

## THE *PREVENT* DUTY

### Report of the Head of Strategy and Policy for People and Neighbourhoods

#### 1. Purpose of this report

- 1.1 The purpose of this report is to:
- Ensure Scrutiny Committee members have an understanding of the new *Prevent* Duty, current progress to ensure compliance, and proposed next steps.
  - Invite views from the Committee on the overall approach to ensuring the city's compliance with the duty.

#### 2. Background: *CONTEST* and *Prevent*

- 2.1 **CONTEST** is the name of the UK's Counter-Terrorism Strategy. *CONTEST* is split into four work streams that are known within the counter-terrorism community as the "four P's": *Prevent*, *Pursue*, *Protect*, and *Prepare*.
- **Prevent:** The purpose of *Prevent* is to stop people from becoming drawn into or supporting terrorism. This includes countering terrorist ideology and challenging those who promote it; supporting individuals who are especially vulnerable to becoming radicalised; and working with sectors and institutions where the risk of radicalisation is assessed to be high.
  - **Pursue:** The purpose of *Pursue* is to stop terrorist attacks by detecting, prosecuting and otherwise disrupting those who plot to carry out attacks against the UK or its interests overseas.
  - **Protect:** The purpose of *Protect* is to strengthen protection against a terrorist attack in the UK or against its interests overseas and so reduce their vulnerability. The work focuses on border security, the transport system, national infrastructure and public places.
  - **Prepare:** The purpose of *Prepare* is to mitigate the impact of a terrorist attack where that attack cannot be stopped. This includes work to bring a terrorist attack to an end and to increase the UK's resilience so we can recover from its aftermath.

#### 3. The *Prevent* Duty

- 3.1 On 1<sup>st</sup> July 2015, section 26 of the Counter Terrorism and Security Act 2015 placed a duty on certain bodies ("specified authorities" listed in Schedule 6 of the Act), in the exercise of their functions to have "**due regard to the need to prevent people from being drawn into terrorism**". "Due regard" means that the authorities who have the duty should place an appropriate amount of weight on the need to prevent people being drawn into terrorism when they consider all the other factors relevant to how it carries out its usual functions.
- 3.2 Statutory guidance was issued which contained sector-specific sections for the following **specified agencies** and institutions:
- Local Authorities
  - Schools and registered childcare providers

- Further Education
- Higher Education
- Health Sector
- Prisons and Probation
- Police

3.3 All of these agencies are judged to have a role in protecting vulnerable people and/or our national security.

3.4 In complying with the duty all specified authorities, as a starting point, should demonstrate an awareness and understanding of the risk of radicalisation in their area, institution or body. This risk will vary and can change rapidly, but no area, institution or body is risk free.

3.5 The new duty is **risk based** and the Council and its partners need to demonstrate an awareness and understanding of risk of radicalisation in Sunderland. There are 3 themes that run throughout the statutory guidance:

- i. **Leadership** - an expectation that those in leadership positions establish or use existing mechanisms for understanding the risk of radicalisation, communicate the duty and ensure staff understand risk and build capabilities to deal with it and implement the duty effectively.
- ii. **Partnership** - demonstration of partnership working is required with the suggestion to use existing partnerships such as Community Safety Partnerships and establish strong links with Safeguarding Boards.
- iii. **Capabilities** - demonstration that frontline officers who engage with the public understand what radicalisation means and why people may be vulnerable to being drawn into terrorism as a consequence of it. Training, information sharing and how to access support, are also key features, together with an expectation that local authorities ensure that publicly-owned venues and resources are not used as a platform to disseminate extremist views.

3.6 All specified authorities must maintain appropriate records to demonstrate compliance with the duty which may be monitored by the Home Office and possibly new or existing inspection regimes.

## 4. Local Authority Role

4.1 The expectation in the statutory guidance is that local authorities will now undertake the following roles:

- Establish or make use of an existing local multi-agency group to agree risk and co-ordinate *Prevent* activity (these multi-agency groups will be expected to put in place arrangements to effectively monitor the impact of *Prevent* work).
- Use the existing counter-terrorism local profiles (CTLTP) to begin to assess the risk of individuals being drawn into terrorism.
- Engage with *Prevent* coordinators, schools, universities, colleges, local prisons, probation services, health, immigration enforcement and others as part of the risk assessment process.

- Mainstream the *Prevent* duty so it becomes part of the day-to-day work of the authority, in particular children's safeguarding.
- Any local authority that assesses (through its multi-agency group) that there is a risk, will be expected to develop a *Prevent* action plan.
- Ensure frontline officers 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.

## **5. *Prevent* Duty - Current Position as of March 2016**

### **5.1 Leadership**

- 5.1.1 Northumbria Police's Special Branch refreshed the Counter Terrorism Local Profile (CTLTP) in April 2015 and another refresh is currently taking place. The CTLTP was shared with the CONTEST Board (Police, Council and Tyne and Wear Fire and Rescue Service). The CTLTP helps the Police, Council and other statutory partners understand and prioritise threat and vulnerability with suggested recommendations to address the risk.
- 5.1.2 Back in July 2015 when the duty took effect, the Home Office hosted a series of regional events to raise awareness of the new *Prevent* duty amongst councils and other bodies that had to implement it. Some useful contacts were made with current 'priority' *Prevent* areas. Key messages from the event included:
- Spotting the signs of radicalisation is increasingly important.
  - Social media provided is an increasing means to internet-based radicalisation.
  - *Prevent* work in schools can be key to developing the skills for young people to think for themselves. Teachers need to be confident to open dialogue with pupils, and never shut down a conversation or tell people what to think.
  - The *Prevent* duty should be applied proportionately to risk.
  - The Home Office didn't envisage the duty creating any large new burdens but has since allocated up to £10,000 per local authority (non-priority areas) to claim back the costs of any *Prevent*-related activity needed to implement the duty.
  - The approach to *Prevent* has to be community based, which needs trust and buy-in from local communities to enable the necessary dialogue to support community tension monitoring.
- 5.1.3 A snapshot of some of the 'leadership' activity by specified authorities in Sunderland includes:
- The Council developed a self-assessment audit tool to assess its own compliance with the duty (based around the 3 themes of leadership, partnership and capabilities). The self-assessment is now a complete working document and contains (i) evidence of compliance and (ii) actions needed to address any gaps. Chief Officers and relevant Heads of Service assisted with its completion.

The Council also provided appropriate staff guidance and literature on the *Prevent* agenda through regular Manager's briefings and workwise updates.

- *Prevent* is a safeguarding issue and so the Council is ensuring this is embedded into the city-wide safeguarding policies and procedures for both children and adults.
- The Police (Southern Area Command) adapted the Council's self-assessment template for their own organisation and are assessing their compliance with the duty. They have bespoke briefing packs setting out what is expected of staff around *Prevent* and the duty and are using the NCALT (College of Policing) e-training tool on Channel<sup>1</sup> (which is an intervention tool under *Prevent*).
- The Council's approach to school engagement has involved all schools in the city (including independent schools) being provided with a self-assessment tool to assess their compliance with the duty, along with an accompanying briefing note. This information was also included in the School Governors Handbook in September 2015. Furthermore, schools were contacted and encouraged to nominate one person (preferably their named safeguarding person) to be trained to deliver *Prevent* (WRAP 3) training to their key staff. Approximately 30 schools have taken up the training.
- The University of Sunderland chairs the North East Universities *Prevent* Group and the University has a draft 2015/16 *Prevent* Action Plan. It had just reviewed its IT filtering (not monitoring) and so any form of extremism, terrorism, radicalisation, and child pornography will be filtered.
- Sunderland College's self-assessment and action plan was agreed by their Governors in December 2015 and most of their actions are now green. One area of concern that remained was around IT firewalls but steps are being taken to address this.

## **5.2 Partnership**

- 5.2.1 The Council chaired and hosted an inaugural meeting of a Northumbria *Prevent* Coordination Group in September 2015. Membership includes the six local authorities in the Police Force area (who now share the chairing and hosting on a rotational basis), along with Police (Special Branch / Area Commands), the chair of the North East Universities *Prevent* Group, Northumberland, Tyne and Wear NHS Foundation Trust (mental health provider) and the National Probation Service. The main role of the group is around identifying and sharing good practice around compliance with the duty, removing any cross-boundary barriers and identifying opportunities for joint working.
- 5.2.2 A Sunderland *Prevent* Coordination Group was established in October 2015. Membership of the group includes the specified authorities working at a city level plus Tyne and Wear Fire and Rescue Service (who do not have the duty, but are a key player). It has been carrying out a number of key tasks over the last 5 months including:

---

<sup>1</sup> Channel is a key element of the *Prevent* strategy. It is a process for safeguarding individuals by assessing their vulnerability to being drawn into terrorism. Channel is about early intervention to protect and divert people away from the risk they may face of being drawn into any terrorist-related activity. Interventions and support packages can be put in place to address their risk.

- Assessing citywide compliance with the duty based on the findings of each partner's self-assessment.
- Developing a city-wide *Prevent* action plan which addresses the recommendations from the CTLP, any gaps in compliance and any action which supports the national *Prevent* strategy. This will go to the CONTEST Board in June/July 2016, for sign-off.
- Ensuring key staff groups understand the *Prevent* duty and their role around recognising risk and knowing how to respond to a concern.
- Ensuring Channel style intervention programmes are supported by partners for those individuals at risk of being drawn into terrorism

5.2.3 Going forward during 2016-17, the Sunderland Prevent Co-ordination Group will:

- Monitor progress against the *Prevent* Action Plan and will take bi-annual updates to the Safer Sunderland Partnership.
- Consider any recommendations from the refreshed CTLP that require a multi-agency response
- Co-ordinate and support joint action / working arrangements with *Prevent* partners both locally and across Northumbria.
- Consider any *Prevent*/safeguarding issues arising out of international, national and local incidents and make proportionate recommendations to the CONTEST Board and Safer Sunderland Partnership on the potential impact it may have on individuals and communities in Sunderland.

5.2.4 In the context of partnership working, strategic and operational links have been made to relevant partnerships including the Safer Sunderland Partnership (SSP), the Sunderland Safeguarding Children Board (SSCB), the Sunderland Safeguarding Adults Board (SSAB), the Youth Offending Service, the Emergency Planning Group, and Multi-Agency Public Protection Arrangements (MAPPA). Presentations and briefings have been provided to the SSP and a joint meeting of the SSCB / SSAB. *Prevent* is included in one of the 5 priority work areas of the SSP's current delivery plan. *Prevent* has already been embedded into adult safeguarding policies and procedures which went live in December 2015. In terms of children's safeguarding, amendments have been made to the procedures but there is a delay in these going live pending the move towards sub-regional procedures being developed across the whole children's safeguarding agenda.

5.2.5 Other partnership action includes a number of employees across partner organisations being trained in civic mediation which has been supported by the Centre for Good Relations. This involves working positively with people on matters of contention, taking them through dialogue to unpack issues and tensions, and helping people to work towards positive outcomes for themselves.

5.2.6 As part of the Ofsted inspection, a counter terrorism case in 2015 had been case audited and a subsequent multi-agency case review took place to consider the learning points. The city action plan now includes an action for the Sunderland Prevent Co-ordination Group to carry out some dip sampling of *Prevent* referrals and carrying out case reviews to determine any improved practice and learning around

communications, referral processes, responses and support to the family and impact on the community (Note: the dip sampling will be for cases that hit both the Channel threshold and those that don't).

### 5.3 Capabilities

5.3.1 Partners with the duty have made it clear that *Prevent* is a safeguarding issue and that those who provide services to children and vulnerable adults in the city must follow the local safeguarding policies and procedures. It is also about intervening early in the pre-criminal space.

5.3.2 Examples of activity by some of the specified authorities to ensure staff understand what radicalisation means and why people may be vulnerable include<sup>2</sup>:

- The Council previously had a comprehensive approach to rolling out the 'Workshop to Raise Awareness of *Prevent*' (WRAP) Home Office approved training, with almost 1700 people trained across the Council and Sunderland Care and Support. This also included the training being offered to the Voluntary and Community Sector. The Council now has 6 members of staff who are accredited to deliver the new WRAP (3<sup>rd</sup> version) training. This began in November 2015 and is targeted at: (i) all front line council employees who work with children, vulnerable adults/high risk groups who have not had previous WRAP training (this training is mandatory); (ii) front line employees who work with children, vulnerable adults/high risk groups who have had the training but would like a refresher; and (iii) other employees where Heads of Service deem the training to be relevant to someone's role.
- City Hospitals Sunderland has 8 x WRAP 3 trainers and to date this has been targeted at priority services (e.g. Patient safety, A&E, outpatients, paediatrics, peripartetic services in people's homes etc.). They also cover radicalisation in respect of children within mandatory level 3 safeguarding training and have incorporated radicalisation as a form of abuse within the Trust's safeguarding adults policy. They have now had agreement to roll out mandatory adult safeguarding training for all staff and *Prevent* will be built into this as another form of abuse. There will also be some auditing of practice to ensure compliance with policy and processes.
- South Tyneside NHS Foundation Trust delivers *Prevent* at Corporate Induction and also opens it up to other staff. They advise staff to contact the adult safeguarding team under the "Notice, Check and Share" checklist. They use a health-version of WRAP 3 followed by group work to assist staff in recognising risk and vulnerability and how to respond to it.
- The University's *Prevent* training is progressing well with training provided to the senior leadership team, Board of Governors, Safeguarding and Prevent Group members and security staff. They were now looking at training other staff groups e.g. halls of residence managers, cleaners etc. They need to consider a suitable training approach for academics but as yet there is no commercial product available.

---

<sup>2</sup> This list is only a snap shot of progress and does not reflect all progress by all organisations.

- The CCG are planning to roll out WRAP 3 to all GP Practice Admin staff in November. They are also looking to include WRAP 3 in sessions with GP's and will offer a session to CCG staff.
- NTW provide WRAP 3 training at Trust Induction prior to commencement in post. Level 1 and 2 training also includes the training for staff and they provide examples of local referrals in respect of radicalisation. They have a safeguard system that captures the cause for concern in which they have a '*Prevent*' category enabling the numbers reported to Police/Local Authority to be extrapolated and included in reports to the CCG.
- The Police are rolling out the NCALT e-learning on Channel which was developed by the College of Policing. The Police Area Command's self-assessment and actions are around 80% green (compliant).
- Whilst Gentoo is not a specified authority under the new duty, partners have recognised the contact it's officers have with vulnerable people. They have committed to having 2-3 staff trained to be accredited WRAP 3 facilitators to help raise awareness of *Prevent* within their own workforce. Tyne and Wear Fire and Rescue Service is also training officers around *Prevent* using the same e-learning tool developed for the Police (i.e. NCALT).

5.3.3 All non-priority *Prevent* areas (Sunderland being one) received notification from the Home Office of a one-off grant of £10,000 to help implement the new duty. Following consultation with partners, this will be used for work to help challenge the extremist ideology through:

- Equipping 90 key frontline staff with the skills and confidence to be able to hold more difficult conversations, through a seminar/workshop in July 2016. This will be aimed at multi-agency frontline staff in education, youth work, coaching, pastoral roles, mental health, substance misuse and civic mediation. This will be facilitated by the Tim Parry Jonathan Ball Foundation for Peace.
- Training a small group of staff (some of the civic mediators and some staff from the specified authorities) to act as a pooled resource be able to carry out 1-2-1 work with those who do not meet the Channel threshold. This would cover: understanding the radicalisation process (hard and soft techniques); the counter narrative processes; real time engagement and questioning techniques; and developing an intervention plan. The training will be facilitated by the Active Change Foundation who will provide additional information and case study examples of successful engagement and management of individuals in the pre-Channel space.

## 6. *Prevent* Duty – Key Next Steps

Notwithstanding there needs to be a full assessment of the city's overall compliance with the duty, key next steps include:

### 6.1 Leadership

- Finalising the city-wide action plan which will go to the CONTEST Board for sign-off in June/July 2016. This will ensure any risks identified in the CTLP are included, together with any key gaps around citywide compliance with the duty.

- During 2016-17, Sunderland Prevent Coordination Group partners will continue to progress their own agency-specific actions identified from their self-assessment work.
- Placing the NCALT e-learning on elected members section of the Council's intranet for any members wishing to understand more about the Channel process. [http://course.ncalt.com/Channel\\_General\\_Awareness/01/index.html](http://course.ncalt.com/Channel_General_Awareness/01/index.html)
- Advising any elected members who wish to attend a 1.5 hour face-to-face WRAP 3 training session that they can contact the training and development team on [WDSupport@sunderland.gov.uk](mailto:WDSupport@sunderland.gov.uk) to register their interest in future sessions and to be advised when these become available for booking.

## 6.2 Partnership

- Ensuring the *Prevent* Duty is embedded in SSCB 'Supporting Children and Young People vulnerable to violent extremism procedure.'
- The SSCB/SSAB Training and Workforce Development Sub-Committee to undertake a review of *Prevent* training provided on a single agency basis and identify the level of training required on a multi-agency basis if there are any gaps.
- Incorporating a standard on the *Prevent* duty in the next refresh of the Section 11 Audit tool, due for update in May 2016. Following this, there will be a request to SSCB Board partners, schools and GPs to complete the audit to demonstrate (via self-assessment) how compliant their organisation is with Section 11 of the Children Act 2004. This will be audited via the SSCB Quality Assurance Sub-Committee, reported to the SSCB and included in the Annual Report.
- Continuing to work with the Centre for Good Relations to build and strengthen partnership working and trust with community-based organisations to improve community insights that prevent people from being drawn into terrorism and challenge extremists together.

## 6.3 Capabilities

- All specified agencies continuing to train their targeted staff groups around (i) understanding *Prevent* and the new duty; (ii) recognising risk and vulnerability of being drawn into violent and non-violent terrorism and the consequences of it; (iii) what is meant by 'extremism' and the relationship between extremism and terrorism; and (iv) how to respond and refer when risk is identified.
- Ensuring *Prevent* is now embedded in procurement procedures and contract monitoring framework arrangements. The Council is currently developing an approach which will then be shared with partners and other local authorities across Northumbria.
- Partners addressing any gaps in measures to ensure that buildings, public spaces, ICT etc. are not used as a platform for extremists to disseminate extremist views
- Learning lessons from *Prevent* referral case reviews and reflecting appropriate action in the city-wide action plan.
- Delivering on the *Prevent* duty 'burdens' grant to help build on the tools and capabilities of partners to challenge extremist ideologies.

## 7. Conclusion

- 7.1 This report seeks to ensure the Scrutiny Committee has an understanding of the *Prevent* Duty, the current progress to date and proposed next steps during 2016- 17.



## **8. Recommendation**

- 8.1 That the Scrutiny Committee notes the report and receives a progress update on the city's compliance with the duty through the next Safer Sunderland Partnership annual report at the end of 2016-17.
- 

**Contact Officer:** Julie Smith, Associate Policy Lead for Community Safety  
0191 561 1591 – [Julie.smith@sunderland.gov.uk](mailto:Julie.smith@sunderland.gov.uk)