

<b>Committee:</b>	<b>Date:</b>
Safer City Partnership	8 <sup>th</sup> June 2015
<b>Subject:</b> Prevent	<b>Public</b>
<b>Report of:</b> Paula Wilkinson – Community Safety Team	<b>For Information</b>
<p style="text-align: center;"><b>Summary</b></p> <p>The delivery of Prevent sits within the Corporations statutory responsibility under the Crime and Disorder Act 1998 for Local Authorities to do all it reasonably can to prevent crime and disorder in its area.</p> <p><b>Recommendation</b></p> <p>Members are asked to note the contents of the report.</p>	

## Main Report

### Background

The work of both the National and local Prevent strategies' operate in **pre criminal space**, with an emphasis of early intervention to safeguard people against being drawn into terrorism and ultimately carrying out an act or acts of terrorism. The Prevent is part of CONTEST, the overall counter-terrorism strategy. The four key elements of CONTEST are as follows:

- Pursue: to detect and disrupt the threat of terrorism
- Protect: to strengthen infrastructure from attack
- Prepare: to reduce the impact of an attack by ensuring an effective
- Prevent: to tackle radicalisation and stop people becoming terrorists

The aim of the **National Prevent strategy** is to reduce the threat to the UK from terrorism by stopping people **becoming** terrorists or **supporting** terrorism.

The **National Prevent strategy** has three specific strategic objectives:

1. ***Respond to the ideological challenge of terrorism and the threat we face from those who promote it;***
2. ***Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and***
3. ***Work with sectors and institutions where there are risks of radicalisation that we need to address***

In March 2015 the Home Office issued guidance for agencies deemed as specified authorities in England and Wales as per the Counter-Terrorism and Security Act 2015. "To have due regard to the need to prevent people from being drawn into terrorism". The duty is applied to day to day business operations and the guidance set out how the Prevent duty should be fulfilled.

In addition to the above it is also worthwhile noting that the delivery of "Prevent" means different things in different locations. A generalist term is often used "the Delivery of the Prevent Programme" is referred to without defining what this actually means for a specific location.

Boroughs identified by the Home Office as Prevent "Priority boroughs" receive funding for Prevent Coordinator Posts, Prevent Case Management, Targeted interventions and Social Cohesion projects all to reduce risk. The Home Office considered priority is largely based on Police information. In none Priority boroughs Prevent work is being picked up within Community Safety Teams.

## Current Position

1. The City of London Police produced a **Counter Terrorism Local Profile – CTLP** highlighting risk and protective factors specific for the City of London.
2. The 2013 **Prevent Information Sharing Agreement** has been refreshed to bring it in line with the Prevent Duty and the Counter Terrorism and Security Act 2015.
3. A **Memorandum of Understanding – MOU** has been drafted and is awaiting final agreement.
4. **Pre-screening** and **Channel referral process** has been developed and agreed. Pre-screening can also screen out referrals. See appendix 1.
5. An initial **Prevent delivery plan** has been produced and works in line with the three objectives set out in the Prevent Strategy. The delivery plan is a working document and in the future will also be informed by partners and subject to change to meet emerging trends and identified needs. As it currently stands the delivery plan has been informed by the following:
  - The recommendations of the CTLP and previous COLP action plan
  - The Home Office Prevent Duty Guidance and further discussion
  - Information gained from the National Prevent Challenge Panel – very useful in terms of faith and community groups (not city specific)
  - London Borough of Hackney Prevent Coordinator
  - City and Hackney Safeguarding Board
  - London Borough of Ealing Prevent Strategy
  - Bradford Council / Partnership
6. Development of effective **communication** for Prevent, including Channel referral pathway
7. Develop **post incident counter narrative** communications as extremist groups use post incidents to recruit.
8. **City of London Prevent Strategy** is being circulated for consultation.
9. A Prevent working group continues to move forward on Prevent.
10. Development of a **Prevent delivery plan - monthly meeting** with the Prevent and Safeguarding leads from Specified Authorities relevant to the City of London is being progressed. The aim is to include internal Safeguarding Champions and external Prevent leads and Safeguarding Champions from Health, Probation, Further and Higher Education. Attached as Appendix 3
11. **\*Promote Community Cohesion and inclusion**

## Corporate & Strategic Implications

Develop a delivery plan to reduce the risk.

Assess risk of employee's, residents being drawn into terrorism.

Train staff to recognise radicalisation and extremism and how to share concerns.

Refer vulnerable people to Channel.

Being mindful of prevent when developing new plans for delivery and when plans are refreshed.

Continue to establish responsible booking policy for public venues.

Refrain from working with extremist organisations

The partnership should note that the Secretary of State will have the power to take direct action to enforce compliance where the Secretary of State is satisfied that a body has failed to discharge the duty.

Home Office Prevent Duty Guidance issued.

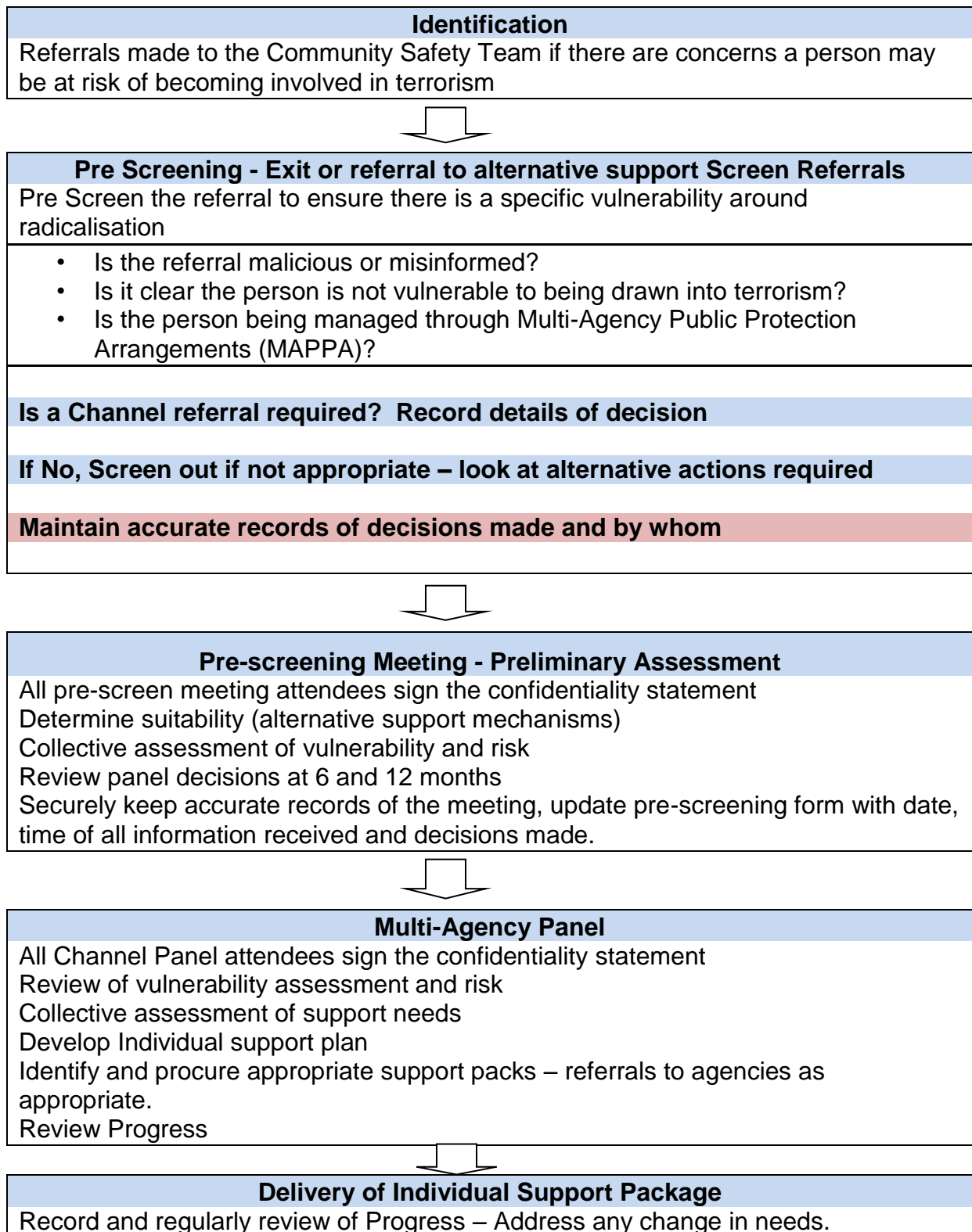
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417943/Prevent\\_Duty\\_Guidance\\_England\\_Wales.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417943/Prevent_Duty_Guidance_England_Wales.pdf)

Home Office Channel Guidance;

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/425189/Channel\\_Duty\\_Guidance\\_April\\_2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/425189/Channel_Duty_Guidance_April_2015.pdf)

## Appendix 1

This diagram shows the different stages within the City of London **Channel process**:



## Appendix 2

# Draft City of London Corporation – Prevent Strategy 2015/16

## Introduction

Radicalisation is driven by an ideology which sanctions the use of violence and encourages the rejection of a cohesive and integrated society. Often those who are most vulnerable are deliberately targeted through a narrative which makes this ideology seem as both attractive and compelling.

The City of London has experienced first-hand the devastating effects of radicalisation in recent years. From the bombing of the London Underground at Aldgate in 2005, marches by the far-right organisations in 2014 and the recruitment of young people in 2015 from a neighbouring borough to join an international terrorist group. In order to protect our communities, we must provide those at risk of radicalisation with the support and guidance needed to turn away from violence.

## National Context

### Contest

The United Kingdom's long term strategy for countering terrorism is called CONTEST. Published in 2011, its aim is 'to reduce the risk to the UK and its interests overseas from terrorism, so that people can go about their lives freely and with confidence'.

The four key elements of CONTEST are as follows:

- Pursue: to detect and disrupt the threat of terrorism
- Protect: to strengthen infrastructure from attack
- Prepare: to reduce the impact of an attack by ensuring an effective
- Prevent: to tackle radicalisation and stop people becoming terrorists

### Prevent

The focus of Prevent lies primarily on early intervention before any illegal activity takes place and hence operates in the non-criminal space. Under Section 26 of the Counter-Terrorism and Security Act 2015, a duty is placed on the City of London Corporation in the exercise of its functions, to have 'due regard to the need to prevent people from being drawn into terrorism'. The related National Prevent Strategy outlines three strategic strands to help inform our local response. These are set out below:

1. **Ideology:** This involves the challenging of radical ideology and the disruption the ability of terrorist groups to promote it. This will include a greater number of projects around education, communities and the criminal justice system.
2. **Supporting Vulnerable Victims:** To build upon existing multi-agency frameworks to identify and support people at risk of radicalisation. This will include the use of the Channel process and draw on expertise from local authorities, policing and other partnership organisations including community organisations.

3. **Working with other sectors:** Priority areas include education, faith, health, criminal justice and charities. There should be no 'ungoverned spaces' in which extremism is allowed to flourish without firm challenge and where appropriate legal intervention.

The Prevent Strategy places an emphasis on local delivery and partnerships. While the role of policing is important, Prevent is not solely a policing programme. It requires a multi-agency response – key partners include Local Authorities, Schools, Higher Education, Further Education, the Health Sector, Prisons and Probation.

## City of London Context

The City of London is a unique demographic area, quite unlike any other location within the United Kingdom. While the residential population numbers approximately 9,500, the City is also home to 15,000 businesses employing over 375,000 people. Due to its iconic attractions, the City of London also welcomes large numbers of visitors daily. With major transport infrastructure improvements including the completion of Crossrail in 2018, these numbers are likely to rise significantly in the coming decade.

As a whole, 79% of the residential population describe themselves white, 13% as Asian and 3% as Black. However, these statistics disguise significant contrast between residential areas. For example, on the Barbican Estate 85% of residents are white whereas on the Mansell Street Estate 47% of residents describe themselves as Asian. Such contrast is also reflected in socio-economic outlook with only 5% of residents on the Barbican Estate in social housing compared to 95% of residents on the Mansell Street Estate, with the area ranked in the 40% most deprived areas of the country.

There are five schools within the City of London, four of these are run independently and one provides state education. There are also two main universities within the City of London and two university campuses.

In addition, the City of London Corporation is an education and childcare specified authority for five schools, four academies and one independent school, which are located in other local authorities.

Finally, the City of London Corporation also has a responsibility for a number of publically owned venues and spaces. These range from major cultural institutions such as the Barbican Centre and Tower Bridge to community halls, libraries and large open spaces such as Hampstead Heath and Epping Forest.

## A Risk based approach

### The Threat

All terrorist groups who pose a threat seek to radicalise and recruit people to their cause. Radicalisation is driven by an ideology which sanctions the use of violence and acts of terrorism or seeks to popularise extreme views which terrorists can exploit. It is often conducted by using grooming techniques to isolate vulnerable individuals from their communities and support networks. The greater use of the internet and the growing interest in social media facilitates the easy circulation of extremist ideology and can be used by terrorist groups to target vulnerable individuals and those at risk.

## Managing the Risk

To effectively carry out our duties in preventing people being drawn to terrorism, we must demonstrate an understanding of the risk of radicalisation and take necessary measures to manage it. The City of London Counter Terrorism Local Profile which is produced by the City of London Police will be used as a foundation in identifying risk and driving our overall approach.

The City of London Corporation has developed strong and constructive relationships with our resident and community interest groups. For example, we regularly contribute to Bengali community awareness days and provide support to the Mansell Street Islamic Woman's Group. These groups should be engaged in order to encourage the sharing of information and to work against the distribution of extremist ideology. We will continue to utilise these existing relations and structures within our communities to counter extremism and radicalisation.

We must also apply a tailored approach in our engagement with our business community - making use of our existing connections through the Economic Development Office, the City Police and the Safer City Partnership. Programmes such as the Safer City Partnership's Hotel Forum can provide a platform to raise awareness with hoteliers across the City. Dialogue through our links to membership groups such as the Livery Companies should be encouraged.

With the growing number of children and young people across the country being influenced and radicalised, we must ensure that we have clear channels of communication with all our education establishments and their designated prevent coordinators. We will also work closely with the City Police to ensure that Higher & Further Education establishments are provided with the support they need to comply with their duties under Prevent. This includes facilitating dialogue to ensure that policies and procedures are in place for the management of events on campus and the use of all university premises.

It is vital that we have clear and robust safeguarding arrangements in place if we are to identify and support those at risk of radicalisation. The Prevent duty supports and should be embedded within our current obligations to safeguard those who are vulnerable, including the vulnerability to radicalisation. Adult and children's services will continue to work in partnership with the City of London Police and colleagues across our community services to identify and manage risk. At a governance level, our Adult and Child safeguarding Boards will directly inform the work of a new strategic Prevent Partnership Group attended by representatives from the City of London Corporation, City of London Police and key partners involved in Prevent duties across the City of London. This group will assess risk and trends identified by the Safeguarding Boards, discuss key operational challenges and ensure that information is effectively shared between partners. We will also ensure that clear information sharing arrangements are in place between our Safeguarding Boards and Chancel Panel.

The City of London Corporation also has a duty to ensure that all our venues and their facilities (such as public ICT equipment) do not provide a platform for extremism and are not used to disseminate extremist views. Staff involved in venue hire should incorporate Prevent duty considerations into their booking procedures and appropriate support in the use of equipment (such as computer filtering solutions to limit extremist material) should be provided.

In order to effectively counter radicalisation and extremism in London, the City of London cannot act in isolation. We must build strong relationships with our surrounding boroughs, (especially those identified as Priority Areas) to facilitate information sharing and provide a joined up approach through their dedicated Prevent Coordinators. In addition, the City of

London has a key role to play at a regional level, working closely with partners across London to share good practice and build a clear and coordinated response.

In certain circumstances, we may choose to work with outside bodies such as charities to provide advice and support in individual cases or to lead engagement projects. However, we must ensure that organisations appointed in this manner are not engaged in any extremist activity or espouse extremist views. Considerations regarding Prevent must also be incorporated into our procurement arrangements.

## **The Channel Process**

Home Office guidance states that specified authorities should use a risk based approach to radicalisation. Under Section 36 of the Counter Terrorism and Security Act 2015, we are required to undertake a process of risk assessment and support for any individual identified at risk of becoming radicalised – using a multi-agency Channel Panel.

The Panel will seek to intervene at an early stage when an individual is vulnerable to becoming radicalised by extremists or when their behaviour raises concerns and brings them to the attention of the Police. While no specific criminal offence may have been committed at this stage, the Panel will work closely with the individual to de-escalate the radicalisation process and ultimately prevent an act of terrorism from taking place.

Channel referrals will be prioritised by the City of London Corporation, City of London Police and other statutory partners in their work to safeguard vulnerable individuals at risk of being radicalised. A Pre-Screening process is used to filter and review new referrals to establish if a full Channel Panel is required. The Pre-Screening process is designed to quickly identify if individuals are at risk or vulnerable to being radicalised and if there is intent or capability to cause harm. Consideration will always be given to the Home Office Channel Vulnerability Framework 2012.

The Channel Panel will be chaired by the Community Safety Manager. The City of London Channel core membership consists of the Prevent leads from the Community Safety Team and City of London Police using a bespoke approach dependant on the needs and requirements of the individual referred.

## **Information sharing**

A fast time response to carry out initial screening in partnership with the City of London Police is essential to ensure that the appropriate support is in place to meet the needs of at risk individuals and to inform the Channel process. Robust information sharing protocols between the key partners will speed up our response times at this crucial part of the process. The City of London Prevent Information Sharing Agreement ensures that information is proactively shared between parties and across organisations. City of London Police and Corporations Community Safety Team will develop additional information sharing agreements with external agencies such as schools, universities, health and representative community groups to facilitate a clear and coordinated approach across the City's partners.

## **Delivery Plan**

The City of London Corporation Community Safety Team has produced an overall delivery plan. This plan is intended to identify, prioritise and facilitate the delivery of specific interventions to reduce the risk of people being drawn to terrorism within the City of London at a strategic level. A more detailed operational plan which includes restricted information



will also be produced by the Community Safety Team, City of London Police and key partners.

## **Building Capability**

The City of London Corporation must inform staff across the organisation with a clear understanding of our duties under Prevent and how this might be applied to the work of their department. We will therefore provide tailored training and guidance to all members of staff to reflect the type of role carried out. Training received by officers working within the Open Spaces department for example will be significantly different to that received by staff in Remembrancers. In addition, we will take steps to build awareness among our contractors and ensure that the principles of the duty are written into new contracts when they are produced

## **City of London Prevent Governance**

We intend to make use of our existing Safer City Partnership and Strategic Resilience Forum to agree risk and co-ordinate Prevent activity. At an operational level, a Prevent Partnership group will be formed to assess risk and trends identified by the City's Safeguarding Boards and Channel Panel.

### **List of key Partners**

- City of London Corporation
- City of London Police
- London Fire Brigade
- London Probation Trust
- British Transport Police
- Transport for London
- City of London Crime Prevention Association

## **Conclusion**

Radicalisation presents a real risk to communities across London. In order to protect those who are vulnerable to the ideology of violent extremism the City of London Corporation must build a clear understanding of the risk and work proactively to engage these individuals at an early stage through the Channel Process. Such an approach requires strong partnerships with London Boroughs, agencies, interest groups and communities, robust safeguarding process, the raising of awareness and the building of capability with staff across the organisation.