camps, in dire conditions (Ottoline Spearman, ISI).

Camps function as spatial devices 'separat[ing] qualified and expendable lives' (Martin, 2015:9) that comprise different temporal schemas across geographic spaces. Political wranglings within UK Parliament prolong children's insecurity within inexorable 'dire' camp conditions in contradiction to their 'vulnerable' status. Locked within a stalemate, time features for children as simultaneously moving forward ('time is passing') yet standing still ('stuck') with 'no resolution in sight.' The UK government's unprecedented use of CD makes finding a sustainable solution more protracted, as Minogue develops:

...having worked on this *a long time*...I get frustrated at our inability to make change or how slow the movement is, it is difficult...children who are growing up in these camps they are spending pivotal, formative years with...the bare minimum of services...it is really distressing...I wish...we could do more to hold them accountable. But it is certainly a difficult policy space to work in - so we need to do more. And meanwhile they are growing up, they are living in these camps. They are seeing other children that they have been living with for the last three years repatriated to their home countries...it is really difficult to watch, but also difficult to know how to tackle it...Because, ultimately, only the British government can make this decision.

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Sontag (2004:104) poignantly asks in *Regarding the Pain of Others*, 'Who is responsible? Is it excusable? Was it inevitable? Is there some state of affairs which we have accepted up to now that ought to be challenged?' Her intervention is reflected in Minogue's frustration to make the UK government accountable for children's prolonged detainment that enforces a 'bare life' (Agamben, 1998) growing up when other outcomes are possible, 'pivotal' exemplifying how their lives could have been otherwise.

Minogue reports that British children witness children from other nations they have lived alongside being repatriated, illustrating how spatio-temporal logics of (in)securitisation are located within divergent geopolitical and state power dynamics (Hyndman, 2001). Powerlessness of NGOs to hold the UK government accountable for prolonging children's detainment means they can only 'watch,' 'know,' but not experience change akin to the liminality of camps, observing other children's lives going on without them, able to return and live a different life whilst they remain, unable to participate in such transitions. Unlike their peers, British children experience a stalemate, their formative years characterised by detainment due to the UK government's protracted decision-making using a 'case-by-case' (Sabbagh, 12 December 2023) approach rather than formulating a sustainable policy response to repatriation (Voronkov, UN Office of Counter-Terrorism, 19 August 2021 cited in Save the Children, 2021:33). Locked within the camp, a space simultaneously (un)stable, power to change children's circumstances ultimately resides with the UK government.

Another feature of spatio-temporal logics of (in)securitisation is emotional pressure for those involved in social justice (Sirriyeh, 2023). NGOs working within this 'difficult' policy space are mobilised to 'do more' which contrasts markedly with the slow movement exhibited by the UK government. However, despite 'work[ng] on this *a long time*,' Minogue is frustrated by their inability to effect change, certainly not within the timescale required to limit harm to children growing up with the 'bare minimum' of services (APPG on Trafficked Britons, 2022, Médecins Sans Frontières, 2022; RSI 2022a,b; Save the Children, 2021). The account highlights the security/safeguarding paradox where British children are denied a safe childhood under the pretext of security agendas which has been complicated by CD, as I discuss next.

## Citizenship deprivation, family separation and children's rights

Deprivation decisions relate to complex trajectories by which children arrive at NES camps discussed earlier. Co-director of CRIN, Leo Ratledge, outlined three ways children are affected by CD:

...the first where a deprivation decision is made regarding somebody who is at that time under 18 which is relatively rare. A second where deprivation happens in response to concerns that arose while that person was a child...[but] are older than 18 at the time the decision is made...the typical example would be like the Shamima Begum case...the third where deprivation of citizenship of a parent affected the child as a consequence (London, online, 13 June 2022).

Deprivation decisions derive from adultification of children who can be judged by actions taken when a child or parents' ascribed actions (Ní Aoláin, former Special Rapporteur on Counter-terrorism and Human Rights cited in RSI, 2021b:3). Deprivation overturns temporal constraints – powers can be retroactively applied and intergenerational transmitted (intergenerational statelessness) meaning children are impacted where parents' citizenship is deprived (RSI, 2020:206).

Whilst the UK government has repatriated some unaccompanied and separated children (Sabbagh, 12 December 2023), CD raises human rights concerns of the right to family (Reprieve, 2021:51-2):

...sometimes, children are repatriated and are separated from their families...and then, ...other human rights being infringed...when those people are in the camps (Spearman, ISI, 18 May 2022, London, online).

[The UK government] ...consistently say and then act on repatriating unaccompanied and separated children. But really...a focus needs to be on...children who are with their mothers...Because that is where we get into these tricky questions... (Minogue, Save the Children).

Spearman and Minogue highlight a policy gap affecting British children where caregivers face CD. In some cases, mothers agree to child separation so children can safely return to the UK demonstrating predominance of childhood radicalisation narratives that construct Muslim parents as terrorist risks unsuitable to raise children (Stanley and Guru, 2015). Reprieve (2021:51) reported that 'five adults and 12 children between the ages of two and 12 are affected.'

Whilst permanent removals are rare within radicalisation cases, Ahdash (2023:1224) notes 'temporary removals under police protection, emergency protection orders (EPOs) and interim care orders are certainly not.' Children may be placed in foster care for prolonged periods,<sup>7</sup> illustrating unprecedented use of the family justice system within national security. This situation reveals spatio-temporal distinctions embedded within religio-racialised

disciplinary state interventions affecting Muslim families/children due to differences in how welfare and child protection responses operate for them, raising children's rights concerns.

## Children's rights approach

NGOs argued repatriation was the only solution for safeguarding children from insecure camp conditions and favoured the UK government coming up with a new policy solution, with reinstating citizenship the preferred option. NGOs advocated a children's rights approach centred on treating children as victims:

...it's really...important in this context to be treating children, first and foremost, as victims. That's an international legal standard [and]...evidenced by...child psychology and child support agencies...involved in repatriation processes in other countries (Emily Ramsden, then Senior Officer for Migration, Citizenship and Belonging programme, RSI, London, online, 27 May 2022).

...really...rooting some of these issues in...the children's rights agenda. How these things are managed elsewhere...by other actors, is really, powerful...affected families and communities wouldn't necessarily have access to that information and comparative analysis...I...think that it is important to be able to take a whole...look...at the implications ...and...what the UK government are doing relevant to other member states (Minogue, Save the Children).

In keeping with CRT's commitment to social justice, advocating for children's rights not only helps limit harm for affected families, but wider communities, illustrating the symbolic weight of repatriation and location within racialised politics of (un)belongings. Since the traditional

family ideal functions, as critical race theorist Hill Collins (1998:62) notes, as 'a gendered system of social organization, racial ideas and practices, and constructions of...national identity,' it follows that Muslim families deemed problematic to national identity and security are subjected to exclusions from the political community, as evidenced here.

The work NGOs do to make information accessible highlights lack of transparency around government policy concerning repatriation decisions. Powerlessness of affected families to bring family members back without NGO support evidence differential citizenship rights (Abbas, 2021:103-106; Naqvi, 2022) and racialised securitisation practices (Tazzioli, 2021).

Ramsden and Minogue discussed the importance of highlighting the UK government's international obligations to repatriate. One strategy was publicising when successful repatriations had occurred and providing comparative analyses of other member states. For example, RSI's (2024) publicly verifiable tracker of 'global repatriation efforts from North-East Syria from January 2019' evidence differences in repatriation decisions amongst the international community that challenges capacity issues as a reason for failure to repatriate. Comparative data agitates for the UK government to take responsibility for its citizens and prioritise repatriation above CD measures that is particularly pressing for children growing up in unsafe camp conditions.

## Conclusion

The article contributes to scholarship on CRT theoretically and methodologically through examining (in)securitisation of British Muslims involving intersections of race, religion, gender, age and citizenship status and impact on children's rights in the context of ISISassociated terrorism. I delineate three interrelated policy shifts affecting British Muslims that depart from previous CT responses (notably, Northen Ireland-related terrorism). Firstly, unprecedented use of CD powers involving convergence of UK CT and immigration law; secondly, use of family courts within radicalisation cases that overwhelmingly affect Muslim families/children who would otherwise not present welfare concerns; and thirdly, shift from treating (Muslim) children as security threats rather than victims which violates international legal standards concerning children's rights enshrined in the CAAC agenda and UN Convention of the Rights of the Child (War Child 2023).

I advance spatio-temporal logics of (in)securitisation affecting children within NES camps involving unstable and multi-scalar dimensions, both past and present, and across ontological, state and geopolitical contexts. Spatial (in)securities traverse discursive spaces concerning political/policy/media framings of British Muslim children/families as security threats within CT responses; material conditions of the camp relating to health concerns, threat of violence and lack of development opportunities; and affective concerning psychological effects of detainment and statelessness within insecure camp spaces for affected families and British Muslim communities more broadly.

The article contributes three ways these logics operate. Firstly, complex trajectories by which children arrive at camps affect how they are constructed within CT responses as victims/threats. Repatriation decision-making fails to adequately account for grooming and/or exploitation as possible explanations for travelling to IS or that trajectories may not be fixed. Predominance of the childhood radicalisation narrative posits Muslim families as sites for radicalisation and Muslim children as terror threats that legitimises parent-child separation. Temporal constraints are embedded within racialised discourses underpinning disciplinary state interventions affecting Muslim children/families. Children who were brought by their parents are judged by their parents' decisions despite being children.

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Comparably, adults are judged by actions taken when they were children. In both cases, Muslim children are adultified meaning they are denied status of children worthy of protection and affixed as terror suspects. Unaccompanied or orphaned children or those who are removed from parents are more likely to be repatriated, suggesting that Muslim families are constructed as risk factors within CT policy. Whilst (Muslim) women are judged within CT policy as putting their children at risk, Minogue provided a counter-narrative of women protecting children from violent conflict, their own or those they arrived at camps with.

Secondly, sites of war relating to British imperial legacies within the region and involvement in the neo-colonial Iraq War 2003 contribute longstanding colonial and racial logics embedded in governing Muslim populations and political instability through which ISIS emerged (Ababkr, 2022). These converge with the domestic metropole and UK state responses to CT and repatriation. Children born during the conflict face particular insecurities from statelessness and being taken across insecure borders for recruitment into violent conflict and/or sexual exploitation (OHCHR, 2023), pressing the issue of UK state responsibility to protect children.

Thirdly, UK government indecision concerning repatriating British children has an important temporal dimension by sustaining liminal camp spaces whilst children's development opportunities are impeded during pivotal, formative years, powerless to alter detainment conditions. Concurrently, whilst the passage of time from child to adulthood, and thus victim to terror threat continues apace, hopes of repatriation diminish. Temporal dimensions are tempered by spatial constraints: the longer children remain, the more insecuritised they are from dire camp conditions concerning healthcare, wellbeing and threat of violence. Locked within a protracted policy space, NGO actors experience distress and frustration from inability to gain political traction to protect children or hold the UK

government accountable for failing to meet international legal standards concerning children's rights that can lead to burnout, further undermining social justice efforts.

The article contributes important empirical findings from key NGO actors working on statelessness, repatriation, and children's rights at the forefront of challenging UK government inaction concerning repatriating children with caregivers. CRT as a methodology usually centres minoritised accounts to support counter-narratives (Ali, 2022:351). Empirical findings do not offer first-hand accounts from children within camps. However, they document insecure camp conditions that challenge dominant framings of Muslim children as threats. Breen and Meer (2019:596) observe that 'relationality to whiteness' is central to CRT approaches. Participants had privileged access to political and legal policy spaces unavailable to affected Muslim families who were therefore reliant on NGO actors to act on their behalf. Conditions of oppression and change are coterminous which perhaps explains NGO actor's frustration to ensure children's rights within the same system that insecuritises them.

NGOs agitated for change by rooting concerns within a children's rights rather than security agenda and addressing the policy gap concerning repatriating caregivers with children. Strategies involved using comparative analyses of repatriation numbers of member states to highlight UK failures are not due to capacity issues to hold the UK accountable for failure to repatriate. CRT advocates interest convergence to secure change by aligning with elite interests; here, taking responsibility for UK citizens via repatriation supports effective international community relations.

Accounts suggest that a different policy response is required based on a children's rights approach that treats children foremost as victims within contexts of armed conflict in keeping with international human rights law, including those who travelled to ISIS-governed areas when children who are now adults (Nyamutata, 2020). Prioritising children's rights

renders the question of agency inconsequential in favour of safeguarding children within contexts of humanitarian crises. This would involve reinstating citizenship where deprived to retain responsibility for citizens and enable children to be returned with caregivers to limit further trauma of family separation.

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# Statement of Ethics

This study received ethical approval from the School of Health and Social Sciences (SHSS) Research Ethics Committee, Leeds Trinity University (approval no. SSHS/2022/01) on 9 March 2022.

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## Notes

<sup>1</sup> France has repatriated over 160 children and 50 women, Germany almost 100 women and children (Sabbagh, 12 December 2023). Russia and Central Asia collectively repatriated approximately 1,000 children - almost double that of Western nations combined (Human Rights Watch, 2022b).

<sup>2</sup> Of 900 UK-associated people who travelled to Syria and Iraq, around 500 have returned (Wintour, 21 July 2023).

<sup>3</sup> 66 percent are Asian/Asian British, 49 percent are non-UK born although for 75 percent their sole identity is the UK (MCB, 2024).

<sup>4</sup> I acknowledge criticisms of 'Islamist' for associating 'Islam' with terrorism. Alistair Gent, chair of the National Association of Muslim Police (NAMP) has called for the Home Office

and police service to stop using this term within CT policing.

<sup>5</sup> Children and Courts Advisory Service (Cafcass, 2016 cited in Ahdash 2018:391) reported 54 family cases between July 2015 and December 2015 featuring radicalisation. Freedom of Information requests to Cafcass showed 450 cases appeared before family courts of England Wales between 2016-2022. Only 47 cases were published in the British and Irish Legal Information Institute's (BAILII) online database between 2013-22 (Ahdash 2023:1199), perhaps due to nationality security or child protection concerns (Ahdash, 2018:391).

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59 60 <sup>6</sup> Much of the border region was part of the Islamic State of Iraq and the Levant (ISIL). Its northern part remained under Kurdish control. IS has since lost border control, currently undertaken by the Syrian government (Syrian side) and Rojava and the Kurdistan Regional Government and Iraqi government (Iraqi side). <sup>7</sup> Lancashire County Council v M and Others [2016] EWFC 9; [2016] 2 WLUK 148 and Re X; Re

d Ot. Y n 115. A Local Authority v M and Others n 76 lasted more than two years (cited in Ahdash,

2023:1124).