

Prevent – Case Study

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1. Prevent Strategy - context and legislation

1.1 The Government's Prevent strategy, published in 2011, is part of their overall counter-terrorism strategy, called CONTEST. The aim of the Prevent strategy is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism.

1.2 The Prevent strategy has three specific strategic objectives:

- respond to the ideological challenge of terrorism and the threat 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.

1.3 The Counter-Terrorism and Security Act (CTS Act) 2015 sets out the duty on local authorities and partners to provide support for people vulnerable to being drawn into terrorism. This new local authority duty was in effect a transfer of responsibility from one that was previously held by the police.

1.4 All local authorities are expected to assess the threat of radicalisation in their areas and to take appropriate action, for example to make checks on the use of their public buildings, their internet filters and any unregulated out of school settings, including after-school clubs and groups, supplementary schools and tuition centres to support home education.

1.5 Local authorities across the UK are categorised by the Home Office on the basis of risk as either Priority or non-Priority Areas. The local authorities in Surrey are all classed as non-Priority Areas, however there are Priority areas our borders, for example Croydon and Hounslow to the north and Crawley to the south.

1.6 The [Prevent duty guidance](#), published alongside the act sets an expectation that local authorities will:

- a. Establish or make use of an existing local multi-agency group to agree risk and co-ordinate prevent activity (these multi-agency groups, through local authorities, will be expected to put in place arrangements to effectively monitor the impact of Prevent work).
- b. Use the existing counter-terrorism local profiles to begin to assess the risk of individuals being drawn into terrorism.
- c. Engage with Prevent coordinators, schools, universities, colleges, local prisons, probation services, health, immigration enforcement and others as part of the risk assessment process.
- d. Mainstream the prevent duty so it becomes part of the day-to-day work of the authority, in particular children' safeguarding.
- e. Any local authority that assesses, through the multi-agency group, that there is a risk will be expected to develop a Prevent action plan.

- f. Ensure 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

1.7 Schools are placed under a new duty of care to their pupils and staff. This includes safeguarding them from the risk of being drawn into terrorism, which includes non-violent extremism. The guidance says schools should be safe spaces in which children and young people can understand and discuss sensitive topics, including terrorism and the extremist ideas that are part of the terrorist ideology, and learn how to challenge these ideas.

1.8 Discussion has taken place with partners Prevent leads and using the simple template provided by the Home Office action plans have been developed, an e-learning package for staff has been made available on the Surrey Skills Academy, training has been offered and provided to county councillors and to date there has been seven Prevent/counter terrorism presentations to district/borough Councillors.

1.9 Government inspectorates are charged with ensuring the required plans are in place and actions are being taken.

2. Channel

2.1 Channel, which the 2015 Act put on a statutory basis, is a programme which focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism. The programme uses a multi-agency approach, known as Channel Panels, to protect vulnerable people by:

- identifying individuals at risk;
- assessing the nature and extent of that risk; and
- developing the most appropriate support plan for the individuals concerned.

2.2 The CTS Act requires Channel panels to be chaired by the responsible local authority. In the case of two tier authorities, it is the responsibility of the county council to chair the panel.

3. Arrangements in Surrey prior to the 2015 Act

3.1 Prior to the 2015 Act responsibility for Prevent and its delivery largely sat with the Police. At this time in Surrey there was a Prevent Partnership Group, which met quarterly, involving largely local authority community safety officers. The Group was an information sharing body with a focus on the then district and borough Counter Terrorism Local Plans (CTLP) produced annually by the police.

4. Recent changes to the governance of Prevent in Surrey

4.1 In line with the requirements of the 2015 Act, the lead responsibility for Prevent shifted from Surrey Police to Surrey County Council. One of things this involved was the role of organising the county wide, multi-agency Prevent Partnership Group. Working to the Act's guidance, this group quickly expanded to a large group involving a wide range of public sector organisations.

4.2 Initial meetings of this group were useful in achieving a common shared understanding of the new duty and responsibilities. However, as time has moved on the size of the group has meant meetings have become largely information giving sessions and mitigated against meaningful discussion.

4.3 In the summer of 2016 the group agreed to proposals to create a new, tighter, structure of a smaller multi-agency executive group that would provide oversight of the delivery of Prevent, including Channel, in the county and which would report to the Community Safety Board.

4.4 Districts and boroughs are represented on the Executive Group by representatives covering three clusters (East, West and North). Each of the representatives will act as the lead for their cluster and for taking information and actions back from the Group to their colleagues.

4.5 It was also agreed that there would also be an annual Prevent seminar/learning event involving a wide range of organisation from across the county.

4.6 Within Surrey County Council there is Prevent Group consisting of the Prevent leads from across all directorates who meet quarterly.

4.7 The new Surrey Prevent Executive Group has now met on two occasions and agreed its purpose and key areas of work for the coming year, including Channel Panels, effective local Prevent action plans, links with Immigration services and the MASH.

5. Channel cases

5.1 In Surrey there have been small numbers of Channel cases, less than 10 a year to date, however referrals to the police have increased and this in turn is expected to increase the numbers of cases that reach the Channel threshold.

5.2 Cases to date have been chaired by the Community Safety Manager, SCC, as the Prevent operational lead and in line with the requirement that in two tier authorities, it is the responsibility of the county council to chair the panel.

5.3 As the number of cases has increased, it has been decided to review the existing arrangements. The new Prevent Executive are looking at this as a priority.

5.4 Channel Panels

While the number of Channel cases annually in Surrey is low, it has increased and is expected to do so in the coming years.

Currently the arrangements in Surrey are as follows:

- a. Referral to Surrey Police
- b. Police undertake an initial assessment to see whether the case reaches the threshold as a Channel case
- c. Assessed as a Channel case and passed to the Prevent Lead (Surrey County Council)
- d. Prevent Lead (SCC) contacts the community safety officer in the location of the referral to arrange a Channel Panel. Contact made with the Children's Services and / or Adult Services, school, college or university, etc., to gather additional information, if available, and to invite them to the Panel meeting. The person referred, their guardian / carer is also given the opportunity to attend all or part of the Panel meeting.
- e. Panel collectively discusses and assesses risk, support needs and whether specialist Channel intervention is required using a pro forma from the Prevent Guidance called the 'Vulnerability Assessment Framework'.
- f. Panel decision on further action and if so what or no further action.

- g. Channel intervention commissioned, if required, from approved Channel Intervention provider
- h. Channel Panel monitors and reviews progress from intervention provider and safeguarding professionals

6. Home Office 'Dovetail' Pilot

6.1 In early 2017 the Home Office proposed that the entirety of Prevent activity should be moved from the police to become the responsibility of local authorities by the end of 2017/18. In Surrey the expectation is that this will become a function of the county council. The aim of this move appears to reflect a desire by the Home Office to position Prevent activity closer to local communities and link more effectively with Safeguarding and other partnership activity within the local authority (LA).

6.2 To achieve this change, the Home Office have rolled out a series of pilots across the country to test the proposed arrangements. The 'Dovetail' pilot will assess the efficacy of moving the case management and administration (excluding Police Terrorism de-confliction checks) from the police to the LA. Within the Pilot the Home Office will continue to act as data controllers and the police will retain the Terrorism risk. A number of pilots are currently underway across the country and an evaluation report is expected to be available after the June general election. The expectation is that 'Dovetail' will be rolled out across the country from the end of 2017 / the beginning of 2018.

6.3 The working assumption is that some limited funding will be made available from the Home Office to employ someone to administrator the new arrangements. It is also believed that there will be opportunities to apply for innovation project funding on a 'spend the money and claim it back' approach. At the time of writing no confirmation or details were available. However, concerns have been expressed by some of the pilots that the full costs of delivering the service far exceeds the amount provided to them.

7. Channel – Moving Forward

7.1 Notwithstanding the proposals to implement Dovetail towards the end of 2017/18 there are some actions that need to be taken to strengthen the efficiency of the Channel process in Surrey.

7.2 The first of these is to have far better links with the MASH and the proposal that all those referrals to the police that reach the Channel threshold go directly to the MASH for an initial assessment.

7.3 Secondly, the Government expects that we should move to a fixed Channel Panel that would meet monthly and would manage and monitor all cases, this would be a move away from the current district and borough location based meetings. Discussions are underway with all agencies about these proposed changes and will be overseen by the Prevent Executive.

8. Counter Terrorism Local Plan

8.1 The purpose of a Counter Terrorism Local Plan (CTLP) is to:

- a. develop a joint understanding amongst local partners of the threats, vulnerabilities and risks relating to terrorism and non-violent extremism where it creates an environment conducive to terrorism;
- b. provide information on which to base local Prevent programmes and action plans;

- c. support the mainstreaming of Prevent activity into day-to-day policing, local government and partnership work; and
- d. allow a targeted and proportionate use of shared resources.

8.2 A CTLP is a strategic document and does not provide a complete assessment of activity in an area. It should therefore be read in conjunction with other available information to produce a more complete overview of the risks in an area.

8.3 The recommendations¹ contained within the 2017-18 CTLP will be managed by the Surrey Prevent Executive, on behalf of all partners, who will ensure that they are all addressed and where required implemented. The Executive will report back to the Surrey CEO Group.

9. Conclusions and actions

1. Continue with the reform of Channel – quicker turnaround of cases and the implementation of ‘Dovetail’.
2. Deliver the Surrey wide Prevent partnership action plan – to be led by the Prevent Executive Group.
3. Continue to embed Prevent within local authorities and wider agencies, with a particular an emphasis on the safeguarding role of prevent.
4. Continue to engage and inform Surrey residents and businesses – work coordinated by the Surrey wide Communications Team.
5. Maximise use of the CTLP to be a core priority for the Prevent Executive.

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¹ See Annex 1 for details of the CTLP recommendations. This will be considered by the Prevent Executive Group at their meeting on 6/7/17.

CTLP 2017 - Summary of Recommendations

	Recommendation	Responsibility	Activity	RAG Status
1.	Prevent Boards to continue to identify and monitor individuals aspiring to travel to fight for or against proscribed terrorists group in order to manage the risk posed and to identify new travel locations.	Prevent Board		
2.	Prevent Boards to promote appropriate literature and initiatives (for example “Preventing Tragedies”) and promote referral mechanisms for persons identified as potentially vulnerable.	Prevent Board		
3.	Prevent Boards to identify frontline staff and refresh and prioritise training to increase awareness around travel to and return from conflict zones.	Prevent Board		
4.	In the absence of a South East Mental Health Coordinator, responsible authorities in the Health sector should acknowledge this risk within their plans, and take action to mitigate this within the next reporting period.	Health - SABP		
5.	Prevent Boards to consider delivering the “Web Guardians” or similar projects.	Prevent Board		
6.	Prevent Boards to continue to be embedded within the development of the MASH and within key partner agencies such as Adult and Children’s Services.	Prevent Board		

7.	Prevent Boards to continue to promote official guidance on donating to charities highlighting aid campaigns by the FCO and NGOs. This should sit alongside ongoing monitoring of humanitarian aid fundraising across the county.	Prevent Board		
8.	Charity Commission advice on “safer giving” is now two years old. Prevent lead to make enquiries with the Commission about refreshing this advice.	Prevent Board		
9.	Surrey Prevent Boards to consider undertaking a peer review of the Safeguarding and Prevent working practices before December 2017.	Prevent Board		
10.	Surrey Prevent Boards to review the level of understanding of Prevent duty within other statutory agencies and where development and understanding of vulnerabilities is needed.	Prevent Board		
11.	Police to raise awareness and provide advice and messaging to Local Authorities around the limits of lawful protest. This is to enable them to support and promote lawful activity whilst protecting those who may be drawn to illegality.	Police		
12.	CTIOs/CTSA to identify premises or organisations (for example abattoirs) which may be at risk of being targeting by animal rights activists, and to engage with those that might be targeted due to an association with these premises.	Police - CTIOs/CTSA		
13.	Local authorities to review and enhance community engagement within marginalised communities which may be disproportionately affected by XRW activity.	Local Authorities		

14.	Prevent Boards to engage with Higher and Further Education providers to raise awareness around proscription of National Action, and to ensure that these providers are confident about how to respond to activity conducted by the group and how to report concerns.	Prevent Board		
15.	Police to continue to actively promote and encourage the reporting of hate crime when engaging with local communities, and to monitor the force's weekly hate crime return to the NCTT.	Police		
16.	Prevent Boards to review contacts at a strategic level with local communities of interest to the NCTT.	Prevent Board		
17.	Police to review recording and monitoring practices regarding community tensions.	Police		
18.	Prevent Boards to ensure that they are engaged with Hate Crime and Antisocial Behaviour Board.	Prevent Board		
19.	Police to take advantage of improvements in the recording of hate crime to monitor the five strands and identify hotspots or emerging trends.	Police		
20.	Prevent Boards to encourage the reporting of referendum and refugee-related community tension, and to consult with local authorities to encourage them to feed tension reporting through local Neighbourhood Police.	Prevent Board		
21.	Prevent Boards to continue proactive positive messaging in relation to the refugee resettlement crisis.	Prevent Board		
22.	East Surrey Division to continue to improve engagement between police and the local Muslim community through its divisional engagement plan.	Police – East Surrey		

23.	Prevent Boards to consider reviewing how proactive community engagement is delivered and the role that partners play.	Prevent Board		
24.	Prevent Boards to continue to deliver appropriate activities and intervention targeted at referrals under the age of 18.	Prevent Board		
25.	Surrey and Sussex Police and Prevent Boards to continue to maintain an awareness of future legislation concerning out of schools settings and assess any potential impact this may have on Prevent activity. A consultation paper is expected to be published in February 2017 and may be affected by the forthcoming CONTEST Review.	Prevent Board		
26.	Prevent Boards to continue to explore opportunities with IAG and local faith groups in order to seek possible opportunities for avoiding immoderate voices in future messaging.	Prevent Board		
27.	Prevent Boards to review whether all educational establishments have processes for assessing external speakers.	Prevent Board		
28.	Prevent Boards to monitor and record referral figures for those cases which are not passed to police for consideration, to ensure compliance with the Prevent Duty.	Prevent Board		
29.	Prevent Boards to continue to explore existing pathways and emerging trends in mental health referrals in order to provide appropriate support.	Prevent Board		
30.	Prevent Boards to review referrals from health and faith sectors and explore and challenge any potential barriers to Prevent delivery within these sectors.	Prevent Board		

31.	Prevent Boards to increase efforts to improve the number of community referrals, including promotion of radicalisation as an area of vulnerability.	Prevent Board		
32.	Police to conduct research and analysis to improve understanding of animal rights related activity within the county.	Police		
33.	Police and partners to monitor local trends in UASC cases linked to Prevent and Channel.	Police and partners		