

Scrutiny Committee

Meeting to be held on 23 September 2016

Electoral Division affected: All

Prevent

Contact for further information:

Bob Stott, (01772) 532066, Director of Education, Schools and Care

Pam Smith (01772 530591) Equality & Cohesion Team, Policy information & Commissioning

Executive Summary

This report provides information on the implementation of the Prevent Duty, Section 26 of the Counter-terrorism and Security Act 2015 across the authority since its commencement in July 2015, and our partnership working arrangements with regard to Prevent.

Recommendation

The Committee is asked to:

- i. Note the report ;
- ii. Note the developments and comment as appropriate;
- iii. Consider receiving further updates on Prevent including the developing Prevent Strategy.

Background and Advice

The Government's Prevent strategy, published in 2011, is part of their overall counter- terrorism strategy CONTEST and its Annual Reports. CONTEST has four arms: Pursue, Prevent, Protect and Prepare. The aim of the Prevent strategy is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism.

The 2011 Prevent strategy has three specific strategic objectives:

- Challenge the ideology that supports terrorism and the threats we face from those who promote it;
- Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and
- Work with sectors and institutions where there are risks of radicalisation that we need to address.

The Prevent Strategy was explicitly changed in 2011 to deal with all forms of terrorism and non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorist's then exploit. It also made clear

that preventing people becoming terrorists or supporting terrorism requires "challenge" to extremist ideology where they are used to legitimise terrorism and are shared by terrorist groups. This also means intervening to stop people moving from extremist (albeit legal) groups into terrorist-related activity. The most significant threat is currently from Al Qaida (AQ) and Daesh (ISIL). However terrorists associated with the extreme right also pose a threat.

Definition of extremism

"Vocal or active opposition to fundamental British Values including democracy; the rule of law; individual liberty; mutual respect and tolerance of different faiths and beliefs. We also include in our definition calls for the death of members of our armed forces" Prevent Strategy 2011.

Definition of terrorism

"An action that endangers or causes serious violence to a person/people; causes serious damage to property; or seriously interferes or disrupts an electronic system". Terrorism Act 2000.

Legislation and Government Strategies

In order to strengthen the response to terrorist activity against the UK, in February 2015 the Government enacted the Counter-terrorism and Security Act 2015. Section 26 of the [Counter-terrorism and Security Act 2015](#) places a duty on certain bodies including local authorities, in the exercise of their functions, to have "**due regard to the need to prevent people from being drawn into terrorism**". The Duty on specified authorities came in to force in July 2015.

Local authorities are vital to Prevent work. The Act says responsibilities of local government bodies will not fundamentally change with the commencement of the Prevent Duty as preventing people from being drawn into terrorism is part of a range of activities already undertaken by local authorities. In legislating, it is the intention of the Government that consistency is improved and best practice shared. In March 2015 the Government published its Prevent Duty Guidance and in July 2015 and March 2016 revised the [Prevent Guidance](#).

Here at the County Council our prevent work focusses on "safeguarding" our communities, customers and employees through many different functions from social care support, monitoring risk, ensuring safe use of the internet, procurement, training and awareness raising to the hiring of public venues.

The [Prevent strategy](#) also links to one of the five aims of the Governments Integration Strategy which the county council has also adopted within its own [Equality, Cohesion and Integration Strategy 2014/17](#).

In June 2015 the Department for Education issued departmental advice to help schools and child care providers understand the implications of the Prevent Duty 2015. This can be found at: - [Protecting children from radicalisation: the prevent duty - Publications - GOV.UK](#) . As identified in the advice schools and child care providers should have clear procedures in place for children at risk of radicalisation. These procedures can be set out in existing safeguarding policies and it is not necessary to have distinctive Prevent Duty policies. General safeguarding principles

apply to keeping children safe of radicalisation. Other useful information for schools can be found at the LCC funded [Prevent for Schools website](#).

With the significant and changing threat to the UK the Government published its [Counter-Extremism Strategy](#) in October 2015. The strategy addresses the full spectrum of extremism: violent and non-violent, religious, far-right hate and fears in all their forms and empower the mainstream voice. The strategy has six main chapters; Threat from Extremism; Governments Strategic Response, Countering Extremist Ideology, Building Partnerships, Disrupting Extremist and Building Community Cohesion.

In July 2016 the Governments [Action Against Hate Action Plan](#) was launched coinciding with the increase in hate incidents and crime reports following the EU referendum. The Government's commitment to tackling hate crime is underpinned by some of the strongest legislation in the world which protects communities from hostility, violence and bigotry with specific provision for enhanced sentencing motivated by race, religion, sexual orientation, disability or transgender identity.

Following Dame Louise Casey, Director General of Casey Review Team's national review during 2015/16 in to opportunity and integration in some of our most isolated communities the findings and supportive funding are expected to be published in autumn 2016. The review looked at issues including:

- social integration and opportunity
- segregation, social exclusion and economic disadvantage
- community cohesion
- racism, anti-Semitism and Islamophobia
- seeing how we could prevent extremism and hate wherever it occurs
- 'bringing the country together as One Nation'

The county council responded to this consultative review and during the latter part of 2016 a review of the Government's Prevent Strategy itself is also expected.

Our Prevent Principles

Our leadership and governance arrangements oversee the statutory element of Prevent, to ensure the duty is being adhered to across our services and by those delivering our services and ensure our principles are being adopted:-

- Safeguarding is the foundation of how we address the Prevent Duty across the organisation.
- Embedding Prevent into our existing strategies, policies and procedures e.g. safeguarding, communications, corporate strategy, accommodation policy, commissioning, community cohesion and equality analysis etc.
- Ensuring our employees and members are supported in developing their skills and knowledge and understanding and how to report concerns.
- Challenging extremist ideology and narrative, including online by encouraging staff to report concerns.
- Deliver consistent communication messages that don't impact negatively on community cohesion and promote positive narratives.

- Supporting communities to build resilience across Lancashire by working together to make a difference.
- Safeguarding vulnerable individuals through our multi-agency arrangements and referrals for support and interventions.
- Working in partnership across pan Lancashire to understand and respond to the risks and threat of terrorism through the Counter Terrorism Local Profile the pan Lancashire and other local action plans and projects.

How are we meeting the Prevent Duty responsibilities?

Leadership

The Prevent Duty commenced on 1 July 2015 and the Leadership within an organisation is expected to:-

- establish or use existing mechanisms for understanding the risk of radicalisation;
- ensure staff understand the risk and build the capabilities to deal with it;
- communicate and promote the importance of the duty; and
- ensure staff implement the duty effectively

Reports and updates are presented to Management Team and the Cabinet Fairness for All Working Group. The Elected Member Champion for Prevent is County Councillor Azhar Ali and County Councillor Matthew Tomlinson links in from the schools side. Prevent Duty responsibilities are delivered to councillors through the Bite size Briefing programme and a new addition in 2016 was Personal Safety and Online Security.

Our responsibilities and matters arising under the CONTEST Strategy and Prevent Duty are highlighted at the Chief Executive Briefings to Heads of Services. The Duty now forms part of the guidance in the new Scheme of Delegation and is considered when completing the Equality Analysis toolkit where appropriate.

The Equality and Cohesion team has an officer who is the single point of contact on behalf of the County Council for Counter Terrorism and Prevent, providing advice and support not just within the County Council but also working with partners, external community groups, Lancashire Constabulary, MASH etc. Email: pam.smith@lancashire.gov.uk

Prevent Activity

The Prevent Duty broadly falls into the following categories:

- Partnership
- Risk Assessment
- Action Plan
- Training and Awareness Raising
- Use of local authority resources
- Other agencies and organisations supporting children
- Out of school settings supporting children.

Set out below is what is expected of the authority in responding to the Prevent Duty and examples of our activity delivered during 2015/16 under each category.

Partnership – Local Authorities should make use of existing local multi-agency groups to manage risk.

The key partnership groups we are part of to coordinate and monitor Prevent related activity include:

- The Lancashire Chief Executive Group who receive and respond to quarterly reports on counter terrorism and Prevent.
- In 2015 the CONTEST Board has been reinstated by the Lancashire Chief Executive Group in view of the increasing concerns/activity with this agenda. (Prevent, Peruse, Protect and Prepare)
- A Strategic multi-agency Prevent Managers Group which monitors risk, incidents and project activity, reporting to the CONTEST Board
- A Multi-agency Channel Panel to assess individual referrals and decide how to support vulnerability. (LCC is vice-chair of this group)

From September 2016, the pan Lancashire area will become one of several pilots in the country where the management and administration of the Channel Panel will move from the constabulary and fall within the remit of local authorities. Blackburn with Darwen Borough Council has been selected to host the 12 month pilot on behalf of Lancashire and this will be funded by the Home Office. The Home Office decided that Blackburn with Darwen will host the panel because it is where the Channel Chair is based.

The aim of the pilot is to assess the feasibility of transferring the Channel programme and its case management responsibility (including decisions on suitability for the process) to Local Authorities thus reducing the police's role in the overall case management and administration of the Channel process. The Head of Operations and Safeguarding in Blackburn with Darwen will continue as the Channel Chair and will take responsibility for the Blackburn with Darwen Channel cases. The vice chairs will be from Lancashire County Council and Blackpool Unitary and they will take overall responsibility for the cases in their Local Authority area. This work is being coordinated in Lancashire by the Dovetail Working Group.

The Lancashire Children's and Adult Safeguarding Boards also have a clear role to play in supporting delivery and holding partner agencies to account for their effectiveness of their arrangements under the Prevent Duty.

Risk Assessment – The Prevent Guidance advises specified authorities to use their areas Counter Terrorism Local Profile (CTLP) to assess the risk of individuals being drawn into terrorism.

Content of the Lancashire CTLP is shared at executive leadership level to inform services where appropriate. Lancashire Counter Terrorism Unit and key partners also share information at the Lancashire Chief Executive Group and CONTEST Board meetings and concerns, incidents and tensions are monitored by the pan Lancashire Prevent Managers Group (multi-agency practitioner group).

Following the introduction of the Channel Panel pilot the counter terrorism 'risk' of the Channel Panel will still be owned by Lancashire Constabulary and Governance arrangements will remain the same. The Contest Board will provide the strategic oversight and the pan Lancashire Safeguarding Boards will be regularly updated and provided with assurances that robust Channel arrangements are in place. LCC has senior strategic representatives on all these groups.

The National Prevent prioritisation process has identified three tiers of threat and Home Office resource is allocated accordingly:-

- Tier 1 – highest threat priority areas (no Lancashire areas).
- Tier 2 – medium threat priority areas (Blackburn and Burnley).
- Tier 3 – local areas on England (i.e. the rest of Lancashire, county council, unitary and districts).

In 2015 Tier 3 areas were offered up to £10,000 through the government's New Burdens funding to deliver a baseline of activity consistent with delivery of the Prevent Duty, The County Council successfully applied for the whole £10,000 which was used to upgrade the Lancashire Prevent for Schools website (P4S). The tools within the website are accessed by the majority of primary and secondary schools from across the Lancashire area and can also be viewed by schools from across the UK. Since its upgrade hits/page usage per month has increased from 4,000 to 14,000.

Prevent staff and member training together with corporate website and newsletter notifications were delivered in house. Corporate arrangements are in place for colleagues to inform of the CT/Prevent SPOC of any risks or concerns across our services and reporting mechanisms are promoted on the [Preventing extremism intranet pages](#).

The Library, Museums, Cultural and Registrars service have included the duty in their e-safety policy and procedures and internal staff awareness training.

Action Plan - Where counter-terrorism local profiles (CTLP) identify local risks of radicalisation, a Prevent action plan must be in place that addresses how the risks will be mitigated.

A multi-agency pan Lancashire Prevent Action Plan is in place and actioned by the pan Lancashire Prevent Managers Group and reporting to the CONTEST Board.

The Equalities and Cohesion Team lead on the developing LCC Prevent Strategy and Action Plan 2016/17 which sets out the expectations of services across the County Council to support the delivery of our commitments arising from the pan Lancashire action plan together with the Prevent duties placed upon us as a specified authority. The duty has also been embedded within the Lancashire Children's and Adults Safeguarding Board policy and procedures. Our Prevent Strategy will take account of the priorities and actions within the Property Strategy, Corporate Strategy and Neighbourhoods Plans so that there is consideration of the risks.

Training/Awareness raising - Local authorities are expected to ensure appropriate frontline staff, have a good understanding of Prevent are trained to recognise vulnerability to being drawn into terrorism and are aware of available programmes to deal with this issue. Make appropriate referrals to Channel and ensure that Channel is supported by the appropriate organisation and expertise.

In recent years there has been a significant focus on counter terrorism/Prevent related training across the County Council for both members and officers. Prevent is largely embedded within Children's and Adults Safeguarding services through the approved Home Office training (WRAP). At the request of Management Team the national Prevent/Channel e-learning was promoted on the intranet through Staff Notices. (October – December 15). This general awareness e-learning is available for all staff to undertake and can be accessed in the L&D e-learning suite. The training takes about 20 minutes and once completed a certificate can be saved or printed off, which can be used for evidence in inspections e.g. Home Office or OFTSED. The corporate Equality and Cohesion website hosts information on the requirements of the Prevent Duty together with awareness raising/staff training details of which were outlined in October 2105 Team Talk for managers to address within their teams. The e-learning is available on the member's C-First website too.

- WRAP 3 – Training (Safeguarding focussed)

Following the organisational transformation a number of accredited WRAP trainers were lost and a new cohort of Home Office accredited WRAP Train the Trainers was established across the organisation to assist in WRAP delivery. The Corporate Skills, Learning and Development service co-ordinated the roll out of a training programme during 2015/16 with support from WRAP TTT across key service areas. This training was directed at both adults and children's safeguarding services and other key frontline LCC services e.g. libraries, youth offending team, emergency planning service, fostering, young people's service, MASH and WPEH. The Skills, Learning and Development Service centrally collate attendance information in order that we have a corporate record of trained staff that is easily accessible and robust.

A new HO Prevent e-learning training tool is also available in the L&D e-learning suite which will replace the full WRAP delivery programme in future years. Ad hoc WRAP sessions are still be available if a service/team requires them. By way of monitoring and gathering specific evidence of who has undertaken the new Prevent training, the (Ncalt) e-learning and WRAP, managers can collate this through their PDR process as evidence for inspections etc.

- Governors /Schools

All Chairs of School Governors have been trained on their responsibilities and receive newsletter updates via the Governor Services team. Specific Prevent and British Values conferences have been held for Headteachers/Schools co-ordinated by the Schools Improvement service.

- On-line tools

In support of Prevent through the wider CONTEST Strategy the [Stay Safe "Run; Hide; Tell"](#) awareness video and the [Red Button – reporting online extremism/terrorist](#) material are available on the intranet and C-First website.

- Continuing Support and advice.

The Equality and Cohesion Team will continue to provide ad-hoc advice to county council service managers and elected members and deliver briefings and updates. Contact pam.smith@lancashire.gov.uk Tel 01772 530591.

Use of local authority resources - In complying with the duty local authorities are expected to ensure that publicly owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views. This includes considering whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material.

Project Griffin training which focuses on maintaining the safety and security of buildings, business areas and neighbourhoods has also been undertaken with specific frontline staff and environment colleagues. The Home Office Proscribed list of terror groups or organisations is regularly shared with appropriate managers. Specific flags and blocks have been being built in to County Council and BTLS ICT internet and email monitoring systems on public use equipment and the Prevent Duty is embedded within the Internet, Email and Telephone Acceptable Use Policy.

Reference to the duty is built in to procurement and commissioning arrangements. The Prevent Duty has been considered as part of the corporate Property Strategy developments and is referenced within the Use of Premises Plan produced by the Facilities Management service.

Other agencies and organisations supporting children - A range of private and voluntary agencies provide services or exercise functions for children, for example children's homes, independent fostering agencies, and bodies exercising local authority functions. These bodies must ensure as part of their local authority safeguarding arrangements that staff are aware of Prevent. To satisfy this a requirement an obligation to meet the Duty will be built in to standard contractual terms and conditions.

Within Lancashire, we commission a wide range of providers to deliver services for young people. These include health visiting, school nursing, targeted prevention and early help services as well as agency fostering and residential children's homes. Through the Lancashire Safeguarding Children Board and Lancashire Children and Young People's Trust arrangements we develop and promote safeguarding policies and procedures. We provide briefing materials which are available to all partners in the children's workforce and promote good safeguarding practice through our multi-agency arrangements. Where services are procured by the County Council an obligation to meet the Duty is now built in to standard contractual terms and conditions

Out of school settings supporting children - Local authorities should take steps to understand the range of activity in their area in this space and take appropriate and proportionate steps to ensure that children attending such settings are appropriately safeguarded. Our existing safeguarding arrangements provide a good degree of protection for all children and young people.

The Children's and Adult's Safeguarding Boards continue to have a role in scrutinising and challenging our partner agencies with regard to their safeguarding arrangements which now include reference to the Prevent duty specifically. Reports on School Attendance, Children Missing Education and Elective Home Education are presented to the Schools Equality Group.

The Equality and Cohesion Team provide continued support to a Consortium of Lancashire Madrassas, raising awareness of and facilitating links with LCC services where appropriate

We have been working very closely with the Muslim community (Madrassas, Mosques and service users/parents) across Lancashire regarding the out of schools settings inspection proposal and responded on behalf of the authority to a questionnaire from the Department of Education. The intention of the proposal is to raise standards amongst out of schools settings which is very important Information.

Monitoring and Enforcement

Under the Duty the Home Office in its central monitoring role can (and already does) scrutinise local Prevent action plans, project impacts and overall performance. If there is non-compliance including education, childcare and children's social care then the Secretary of State will intervene under the LGA 1999 "best value" duty and powers within the Children's Act 1996 and Children's Act 2004.

Schools have specific responsibilities under the Duty and are inspected through OFSTED. In 2015 OFSTED found that the county council provided good support and guidance for partners on safeguarding, radicalisation and the Prevent agenda. Staff in schools had good quality training on Prevent. Its staff respond well to specific enquiries from partners, for example when schools need advice on complex radicalisation issues and the children's services linked well with the Channel Programme in respect of young people at risk of radicalisation. Key agencies reported good partnership working across the area and growing professional confidence.

In January 2016 the County Council completed a HO online monitoring form around compliance of the Prevent Duty. The LCC Prevent Duty implementation plan 2015/16 was submitted as part of the evidence. LCC subsequently passed the inspection and we were given the authorisation to apply for Prevent funding under the Prevent Duty new burdens fund (£10,000).

Within the organisation Prevent is monitored through the Cabinet Fairness for All WG and Management Team were regular updates are presented and reviewed.

Consultations

NA

Implications:

This item has the following implications, as indicated:

Risk management

Arrangements are in place for Cabinet Fairness for All WG and Management Team to monitor implementation of the Prevent Duty and supporting activity across the organisation.

Legal Implications

None compliance with the Section 26 of the Counter Terrorism and Security Act 2015 (Prevent Duty) could leave the authority open to specific actions being placed upon them by Government.

Financial Implications

N/A – The Duty has been incorporated into existing policies and procedures as part of the day-to-day work of the authority and embedded in to current safeguarding responsibilities as outlined in the Government's Prevent Guidance.

Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact/Tel
Counter Terrorism and Security Act 2015, Section 26	February 2015	Pam Smith (01772) 530591
Prevent Duty Guidance for Specific authorities	July 2015, revised March 2016	Pam Smith (01772) 530591
LCC Prevent Duty delivery plan 2015/16	October 2015	Pam Smith (01772) 530591
LCC response to Louise Casey Review	December 2015	Saeed Sidat(01772) 536118

Reason for inclusion in Part II, if appropriate

NA