

Southwark Prevent Partnership Delivery Plan

2016-2017

Contents

Section 1: Introduction	<i>p 2-3</i>
Section 2: Demographic Summary	<i>p 4</i>
Section 3: Local analysis of threats and Vulnerabilities	<i>p 5-7</i>
Section 4: Governance arrangements	<i>p 8</i>
Section 5: Action Plan Strategic Objectives	<i>p 9</i>
Section 6: Prevent Action Plan	<i>p 10-19</i>
Section 7: Evaluation Plan	<i>p 20-22</i>

1. Introduction

The Counter Terrorism and Security Act 2015 received Royal Assent on 12 February 2015 and created a statutory requirement for specified authorities to prevent and support vulnerable people being drawn into terrorism. This includes local authorities, schools, prisons, health and social care services, police, and educational establishments.

The London borough of Southwark has been identified by the Home Office as one of the national priority areas for Prevent delivery. This helps local areas target resources and activities proportionately to reduce the risks associated with extremism and radicalisation within the framework of the central government Prevent Strategy 2011.

Southwark will deliver its 'Prevent' aspirations and obligations through the prism of community capacity and safeguarding and the local authorities legal obligations through the 2015 act will be delivered through the Southwark Implementation Plan.

The Home Office is responsible for the overall UK counter terrorism strategy which is known as CONTEST this consists of four key strands:

- *Pursue*: to stop terrorist attacks;
- *Protect*: to strengthen our protection against a terrorist attack;
- *Prepare*: to mitigate the impact of a terrorist attack;
- *Prevent*: to stop people becoming terrorists or supporting terrorism;

The Prevent strand is unique as it operates in the non-criminal space. The principal aim is to support and build resilience of individuals and organisations that may be vulnerable to extremism and terrorism. In order to achieve this, the Government has set out three key objectives in its Prevent Strategy 2011. This includes;

- Challenging the ideology that supports terrorism
- Supporting vulnerable people
- Supporting sectors and institutions where there are risks of radicalisation

The Government has also developed a definition of extremism which is *‘a vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas.’*

The Prevent agenda also crosses wider adult and children safeguarding agendas particularly in respect to issues regarding vulnerable individuals. The Home Office provides Prevent priority areas as well as supported areas with funding to support a localised Prevent delivery programme. Southwark will also receive funding from the Home Office to deliver key projects.

The Prevent delivery plan will seek to deliver a range of objectives, sanctioned and reported to the Safer Southwark Partnership. The previous Safer Southwark Partnership Rolling Action Plan and the relevant plans and strategies of the Safeguarding Adults and Children’s Boards. The SSP identified a range of activities and targets across the partnership, linked to thematic priorities:

- Reducing harm (including the harm caused by anti social behaviour)
- Reducing offending
- Reducing substance misuse
- Building sustainable community capacity and public confidence

The Prevent delivery plan will seek to contribute to these overall targets.

2. Demographic summary

Southwark has a resident population of over 293 thousand, spread over 21 wards, some of which are some of the most deprived areas in London.

The population is predicted to rise substantially over the next 10 years adding to the effect of an already dense population. The borough is racially diverse with 60% of its residents identifying as an ethnic minority. About one third of all its residents were not born in the UK and at the rate of migration into the borough, this could well increase.

In common with some other London boroughs, the population experiences a high resident turnover which can sometimes present challenges for community cohesion and the delivery of services. In addition, Southwark has a larger than average population of young people aged 20 - 39 years of age.

Further detail is available at www.southwark.gov.uk/JSNA

3. Local analysis of threats and vulnerabilities

The risks, threats and vulnerabilities of extremism and terrorism are based on a number of assessments which include the Counter Terrorism Local Profile (CTLP). Local assessments such as the Community Safety plan, local research and consultation with key vulnerable sections of the community and other key anecdotal evidence also help to build a richer picture of the extremist threat. This contributes to the development of a targeted partnership response of the identified issues gleaned from these assessments.

Staff and partners working with Southwark council will regularly review the local threat picture and take into account, wherever possible, evidence from the community.

The Prevent strategy is there to address the risks associated with all forms of extremism, but the risks in Southwark will, to a certain extent reflect the national risks and at the current time that can be summarised as those presented by the ideology of violent, politically driven 'Islamic' groups such as the 'ISIS'/'Daesh' terrorist group.

Southwark Prevent staff are also conscious that there is little 'overt' expressions of extreme right wing extremism, but these issues have to be carefully monitored to ensure that individual incidents do not get lost within the various recording systems and we continually monitor reports to accurately assess the risks presented by this.

Local Extremism issues

Overall, Southwark has some very specific issues in relation to overt extremist activity and there are some opportunities to respond to that through a range of reliable preventive measures which are aimed at reducing the impact of this activity, not only to vulnerable individuals but to the wider public.

Southwark have a recent history in relation to dawah stalls or leafleting in public spaces. It is believed that some people involved in this activity support an extreme adoption of political Islam and target young people from the borough. This activity is apparent in the Elephant and Castle, and Peckham Rye areas, although in common with other areas of London, this could move quickly to other parts of the borough.

At the moment, there is increased resilience within local Muslim organisations and mosques who deny extremist speakers platforms within their premises and certainly would not condone this behaviour. This is encouraging and could be a reflection of increased trust and mosque management through the work achieved by Prevent focused Police and council staff.

Faith based institutions in the borough are seen as a community resource and wherever possible, we will support them to improve their management and levels of good governance.

The UK is now seeing both individuals and family groups attempting to travel to the Middle East to support terrorist groups but also the return of similar individuals to the country where they can present a risk due to their radicalisation and terrorist training.

Southwark has not experienced a history of its residents travelling to Syria or other countries affected by recent conflict, but we are sensitive to this possibility and the fact that much of its propaganda both on line and espoused by local groups will be targeted at young people.

Previous London wide contact with Muslim communities suggest that there are general concerns that young people are easily attracted to the propaganda published by ISIS and communities are concerned that parents lack the tools to challenge them. A growing issue for parents is the widening relationships between them and their children. This is a vulnerability that groups like ISIS will seize as a way to mobilise young people believing that their allegiance is with the aims of ISIS ideology and not with their families who are considered apostates or not true believers.

Our approach to preventative safeguarding measures will recognise that and be delivered to reduce this risk wherever possible.

The Prevent partners also recognise the special role that educational institutions can have in supporting young people through their safeguarding role. The Counter Terrorism and Security Act defined them as 'specified authorities'. Consequently they will have legal obligations to fulfill a role within the assessment of risk in their premises, and the way that they guide staff in recognising the factors for vulnerability within their pupil groups.

There is a general recognition that schools can play a role in the forefront of the Prevent strategy and we will support them to deliver a proportionate response to this through this delivery plan and the Southwark Implementation Plan.

Lastly, we recognise that work will be required to ensure that joint Health or clinical commissioning groups will need support to ensure that preventative opportunities are 'built in' to their delivery and those services that have a diagnosis, caring or risk assessing role know how to seek advice or make appropriate referrals when an extremism risk is identified.

In summary the key issues that require focus for Southwark include:

- The ideology that can draw vulnerable individuals to travel to training camps in the middle east and other areas of conflict which may result in armed participation against the military, civilian and infrastructure attacks both abroad and in the UK.
- Foreign fighters and vulnerable individuals returning from areas of conflict i.e. Syria, where possible work with police and agencies to integrate returnees into the area as part of their resettlement.
- Hard to reach community groups or institutions lacking confidence to report and engage with local authority and police on issues of radicalisation or extremism. Often they will try to contain and manage emerging risks through their own interventions without the involvement of statutory services. Encourage at risk and marginalised community groups to work in partnership with the local authority and develop joint Prevent solutions.
- Supporting partner and agency workers to manage the risks within their own roles and engage fully with the Prevent partnership to increase their knowledge and engagement with these issues.

4. Governance arrangements

Southwark Council is accountable for local Prevent delivery. Its function as a specified authority and duty to implement Prevent is clearly defined within the Counter Terrorism and Security Act 2015. The current governance arrangements and forums for the reporting of Prevent work and management of vulnerability at a local level is set out below.

- **Safer Southwark Partnership** – has a strategic overview for all safer community priorities and delivers on its strategic function under the Crime and Disorder Act 1998. Southwark’s Prevent delivery plan is signed off by this board.
- **Southwark Children Safeguarding Board** – is a statutory body established to safeguard and promote the wellbeing of children and young people. It also has a duty to ensure that the welfare of children is promoted in pursuit of the five "Every Child Matters" outcomes. Radicalisation and extremism is now recognised as a safeguarding issue and the Prevent Professional Network is linked to this board.
- **Southwark Adult Safeguarding Board** – is a multi-agency panel with professionals with an interest to safeguard vulnerable adults at risk of harm and abuse. The establishment of the Social Care Act 2014 will provide the statutory footing to continue the work of the board in protecting vulnerable adults. As with Children safeguarding, radicalisation and extremism is now recognised as a safeguarding issue for vulnerable adults and the Prevent Professional Network is linked to this board.
- **Community Prevent/ consultation project groups** – are informal community groups that have an interest in Prevent priorities and delivery. These groups provide community representation and can act as a critical friend for community based projects. This group is linked to the Prevent Professionals network.
- **Channel** – is a multi-agency partnership panel for supporting individuals identified as being vulnerable to radicalisation and extremism. It is chaired by the local authority and supported by local specialist police teams. Membership includes statutory partners within the local authority as well as NHS Mental Health and Offender management services who are invited to panels on a case by case basis. Its role is to assess the level of risk posed by the individual, the extent of the vulnerability and to manage the intervention for the individual.

5. Prevent Strategic Objectives

The objectives set within Southwark's Prevent action plan are based on the risks and vulnerabilities identified through the local picture of the extremist and terrorist threat to the borough. There are three strategic objectives that have been identified that will encompass the issues and risks that have been raised in this assessment.

Objective 1: Identify, engage and seek active participation of key community influencers to drive the Prevent programme at a local level. *(This will be delivered through a strong community cohesion focus)*

Objective 2: Support the agencies and partners of specified authorities identified within the Counter Terrorism and Security Act 2015 to apply the Prevent duty across their service or area of business. *(This Includes; Schools, colleges, and other education establishments as well as commissioned children, adult and healthcare services that have a safeguarding function)*

Objective 3: Build resilience across the private sector and support staff/ management responsible for public spaces to deny extremists fundraising opportunities as well as platforms to propagate their extremist ideologies. *(Focused activity on ideological/fundraising events and activities, hall/ premises hire, internet cafes)*

6. Prevent Delivery Plan

Objective 1: Identify, engage and seek active participation of key community influencers to drive the Prevent programme at a local level

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
Review our engagement with key Mosques through structured support - Beacon Mosques Conference	Key Mosques in the Borough may not have the confidence to challenge extremist ideology or have the structures to sustain long term community or safeguarding approaches	Ideology Institutions Supporting Individuals	Establish fresh relationships with identified Mosques and connected faith institutions. Identify Mosques to participate in borough conference Engage with agency to facilitate event Set date and instigate planning - identify location. Deliver event	Attendees have their knowledge levels and awareness raised in terms of management, governance and legal duties associated with safeguarding and charity operations.	Budget , including independent evaluation, venue, facilitation, event materials	Prevent lead, Southwark Target delivery date; February 2017

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
<p>Develop and deliver a Community based 'Prevent' presentation to engage opinion formers in the borough in a structured way.</p> <p>After assessment, consider the construction of a Prevent consultation group</p>	<p>The Prevent strategy requires a structured delivery across the borough in order to attract support from opinion formers and key community based agencies which will provide a counter narrative to anti prevent organisations and engage the audience in a constructive manner</p>	<p>Ideology</p>	<p>Identify partners who will contribute to the construction of a communication tool</p> <p>Produce presentation /comms tool</p> <p>Identify individuals/agencies that meet 'influence' criteria</p> <p>Produce delivery plan</p> <p>Deliver planned itinerary after pilot</p>	<p>Delegates knowledge of Prevent agenda improved</p> <p>Delegates confidence around the agenda improved</p> <p>Borough partners identify and maintain contact file.</p> <p>Relationship with contacts to possibly form membership of community based Prevent consultation group</p>	<p>Initial reservation of budget should partnership wish to contract presentation tool, evaluation and piloting process.</p>	<p>Prevent lead, Southwark</p> <p>Police Prevent engagement staff</p> <p>Pilot event delivered by December 2016</p> <p>Remainder of programme delivered by March 2017</p>

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
Construction and support of a Prevent based Community consultation group	The delivery of Prevent is best discharged through a process of consultation of community based individuals and agencies that can have a positive effect on the agenda at a local level	Ideology Institutions Supporting Individuals	Assess outcomes associated with community presentation plan and identify partners to take part in consultation group Create and dispatch invitation Set draft terms of reference Deliver inaugural meeting Assess/review	Southwark borough has a meaningful consultation group with meetings which guide Prevent delivery	Within coordinator role	Prevent lead, Southwark Assessment of feasibility and Inaugural meeting by January 2017

Objective 2: Support specified authorities identified within the Counter Terrorism and Security Act 2015 to apply the Prevent duty across their service or area of business.

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
To produce an agreed Implementation plan under the Counter Terrorism and Security Act to ensure proportionate compliance	<p>The Counter Terrorism and Security Act has identified Councils as a specified authority and compliance with the spirit of the act is now enshrined in law.</p> <p>Its content has clear implications for leadership with the Council and for the training of its staff</p>	<p>Ideology</p> <p>Institutions</p> <p>Supporting Individuals</p>	<p>Consult with decision makers in the council to determine implications of the act.</p> <p>Produce draft of implementation plan based on risk assessed values.</p> <p>Identify range of critical services based on their risk/role profile</p> <p>Consult internally and with major partners/commissioned partners</p> <p>Cabinet agreement</p> <p>Communicate plan and evaluate response</p>	<p>Southwark Council has discharged an Implementation plan that supports its legal duties and places it in a defensible position, promoting its Prevent work and assist in the management of risk.</p>	<p>Resources of Prevent lead.</p> <p>Reserve from HO budget for the delivery of plan formation and delivery of training/ independent evaluation</p>	<p>Prevent lead, Southwark</p> <p>Chief Exec/Directors</p> <p>Draft by September 2016</p> <p>Sanctioned by 31st June 2016</p> <p>Plan delivered in first phase by March 2017</p> <p>Review to be planned for 2016 - 2017 business year.</p>

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
As part of implementation , produce a Prevent based training and briefing offer to the Council and its partners/commissioned services. Include consideration of training offer through LCSB and schools improvement service	<p>An understanding of Prevent and the factors for vulnerability are critical to the management of high quality referrals.</p> <p>WRAP is seen as the preferred medium but other briefings may be required for functions of the council with a safeguarding role.</p>	<p>Ideology</p> <p>Institutions</p> <p>Supporting Individuals</p>	<p>Identify training mediums/tools that could be used</p> <p>Identify objectives of training and audiences who are applicable to those mediums</p> <p>Sanction training and method of delivery</p> <p>Communicate training policy /offer</p> <p>Deliver programme</p> <p>Evaluate</p> <p>Communicate results</p>	<p>Agreed audiences are identified</p> <p>Training plan delivered</p> <p>Training outcomes achieved which articulate a greater awareness and confidence of the subject</p> <p>Identify links between training done and analysis of referrals/management of cases</p>	<p>Stage 1 production of training plan completed by Prevent lead.</p> <p>Initial reservation of budget for commissioned service to assist with training roll out</p>	<p>Prevent lead, Southwark</p> <p>Plan to be drafted by October 2016</p> <p>(Including audience identification and target)</p> <p>Sanctioned by October 2016</p> <p>Delivery to take place until March 2017</p> <p>(early training may take place before policy for critical groups)</p>

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
<p>Channel Panel</p> <p>A multi-agency panel consisting of core statutory partners coordinated by SO15 and chaired by the local authority. The panel manages individuals at risk of radicalisation and recommends appropriate support interventions.</p>	<p>Limited awareness or capacity to manage at risk individuals vulnerable to radicalisation. Lack of specialist interventions or support to reduce vulnerability towards extremism.</p>	<p>Objective 2 Supporting Vulnerable People</p> <p>Objective 3 Working with key sectors</p>	<ol style="list-style-type: none"> 1. Review Channel contacts 2. Maintain/ review information Sharing agreements between SO15 and LBE 3. Review existing referral and information gathering processes 4. Facilitate Channel panel meetings in collaboration with SO15. 5. Develop action plan and low level intervention capability for Channel subject 6. Complete CHANNEL operational review i/c ACPO 7. Take all steps to ensure that terms of CHANNEL referrals are appropriately maintained and increased. 8. Evaluate and monitor 	<p>A fully effective panel that is proven to reduce risk of vulnerable individuals through early intervention activities.</p>	<p>LBS and SO15 Staffing</p> <p>OSCT funded Intervention providers</p>	<p>Lead: Prevent lead & SO15 Met Police</p> <p>Timescale: Initial review by October 2016 then review monthly through 2016/17</p>

			Channel referrals and case management outcomes			
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Objective 3: Build resilience across the private sector and target authorities responsible for public spaces to deny extremists fundraising opportunities as well as platforms to propagate their extremist ideologies.

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
To deliver guidance and briefing material for Council and Police staff likely to deal with Dawah stalls and leaflet drops which support suspected extremist based activity	<p>Extremists who draw their ideology from cultural, ideological or faith based sources can have a damaging effect on a community and individuals and attract complaints from local communities.</p> <p>A robust challenge to the use of public space can protect individuals and provide a strong preventative effect within the community</p>	<p>Ideology</p> <p>Protecting vulnerable individuals</p>	<p>Develop outline or profile of the problem and set objectives</p> <p>Define the most appropriate briefing and training tool</p> <p>Achieve sanction through Council /Police</p> <p>Deliver briefings where appropriate and distribute material</p> <p>Evaluate effect of briefings/material</p>	<p>Workforce understanding and confidence is raised which result in positive feedback in connection with management of on street incidents</p>	<p>Within resources of Prevent lead</p>	<p>Southwark Prevent lead</p> <p>Council 'on street' enforcement staff</p> <p>Borough and CT Police</p>

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
<p>Review of Hall hiring process.</p> <p>A review of existing Council and community hall hire/lease policy to ensure it is resilient against extremist booking premises and to develop awareness amongst hall hire and booking staff. Map vulnerable premises.</p>	<p>Extremists are known to book premises for events often with an aim to radicalise or talent spot potential individuals. Some events host extremists speakers and also are used to fundraise for extremist causes.</p>	<p>Objective 1 Challenging extremist ideology</p> <p>Objective 3 Working with key sectors</p>	<ol style="list-style-type: none"> 1. Review currently hall hire agreements and booking process 2. Refresh policy if required 3. Review if staff require Prevent briefing (new staff/ staff changes) 4. Delivery briefings to staff 5. Establish a Council Premises Network for Prevent 	<p>Reduced threat of extremists using halls or private locations for events or meetings due to robust hall hire procedures leading to early identification of extremist individuals, speakers or groups of concern.</p> <p>Policy produced</p> <p>Training delivery outcomes established and realised</p>	<p>LBS Staffing</p>	<p>Lead: Southwark Prevent lead</p> <p>December 2016 – March 2017</p>

Project Activity & description	Risk/ Issue	Government Prevent Objectives	Milestones	Outcomes	Resources	Lead/ Agency/ Stakeholders & Timescales
<p>Raising awareness of extremist browsing – Internet Cafes</p> <p>Support local internet cafes to build resilience and monitor premises being used for extremist purposes by customers. To help internet cafes safeguard themselves from possible radicalisation risks.</p>	<p>Internet cafes are open to abuse by extremist online surfaces or users who wish to view content that is blocked in schools, offices or even in their homes by parents.</p>	<p>Objective 3 Working with key sectors</p>	<ol style="list-style-type: none"> 1. To identify local internet cafes 2. Police and Prevent leads to develop a package around risks and safeguards for internet cafes 3. Through neighbourhood patrol officers, visit local internet café sites and provide advice 	<p>Internet cafes have sufficient information to assist them in their resilience and have appropriate procedures in place to report concerns to Police.</p>	<p>Within resources of LBS Staffing SO15 Staffing Reserve budget should preparation and production of material be commissioned out.</p>	<p>Lead Prevent Coordinator & SO15 Prevent Engagement Officer Borough patrol officers December 2016- March 2017</p>

9. Evaluation Plan

The success of the Prevent delivery programme will rely on measuring the effectiveness of the programme. It will need to consider whether the objectives set out in the programme has been achieved and if it has not what learning has been undertaken to address the issues to achieve the desired outcome. Lastly it needs to consider what impact this has had on local stakeholders and communities. All of the individual work streams in the delivery plan above have objectives and targets set out wherever possible, but the following provides a summary of what success might look like and what factors are going to be considered in order to evidence it.

1. Defining the changes for measuring success

The key changes that could indicate whether the programme has been successful should include whether the delivery of the programme has resulted in:

- Increased awareness of Prevent across key sectors
- Strong political leadership and executive buy in and support
- Increased confidence amongst key stakeholders and communities
- Active participation in the delivery of Prevent from key stakeholders and communities
- Evidenced reduction in vulnerability in assessed individuals
- Evidenced reduction in incidents of overt extremism in the borough.

2. How to measure the change

The following can be seen as indicators to measure change

- ❑ Changes in policy documents that include Prevent/ Channel
- ❑ Attitudinal changes through dialogue with stakeholders, staff and communities through focus groups and meetings
- ❑ Record of requests for Prevent/ Channel briefings or training
- ❑ Requests for WRAP training and Prevent briefings
- ❑ Number and quality of Channel enquiries and referrals
- ❑ Positive links to partnership structures – forums, groups and executive boards
- ❑ Online links and information of Prevent through existing safeguarding websites
- ❑ Partners agree and sign up to the boroughs Prevent Delivery plan
- ❑ Record of attendees at Prevent Partnership Group meetings
- ❑ Appropriate reference of Prevent issues at Council meetings
- ❑ Positive Prevent publicity – community events
- ❑ Community enquiries or request for Prevent/ Channel information
- ❑ Undertaking field notes at meetings
- ❑ Interviews with stakeholders re: performance, confidence and capability
- ❑ Develop pre-post evaluation questioners

3. Data to be collected

The types of data that will be collected include:

- Evidence through minutes of Safer Southwark Partnership, council meetings, Prevent and Channel meetings.
- Partnership delivery plans that evidence Prevent objectives
- Research results of focus groups, volunteer feedback and WRAP delegates
- Contextual information through open sources.