

EXPLANATORY MEMORANDUM TO
THE TERRORISM ACT 2000 (PROSCRIBED ORGANISATIONS) (AMENDMENT)
ORDER 2025

2025 No. 803

1. Introduction

- 1.1 This explanatory memorandum has been prepared by the Home Office and is laid before Parliament by Command of His Majesty.
- 1.2 This memorandum contains information for the Joint Committee on Statutory Instruments and the Secondary Legislation Scrutiny Committee.

2. Declaration

- 2.1 Dan Jarvis MBE MP, Minister of State for Security at the Home Office, can confirm that this Explanatory Memorandum meets the required standard.
- 2.2 The Deputy Director for the Counter Terrorism Pursue Unit at the Home Office can confirm that this Explanatory Memorandum meets the required standard.

3. Contact

- 3.1 The Counter Terrorism Pursue Unit at the Home Office can be contacted with any queries regarding the instrument at the Home Office, 2 Marsham Street, London, SW1P 4DF; telephone: 020 7035 4848; email: ctpursueenquiries@homeoffice.gov.uk

Part One: Explanation and context of the Instrument

4. Overview of the Instrument

What does the legislation do?

- 4.1 This Order adds “Palestine Action”, “Maniacs Murder Cult” and “Russian Imperial Movement”, including relevant aliases, to the list of proscribed organisations in Schedule 2 to the Terrorism Act 2000 (“the Act”). Organisations listed in that schedule are proscribed for the purposes of the Act. Any organisation operating under the same name as a listed organisation is also proscribed unless there is a note to the contrary, as there is for Palestine Action. The listing of Palestine Action refers only to the organisation based in the United Kingdom.

Where does the legislation extend to, and apply?

- 4.2 The territorial extent of this instrument (that is, the jurisdiction which this instrument forms part of the law of) is the United Kingdom.
- 4.3 The territorial application of this instrument (that is, where the instrument produces a practical effect) is the United Kingdom.
- 4.4 Section 17 of the Terrorism Act 2006 makes provision for extra-territorial jurisdiction and has the effect that where a person takes an action outside of the United Kingdom that if done in a part of the United Kingdom would have amounted to an offence under section 11 of the Act, they shall be guilty of that offence. Section 17 similarly applies to the offences under sections 12 and 13 of the Act, but only applies if at the

time of committing the offence the person is a United Kingdom national or a United Kingdom resident.

5. Policy Context

What is being done and why?

- 5.1 The Home Secretary has decided to exercise the proscription power in section 3 of the Act in respect of Palestine Action, Maniacs Murder Cult and the Russian Imperial Movement.

Palestine Action

- 5.2 Palestine Action is a pro-Palestinian group with the stated aim to support Palestinian sovereignty by using direct criminal action tactics to halt the sale and export of military equipment to Israel. Since its inception in 2020, Palestine Action has orchestrated a nationwide campaign of direct criminal action against businesses and institutions, including key national infrastructure and defence firms that provide services and supplies to support Ukraine, the North Atlantic Treaty Organisation (NATO), “Five Eyes” allies and the UK defence enterprise. Palestine Action has also broadened its targets from the defence industry to include financial firms, charities, universities and government buildings. Its activity has increased in frequency and severity since the start of 2024 and its methods have become more aggressive, with its members demonstrating a willingness to use violence. Its activities meet the threshold of being concerned in terrorism as set out in the Terrorism Act 2000.
- 5.3 The UK Government assesses that Palestine Action commits and participates in acts of terrorism. In several attacks, Palestine Action has committed acts of serious damage to property with the aim of progressing its political cause and influencing the Government. These include attacks at Thales in Glasgow in 2022, and in 2024 at Intro Precision in Kent and Elbit Systems UK in Bristol. The seriousness of these attacks includes the extent and nature of damage caused, including to targets affecting UK national security, and the impact on innocent members of the public.
- 5.4 Palestine Action prepares for terrorism. The organisation has provided practical advice to assist its members with conducting attacks that have resulted in serious damage to property at targets across the UK to further its cause. In late 2023, Palestine Action released the “The Underground Manual” which can be accessed via its website. The guide encourages the creation of cells and provides practical guidance about how to carry out activity against private companies and government buildings on behalf of Palestine Action, including how to evade arrest. The document provides a link to a website also created by Palestine Action which contains a map of specific targets across the UK. The manual encourages members to undertake a number of operational security measures to protect the covert nature of their activity.
- 5.5 Palestine Action promotes and encourages terrorism. Through its media output, Palestine Action publicises and promotes its attacks involving serious property damage, as well as celebrating the perpetrators. Palestine Action activists often record footage of their activity and Palestine Action publicises this imagery and other details on its media channels. Palestine Action encourages its followers to support the perpetrators of such attacks and to send messages of support to those who are imprisoned as a result of their activity, demonstrating a sympathetic and celebratory posture.
- 5.6 Since 2020, Palestine Action’s campaign has resulted in hundreds of millions of pounds worth of criminal damage and lost revenue. Members of Palestine Action have

been charged with serious offences for activity carried out during attacks, including offences involving violence and weapons. Attackers caused over a million pounds worth of damage at the Thales defence factory in Glasgow in 2022. The Sheriff, in passing custodial sentences for the attacker's violent crimes, spoke of the panic among staff who feared for their safety as pyrotechnics and smoke bombs were thrown.

- 5.7 Palestine Action has a considerable online presence that has enabled the organisation to galvanise popular support; recruit and train members across the UK; and raise considerable funds through online donations. Palestine Action has a footprint in all 45 policing regions in the UK.
- 5.8 Proscription will enable law enforcement to effectively disrupt Palestine Action. It will help undermine the convert methods that Palestine Action uses and help reduce the risk that Palestine Action radicalises people wishing to demonstrate legitimate support for the Palestinian cause into becoming members or supporters of the organisation.

Maniacs Murder Cult (MMC)

- 5.9 MMC is a white supremacist, neo-Nazi organisation that is transnational and predominantly online. It aims to encourage individuals to engage in acts of violence against individuals it perceives as "anti-social" (including homeless people, drug addicts and migrants), to further the causes of National Socialism and Satanism.
- 5.10 The UK Government assesses that MMC commits or participates in acts of terrorism. MMC members and leaders have claimed a number of violent acts and attacks globally, that were committed to further the group's aims.
- 5.11 MMC prepares for acts of terrorism through the supply of instructional material and guidance. The instructional material includes information that could be utilised by an aspiring attacker to either increase their capability or motivation to conduct an attack to further MMC's ideology. For example, MMC co-authored a guide which provides information on how to fatally attack someone with a knife and how to commit an attack using a vehicle as a weapon.
- 5.12 MMC promotes and encourages terrorism. MMC disseminates the "Haters Handbook" series and other content online, including videos of violent attacks, to encourage further violence in support of its ideological aims. Such material is shared by members and non-members alike.
- 5.13 MMC has a transnational audience, including in the UK. The organisation threatens to strengthen the intent and capability of aspiring terrorist attackers in the UK, through the ideological and instructional material it publishes and distributes online. Vulnerable individuals, including minors, are particularly exposed. Proscription will help to reduce this threat, as well as the wider societal harms caused by MMC's violent and misanthropic material. Proscription will help deter individuals from engaging with MMC's content online and clarify the direction to social media platforms to remove MMC content. It will support the Police in their efforts to respond to and divert individuals found in possession of MMC content.

Russian Imperial Movement (RIM)

- 5.14 RIM, founded in 2002, is a Saint Petersburg-based ultranationalist and pro-monarchist organisation with thousands of members. It adheres to a white supremacist and ethno-nationalist ideology and seeks to create a new Russian Imperial State.

- 5.15 The UK Government assesses that RIM commits or participates in acts of terrorism. RIM conducts combat activity via its paramilitary unit, the Russian Imperial Legion (RIL), which has actively fought alongside Russian forces and other pro-Russian Right Wing Extremist groups in the ongoing Russia-Ukraine conflict. RIM's involvement in the conflict, via RIL, directly advances its own ideological causes and seeks to intimidate Ukrainian opponents, including the public and Government, into ceding territory to a Russian State to achieve these aims, through the likely use of serious violence and serious property damage.
- 5.16 RIM prepares for terrorism. RIM manages a paramilitary training programme, known as Partizan, which increases the capability of attendees to conduct terrorist attacks. Its training programme enabled individuals to perpetrate Extreme Right Wing Terrorist (ERWT) attacks between 2016 and 2017 in Sweden.
- 5.17 RIM is otherwise concerned in terrorism. It has engaged, and maintains relationships, with ERWT groups.
- 5.18 RIM threatens UK, Euro-Atlantic and wider international security and prosperity by fighting alongside Russian forces in Putin's illegal invasion of Ukraine. Proscribing RIM will continue the UK's steadfast support of Ukraine in its resistance to Russian aggression and commitment to countering the threat from ERWT in Europe and the UK in the future.

What was the previous policy, how is this different?

- 5.19 Prior to this instrument coming into force, Palestine Action, Maniacs Murder Cult and the Russian Imperial Movement were not proscribed organisations. This instrument proscribes Palestine Action, Maniacs Murder Cult and the Russian Imperial Movement by adding them to Schedule 2 to the Act.
- 5.20 Proscription means that an organisation is outlawed, degrading its ability to operate in the UK. It is a criminal offence for a person to belong to, or invite support for, a proscribed organisation. It is also a criminal offence to arrange a meeting to support a proscribed organisation; or to wear clothing or carry articles in public which arouse reasonable suspicion that an individual is a member or supporter of a proscribed organisation.
- 5.21 On conviction of the membership offence in section 11 of the Act, the maximum sentence is 14 years in prison and/or an unlimited fine.

6. Legislative and Legal Context

How has the law changed?

- 6.1 Section 3 of the Act provides a power to proscribe, by Order, an organisation which the Secretary of State believes is concerned in terrorism. Section 3 also allows the Secretary of State, by Order, to remove an organisation from the list of proscribed organisations in Schedule 2 to the Act or amend the Schedule in some other way.
- 6.2 Thirty-two Orders have been made previously, in 2001, 2002, 2005, 2006, 2007, 2008 (2), 2010, 2011, 2012 (2), 2013 (2), 2014 (3), 2015 (2), 2016 (3), 2017, 2019 (2), 2020 (2), 2021 (3), 2023 (1) and 2024 (2).
- 6.3 The Secretary of State has regard to all relevant factors in deciding, as a matter of discretion, whether to proscribe an organisation that is concerned in terrorism. These include (but are not limited to):
 - a. the nature and scale of the organisation's activities;

- b. the specific threat that it poses to the UK;
 - c. the specific threat that it poses to British nationals overseas;
 - d. the extent of the organisation's presence in the UK; and
 - e. the need to support international partners in the fight against terrorism.
- 6.4 An organisation is proscribed in the UK as soon as the Order comes into force. It is a criminal offence for a person to belong to, or invite support for, a proscribed organisation. It is also a criminal offence to arrange a meeting to support a proscribed organisation; or to wear clothing or carry articles in public which arouse reasonable suspicion that an individual is a member or supporter of a proscribed organisation.
- 6.5 Under section 4 of the Act, a proscribed organisation, or any person affected by the proscription of the organisation, may apply to the Secretary of State for deproscription and, if the Secretary of State refuses that application, the applicant may appeal to the Proscribed Organisations Appeal Commission.

Why was this approach taken to change the law?

- 6.6 This is the only possible approach to make the necessary changes.

7. Consultation

- 7.1 No public consultation has been undertaken in connection with this instrument, given the sensitive nature of the Government's assessment of Palestine Action, Maniacs Murder Cult and the Russian Imperial Movement, which rely on intelligence assessments.

8. Applicable Guidance

- 8.1 No guidance is necessary in connection with this instrument.

Part Two: Impact and the Better Regulation Framework

9. Impact Assessment

- 9.1 A full Impact Assessment has not been prepared for this instrument because the legislation does not apply to activities that are undertaken by businesses.

Impact on businesses, charities and voluntary bodies

- 9.2 There is no, or no significant, impact on business, charities or voluntary bodies.
- 9.3 The legislation does not impact small businesses.
- 9.4 There is no, or no significant, impact on the public sector.

10. Monitoring and review

What is the approach to monitoring and reviewing this legislation?

- 10.1 A proscribed organisation, or any person affected by the proscription of the organisation, may apply to the Secretary of State for the organisation to be removed from Schedule 2 to the Act and so deproscribed. The refusal of an application may be appealed to the Proscribed Organisations Appeal Commission.
- 10.2 The Independent Reviewer of Terrorism Legislation is responsible for scrutinising and reporting on the use of terrorism legislation. This includes the proscription power in section 3 of the Act and the operation of the associated proscription offences.

Part Three: Statements and Matters of Particular Interest to Parliament

11. Matters of special interest to Parliament

- 11.1 This Order comes into force on the day after it is made. Although the 21-day convention does not apply to affirmative instruments, an instrument which imposes duties that are significantly more onerous than before should not usually be brought into force earlier than 21 days after it is made. This is such an instrument, as it has various consequences, including the effect of applying the offences in sections 11 to 13 of the Act to the organisation in question. However, any significant delay between the laying and coming into force of the Order would alert the organisation to its impending proscription and may result in pre-emptive action by the organisation's members designed to circumvent the provisions of the Act and/or the criminal law.

12. European Convention on Human Rights

- 12.1 The Home Secretary, the Rt Hon Yvette Cooper MP, has made the following statement regarding Human Rights:
- “In my view the provisions of the Terrorism Act 2000 (Proscribed Organisations) (Amendment) Order 2025 are compatible with the Convention rights.”

13. The Relevant European Union Acts

- 13.1 This instrument does not relate to withdrawal from the European Union / trigger the statement requirements under the European Union (Withdrawal) Act.