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| <b>Item No.</b><br>15.             | <b>Classification:</b><br>Open | <b>Date:</b><br>20 September 2016                  | <b>Meeting Name:</b><br>Cabinet |
| <b>Report title:</b>               |                                | Southwark Prevent Partnership Delivery Plan        |                                 |
| <b>Ward(s) or groups affected:</b> |                                | All  |                                 |
| <b>Cabinet Member:</b>             |                                | Councillor Barrie Hargrove, Communities and Safety |                                 |

## **FOREWORD - COUNCILLOR BARRIE HARGROVE, CABINET MEMBER FOR COMMUNITIES AND SAFETY**

Southwark is a beacon for community cohesion. It belongs to a world city that today stands for multiculturalism, respect for diversity and universal progress. We want to do everything we can to protect this. The Southwark Prevent Partnership Delivery Plan is one way we are doing so.

The message is: Southwark is a positive place and when need be a tolerant place, but we are actively working deploying those powers we have to overcome any elements or individuals, misguided as well as malevolent people, within our society who are looking to put at risk all that we hold dear in order to pursue their objectives by violent and destructive means.

### **RECOMMENDATION**

1. That the cabinet agrees the Southwark Prevent Partnership Delivery Plan 2016/2017 as set out at Appendix 1.

### **BACKGROUND INFORMATION**

2. CONTEST is the United Kingdom's Strategy for Countering Terrorism. It consists of four overlapping strands:
  - **Pursue:** to stop terrorist attacks
  - **Prevent:** to stop people becoming terrorists or supporting terrorism
  - **Protect:** to strengthen our protection against a terrorist attack
  - **Prepare:** to mitigate the impact of a terrorist attack.
3. This report addresses the council's response to the Prevent strand of the CONTEST Strategy.
4. The aim of Prevent is to prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support. To be effective, it works with a wide range of sectors (including education, criminal justice, faith, charities, the internet and health) where there are potential risks of radicalisation.
5. Prevent addresses all forms of radicalisation leading to terrorism. This includes Right Wing Extremism. A recent report by the United Services Institute which was released a few days after the tragic murder of Labour MP Jo Cox, allegedly by a supporter of American neo-Nazi groups, highlights the rise in Europe of lone actor attacks by right wing extremists. In the period between 2000 and 2014

these accounted for 94 people killed and 260 injured. With the current threat levels Prevent continues to prioritise resources according to the identified risks and at this stage its principal national focus remains as terrorism associated with Daesh/ISIS and related groups.

6. Prevent is fundamentally about community engagement and awareness and not spying or other covert activity, however there is a perception amongst some groups that Prevent has become a solely police related activity. In some cases this has led to a position of mistrust and reluctance to engage with any Prevent associated activity or intervention. To be effective in engaging with at risk groups, Prevent must proactively use local contacts and harness the influence of faith and community leaders, hence the importance of good Community Engagement.
7. The Prevent duty was placed on a number of specified public authorities (including London Boroughs, the NHS, schools and further and higher education institutions) by the Counter Terrorism and Security Act 2015. This requires that the council must, in the exercise of its functions, have due regard to the need to prevent people from being drawn into terrorism. More detail on this is set out in the table at paragraph 22 below.
8. The Prevent agenda is not new and has been in place since 2007. Southwark was in the past designated as a Prevent supported borough and received specific funding that enabled the appointment of a Prevent lead officer between 2009 and 2011. When that funding ceased, it resulted in the loss of the Prevent officer post and the subsequent ending of some of the proactive engagement work.
9. In early 2014, the Metropolitan Police appointed a dedicated Prevent engagement officer for the borough. Early in 2015, Southwark was again designated initially as a supported borough but now as a priority area with government funding being made available for the re-appointment of a specific Prevent lead officer and for the implementation of project work.
10. Whilst Prevent is intended to deliver interventions designed to deal with extremist organisations, cases relating to concerns about individuals are addressed under the separate designation of Channel.
11. Channel is a multi-agency partnership chaired by the council that evaluates referrals of individuals at risk of being drawn into terrorism, working alongside safeguarding partnerships and crime reduction panels. Channel is about stopping people becoming terrorists or supporting terrorism. In Southwark the partnership has mapped referral processes, and provided a template agreed with partners for referrals. The panel considers referrals, whether appropriate interventions are necessary, and monitors progress with cases.
12. There is no single profile of a potential terrorist but terrorist groups sometimes try to recruit people who are susceptible or vulnerable. This can happen in person or over the internet. This will mean front-line staff across the partnership being aware of and recognising the symptoms and taking measured and proportionate action help to safeguard the individual and those around them.

## KEY ISSUES FOR CONSIDERATION

13. Since 2015, officers in the communities division have been working with police colleagues, engaging faith communities and raising awareness of some of the national campaigns and resources such as [www.preventtragedies.co.uk](http://www.preventtragedies.co.uk) which provides advice and information for families concerned about potential travel to Syria. A key target for communications activity is young people.
14. Schools are also a key target for communication and awareness raising and in Southwark all head teachers have been briefed on Prevent. Safeguarding leads in each school have also been briefed including attendance by over 100 school staff at a council organised event at the beginning of July 2015 following the Prevent duty under the Counter Terrorism and Security Act being extended to schools. This included the Police Borough Commander and Police Prevent Engagement Lead providing briefings.
15. Full staff briefings have been taking place in schools and Workshop Raising Awareness of Prevent (WRAP) training is being rolled out across schools. WRAP was developed by the Home Office and is a two and a half hour interactive facilitated workshop centred around a DVD. It is aimed at frontline staff (such as police, social services, probation, education and health staff) and is intended to give them:
  - an awareness and understanding of the *Prevent* agenda and their role within it
  - the ability to use existing expertise and professional judgement to recognise potentially vulnerable individuals who may be susceptible to messages of violence
  - the confidence to use a common sense based response.
16. The workshop is an introduction to Prevent and covers issues such as crime, normal social processes that are used to influence and manipulate people, extreme right-wing and other case studies, terrorist ideologies and factors which may contribute to an individual's susceptibility to a terrorist ideology. WRAP will continue to be rolled out across other frontline staff outside schools.
17. The Police Prevent lead has visited the majority of Southwark's secondary schools and is liaising with Children's services staff as this activity progresses.
18. The multi-dimensional nature of radicalisation means there is no single cause of radicalisation and no "magic bullet" that guarantees that someone will stop engaging with violent extremist groups. There is growing evidence that mental health is one contributory factor and our partnership with mental health practitioners is important in addressing this. The South London & Maudsley NHS Foundation Trust has a Prevent lead officer. The council is actively working with SLAM and other health providers on referrals.
19. There is no single way of identifying who is vulnerable to being drawn into terrorism. Factors that may have a bearing include peer pressure, influence from other people or via the internet, bullying, crime against them or their involvement in crime, anti social behaviour, family tensions, race/hate crime, lack of self esteem or identity and personal or other grievances.
20. Officers within the communities division work closely with those in children's and adults services sharing information and ensuring co-ordinated multi-agency

approaches to dealing with concerns about individuals. This has included detailed guidance for staff on referrals, agreed referral processes and guidance on assessing risks.

21. The Home Office monitors all priority boroughs activity in relation to Prevent given that it is now a statutory duty under the Counter Terrorism and Security Act 2015. The Act gives the Secretary of State the power to intervene or issue directions if they are not satisfied with performance as we move forward. Prevent is also embedded within the Ofsted inspection regime.
22. In the case of local authorities the guidance on the Prevent duty envisages that the council puts the following in place:

| <b>Workstream</b>                  | <b>Detail</b>   | <b>Southwark Response/Timescale</b>  |
|------------------------------------|---|--|
| Partnership Arrangements           | Use existing partnership mechanisms to co-ordinate and agree risk   | In place - Safer Southwark Partnership and Children's and Adults Safeguarding Boards   |
|                                    | Use existing partnership mechanisms to monitor impact   | In place - as above  |
|                                    | Effective dialogue with community organisations   | Action/communications plan being developed (this report)   |
| Risk Assessment                    | Use the Counter Terrorism Local Profile to assess risk  | CTLP delivered and informing the action plan   |
|                                    | Risk assessment is informed by engagement with schools, registered childcare providers, universities, colleges, local prisons, probation services, health, immigration enforcement, YOT and others. | Good engagement with schools, health and others.   |
|                                    | Incorporate the duty in other policies and procedures – in particular safeguarding children policies  | In place – Children's Safeguarding board has embedded Prevent within its policies and procedures e.g. its work on Internet/online Safety |
| Other agencies supporting children | Work with other agencies supporting children including out of school hours provision  | Action plan (this report)  |
| Monitoring and enforcement         | The Home Office can scrutinise Prevent action plans and performance and provide and develop good practice advice  | Advice being shared through Director of Communities  |
|                                    | Government can inspect and intervene where necessary  | n/a  |
| Action plan                        | Any authority that assesses there is a risk should develop a Prevent action plan including community based projects and activities  | Action plan being developed (this report)  |

| <b>Workstream</b>                   | <b>Detail</b>   | <b>Southwark Response/Timescale</b>  |
|-------------------------------------|---|--|
| Staff training                      | Training for appropriate frontline staff and contractors  | Prioritised school/children's services staff. Ongoing action plan will consider which other staff should undergo WRAP/other training |
|                                     | Local authority staff to make appropriate referrals to Channel  | Channel arrangements in place and referrals are taking place as required   |
| Use of local authority resources    | Local authorities to ensure publicly owned venues and resources do not provide a platform for extremists including access to IT | Included in September action plan  |
|                                     | Local authorities not to work with organisations with extremist views   | Communications Campaign included in September action plan  |
|                                     | Prevent duty written into contracts   | Legal advice has been sought and arrangements in place   |
| Appointment of Prevent Co-ordinator |   | Underway   |
| Collaboration                       | Local authorities where necessary collaborate with neighbouring authorities on action plans                                     | Information is shared through the London Prevent Co-ordinators Forum   |

### **Community impact statement**

23. Prevent is about safeguarding the communities we serve. It's the bread and butter of what many council officers in Southwark do and we are therefore working on raising awareness across the council and our partners.
24. The Prevent agenda is about our communities being fully engaged in the political and democratic process and feeling protected and empowered to live in their communities peacefully regardless of their faith and/or belief. What Prevent is not about is marginalising or targeting specific communities. As such it aims to have a beneficial impact on the community as a whole.
25. Under the Public Sector Equality Duty General Duty public authorities must have 'due regard' to the need to eliminate unlawful discrimination, harassment and victimisation as well as to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not.
26. The protected groups covered by the equality duty are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also covers marriage and civil partnerships, but only in respect of eliminating unlawful discrimination.
27. The council's "Approach to Equality", which was agreed by cabinet in December

2011, outlines the council's legal duties under the PSED General Duty and its obligations under the Human Rights Act 1998. It also sets out the council's commitment to embedding equality and human rights within the day-to-day responsibilities of all members, officers and contractors, as a part of day to day business.

28. It is essential that when decisions are made they take into account the public sector equality duty's general duty (PSED General Duty) as set out in section 149 of the Equality Act 2010. Officers will undertake further equality analysis as the service works through implementation of the changes.

### **Resource implications**

29. The specific post for Prevent is central government funded under the terms of a grant agreement with the Home Office. The Home Office have confirmed funding for 2016/2017 including the cost of the post and a small budget for Prevent related projects.

### **Legal implications**

30. The Prevent duty was placed on a number of specified public authorities (including London Boroughs, the NHS, schools and further and higher education institutions) by the Counter Terrorism and Security Act 2015. This requires that the council must, in the exercise of its functions, have due regard to the need to prevent people from being drawn into terrorism.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Democracy**

31. Section 21 of the Counter-Terrorism and Security Act 2015 (the Act) places a duty on certain bodies, including London boroughs, to have "due regard to the need to prevent people from being drawn into terrorism"; guidance is issued under section 24 of the Act. The Act states that the authorities subject to the provisions must have regard to this guidance when carrying out the duty.
32. The council's civil contingency work is driven by the Civil Contingencies Act 2004 which requires local authorities to develop and implement emergency plans, business continuity management arrangements and maintain an ability to warn, inform and advise the public in an emergency.
33. As detailed in paragraphs 25 to 28, all decisions are made they take into account the PSED General Duty as set out in section 149 of the Equality Act 2010; and detail how this will be achieved.

### **Strategic Director of Finance and Governance (FIN0916 – JB)**

34. This report seeks to agree the Southwark Prevent Partnership Delivery Plan 2016-17 as set out at Appendix 1. Paragraph 29 notes that funding for both the Prevent Co-Ordinator post and related projects is by way of grant agreements with the Home Office.
35. The grant agreements state that funding is obtained in arrears through quarterly claims and assessed against allowable expenditure. Management should ensure

all Prevent related expenditure meets the criteria and quarterly claims are submitted to minimise any financial risks associated with the delivery plan.

## BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|-------------------|---------|---------|
| None              |         |         |

## APPENDICES

| No.        | Title:  |
|------------|---|
| Appendix 1 | Draft Prevent Partnership Delivery Plan (circulated separately) |

## AUDIT TRAIL

|   |  |                          |
|---|--|--------------------------|
| <b>Cabinet Member</b>   | Councillor Barrie Hargrove, Communities and Safety           |                          |
| <b>Lead Officer</b>   | Gerri Scott, Strategic Director of Housing and Modernisation |                          |
| <b>Report Author</b>  | Stephen Douglass, Director of Communities                    |                          |
| <b>Version</b>  | Final  |                          |
| <b>Dated</b>  | 8 September 2016   |                          |
| <b>Key Decision?</b>  | Yes  |                          |
| <b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b> |  |                          |
| <b>Officer Title</b>  | <b>Comments Sought</b>                                       | <b>Comments Included</b> |
| Director of Law and Democracy   | Yes  | Yes                      |
| Strategic Director of Finance and Governance                            | Yes  | Yes                      |
| <b>Cabinet Member</b>   | Yes  | Yes                      |
| <b>Date final report sent to Constitutional Team</b>                    | 8 September 2016   |                          |