

	<p><b>Resources and Public Realm Scrutiny Committee 8 March 2017</b></p> <p><b>Report from Director of Performance, Policy and Partnerships</b></p>
<p>Wards affected: ALL</p>	
<p><b>PREVENT Programme</b></p>	

## **1.0 Summary**

- 1.1 This report aims to provide an overview of Prevent programme delivery in the borough of Brent. The report will outline how Brent Council are meeting their statutory obligations to deliver the Prevent duty, alongside the aims of the broader Prevent Strategy.
- 1.2 Whilst the Government published a Counter – Extremism Strategy in October 2015, this will not be covered by the report. Counter – Extremism work is complimentary to the aims of the Prevent strategy, but is not currently supported by a statutory duty to deliver it.
- 1.3 Counter – Extremism work is distinct from Prevent programme delivery and does not form an active part of Prevent work.
- 1.4 The report will concentrate on the implementation of the Prevent duty and related programmes, and not specific project work funded by the Home Office at a community level.

## **2.0 Recommendation(s)**

- 2.1 This report is submitted to the committee not as a result of seeking any specific recommendations, but as a direct request from the Committee.
- 2.2 The committee has specifically requested to look at how the Prevent duty is implemented in Brent, and how we are performing in our statutory duty.

### **3.0 Detail**

3.1 Prevent is one part of the Government's counter-terrorism strategy, 'Contest', and works alongside three other strands:

- Protect – strengthening borders, infrastructure, buildings and public spaces from an attack;
- Prepare – to reduce impact by ensuring effective response mechanisms are in place;
- Prevent - to prevent people becoming terrorists or supporting terrorism.
- Pursue – to disrupt or stop terrorist attacks.

3.2 The Prevent Strategy 2011 sets out three strategic objectives and these continue to influence Prevent programme delivery at a local borough level. They are to:

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

3.3 In March 2015, the Counter – Terrorism and Security Act (CTSA) received royal assent, section 26 of the CTSA placed a duty on “specified authorities” to have due regard to the need to prevent people from being drawn into terrorism.” All Local Authorities and County Councils nationally are considered “specified Authorities”. The Prevent duty came into force as a result of a changing national and international threat picture.

3.4 The London Borough of Brent has been identified by the Home Office as a Prevent priority area (PPA) and as a result, receives additional resource to address Prevent work.

3.4 As part of the Local Authority's duty it is mandatory for support to be offered to a person at risk of terrorist related activity, or radicalisation. This support is primarily offered via the multi – agency safeguarding panel which is called Channel. However, it is not mandatory for an individual (or relevant parent/carers) to accept that support. Brent's Channel Panel meet monthly.

Panel members are made up of safeguarding/child protection specialists (adult safeguarding if relevant) and various partnering agencies, for example, the National Health Service (NHS), SO15 Counter – Terrorism Command Police, Schools, Probation etc.

#### **4.0 Local Authority Governance of PREVENT activity.**

- 4.1 Prior to the enactment of the Prevent duty, Prevent activity was solely overseen by the Safer Brent Partnership (SBP). However, in preparation for the Prevent duty it was considered that an additional layer of governance reflecting the statutory guidance to monitor implementation of the duty was required. As a result, the multi – agency Prevent Delivery Group was set up. This group is responsible for the operational effectiveness of the duty.
- 4.2 During the first year of the duty coming into force, the Prevent Delivery Group met bi-monthly, and thereafter to the present date, quarterly.
- 4.3 As required by the statutory guidance, the Prevent Delivery Group agrees the annual delivery plan and accompanying risk register.
- 4.4 The Safer Brent Partnership continue to have strategic oversight of Prevent programme delivery and related reports.
- 4.5 As a critical reference group, Prevent updates and related activity is reported at the Prevent Leader's Briefing, which sits quarterly. This group is chaired by the Leader of the Council, and is attended by Strategic Directors from Children and Young People and Performance, Policy and Partnerships. It is also attended by the Lead Member for Stronger Communities, with responsibility for Prevent, as well as the Lead Member for Children's Services.

#### **5.0 Requirements of Prevent statutory guidance**

- 5.1 The Prevent Statutory guidance highlights six key areas where activity should be evidenced, they are:
  - A Risk Assessment
  - An Action Plan
  - Partnership work
  - Staff training
  - Understanding and supporting other agencies and organisations supporting children and,
  - Understanding and supporting out of school settings supporting children

- 6.0 **Brent's Risk Assessment and related Action Plan** as explained above, is overseen by the Prevent Delivery Group. The Risk Assessment is put together using restricted intelligence documents, as well as a local understanding of risk and threat. The accompanying action plan seeks to mitigate identified risk and threat. These documents are exempt from public disclosure under the Freedom

of Information Act 2000, sections 24(1), 31(1)(a) and 38 (1)(b). These sections relate to National Security, Law Enforcement and Health & Safety respectively.

- 6.1 The Prevent Delivery Group monitors progress against the agreed live risk assessment and action plan. The Prevent Delivery Group reviews referral pathways and accompanying protocols in order to ensure that the relevant departments and partners, are able to identify Prevent concerns, address potential risk areas and safeguard individuals identified as being at risk of radicalisation.
- 6.2 As we approach the end of financial year 16 -17, Prevent delivery is in a strong position with 80% RAG rated actions showing as green and 20% showing as amber.
- 7.0 **Partnership Work** is also strong within Brent. Key external partners essential to successful coordinated delivery are, S015 Counter – Terrorism Command Police, Borough Policing teams, National Health Service, including the Child & Adolescent Mental Health Service (CAHMS), local schools and colleges.
- 7.1 Prevent partnership work is also supported by Brent's Local Safeguarding Children's Board. When the duty came into force the LSCB board adopted Prevent as a board priority .The LSCB has since supported audit work in relation to Prevent related referrals, training, process recommendations, community awareness raising and related outreach.
- 7.2 Internally, key departments imperative to successful implementation of the duty are, Children and Adult services; in particular, Safeguarding, Social Care, Early Help, the Youth Offending Service and Education departments.
- 7.3 To provide a mainstreamed and proportionate approach to Prevent programme delivery, we have successfully identified and integrated Prevent safeguarding measures and monitoring outcomes to existing internal processes. An Ofsted November 2015 commended partnership work between Prevent, the Metropolitan Police and Children's Services (Ofsted report pages, 31, 32 & 38).
- 7.4 To provide an example of this partnering and mainstreaming approach, we have ensured that Prevent concerns relating to individuals are reported via the Brent Family Front Door or – Multi Agency Safeguarding Hub (MASH) teams. In Brent all safeguarding concerns are reporting via these teams. Concerns are triaged by professionals and considered for onward support, be it child sexual exploitation for example, or radicalisation. If professionals decide concerns are sufficient and appropriate only then will a case be referred for an onward offer of support.
- 7.5 This referral pathway decision was taken by the Prevent Delivery Group, strongly influenced by our community advisory groups. Our community advisory groups have been, the LSCB Community Reference Group, the Prevent Advisory Forum and the Multi – Faith Forum. All groups have consistently fed back that concerns relating to radicalisation should be treated fairly and without prejudice, and in the same manner as other safeguarding concerns.

- 7.6 In addition to internal and external process integration, we continue to raise awareness of Prevent more broadly through partnering campaigns. Such as, the Charity Commission's Support Syria Safely drive, Project Griffin and Red Button, Counter - Terrorism Awareness week.
- 8.0 Training** is predominantly delivered in educational settings, and assists professionals to better understand the Prevent duty and their related responsibilities.
- 8.1 In addition to educational settings, training is also consistently delivered to internal teams within the council. In particular, teams working with at risk vulnerable individuals, and teams who are making crucial decisions about an individual's/ family's welfare.
- 8.2 Training is also delivered via the LSCB to the wider community and multi – disciplinary agencies and 3<sup>rd</sup> sector partners.
- 8.3 The Workshop to Raise Awareness of Prevent (WRAP) is the recognised training programme in particular for Ofsted and the NHS. Demand for this training continues to be high and is delivered consistently.
- 8.4 High quality and consistent training helps Brent to guard against misguided Channel referrals; in particular where there might be a limited understanding of cultural norms and practices. It is our priority whilst trying to successfully deliver the Prevent programme, not to conflate practices that may be regarded as highly observant or extreme, as indicators which actually do not pose a violently extreme, counter – terrorism risk.
- 8.5 To ensure professionals possess confidence in assessing this area, Brent Council centrally commissioned 'In depth Extremist Ideology Training' to provide wider context and a firmer understanding of the triggers and drivers that solidify terrorist ideologies.
- 8.6 Brent's Strategic Prevent Coordinator is currently developing a training module that sits between WRAP and the In Depth Extremist Ideology Training to help frontline staff assess for themselves when a case might be better suited to Early Help, Universal Services, the Channel Programme or wider Social Care support.
- 8.7 To meet our Prevent responsibilities to understand and support **other agencies and organisations supporting children**, we largely work in partnership with members of the Prevent Delivery Group to identify 3<sup>rd</sup> sector providers delivering in this area. In addition, whilst Legal Services do not sit on the Prevent Delivery Group, they have ensured that in all relevant and newly issued contracts, particularly those relating to children's provisions, the Prevent duty is reflected.
- 8.8 Alongside this, the borough's Prevent Institutions Officer proactively visits smaller organisations such as children's homes, foster carer networks and early help settings to provide advice and related training and support in this area.

- 8.9 To meet our Prevent responsibilities to understand and support **Out-of-School settings supporting children**, the Prevent Team, School Effectiveness and Education and Welfare Service, has sought to proactively engage the charitable and voluntary sector working in this area.
- 8.10 Over the last 3 years, 4 outreach seminars have been hosted by Brent Council to engage this sector. A total of 227 delegates have attended these seminars. To meet our Prevent related responsibilities, WRAP training is offered to these organisations, as are discussions around extremist activity and terror- related concerns. Support is also offered to strengthen governance arrangements, safeguarding protocols and associated responsibilities. Guidance is also provided to assist organisations understand any wider Health and Safety requirements that may fall to them. As reflected in the Prevent statutory guidance, we also promote and encourage voluntary accreditation schemes within this sector.
- 8.11 Brent has a sizeable supplementary school network, and it became apparent that dedicated in-house support was required. Whilst Prevent continue to support engagement and outreach work in this area, we have recently supported the appointment of an Education and Welfare Officer to Supplementary Schools.
- 8.12 This role provides targeted advice and support for Brent's supplementary schools and aims to build capacity and resilience within the sector. We believe this will support supplementary schools in light of the Department for Education's (DfE) 'call for evidence' and proposals to regulate this sector.

## **9.0 CHANNEL**

- 9.1 As explained at point 3.4 Channel is also a statutory duty which Local Authorities must deliver. The Channel Programme is a multi-agency voluntary intervention programme which aims to safeguard and divert individuals away from terrorist activity. Where a mentor is assigned, their remit is to challenge and hopefully deconstruct the violent extremist ideology and present more appropriate alternatives.
- 9.2 Referrals to the Channel Programme are received and triaged by Brent's Family Front Door or Adult Safeguarding, Multi – Agency Safeguarding Hub (MASH). Where referrals are known to Probation services, they are made directly by Probation to SO15 Counter – Terrorism Command and the Local Authority will be notified thereafter.
- 9.3 Local Authorities are responsible for hosting and chairing the multi – agency safeguarding panel. Brent's Channel Panel is chaired by the Head of Children's Safeguarding and Quality Assurance. Core panel members are,
- 9.4 Adult Social Care - Safeguarding and Reablement Manager, Head of Community Protection, NHS Child Safeguarding Lead, NHS Adult Safeguarding Lead, NHS Mental Health Lead, SO15 Counter Terrorism

Command Lead/s and the Strategic Prevent Coordinator. Other invitees are determined on a case by case basis.

- 9.5 Brent's Channel panel has been in operation since 2012. The panel has matured since that time and is now well supported by external partners. Whilst there are some individuals that turn down Channel support, those that do engage experience beneficial outcomes.
- 9.6 Noticeable themes evident to individuals engaged on Channel are those who:
- May not be previously known to our services,
  - have undiagnosed cognitive or mental health issues and,
  - those exploring a sense of purpose or belonging.

## **10.0 Brent 2020 Objectives, Better Locally and Better Place.**

- 10.1 The Prevent duty and related strategy whilst not a cohesion or integration strategy, does support Brent's 'Better Locally' objectives.
- 10.2 Prevent's outreach work in particular, seeks to raise a better understanding of Prevent and its aims. Where Prevent is able to support and divert individuals away from divisive and terrorist related ideologies, bringing those individuals more closely to engage with the mainstream, then cohesion and integration objectives have been supported.
- 10.3 Prevent's internal and external partnership work supports Brent's 'Better Place' objectives. Prevent was designed to sit within the pre-criminal space and if we are successful in delivery of the Prevent programme we should be assisting in our efforts to "reduce crime, especially violent crime and make people feel safer".
- 10.4 The above sections provide an overview of how the Prevent programme and corresponding duty is implemented within Brent

## **11.0 Financial Implications**

- 11.1 N/A

## **12.0 Legal Implications**

- 12.1 The Counter – Terrorism and Security Act 2015
- 12.2 PREVENT Statutory Guidance
- 12.3 CHANNEL Statutory Guidance
- 12.4 Freedom of Information Act 2000

## **13.0 Equality Implications**

- 13.1 The Prevent Strategy 2011 seeks to stop people becoming terrorists, or supporting terrorism within the following groups:

- Northern – Ireland related terrorist groups
  - Al – Qaida, its affiliates and like-minded terrorist groups
  - Extreme Right Wing terrorist groups
  - Animal Rights terrorist groups
- 13.2 The Government has stated that the greatest threat to the UK and its interests comes from Al-Qaida, its affiliates and like-minded groups, for example, ISIS /ISIL. Brent's main concerns currently come from this strand. These organisations have based their rhetoric on alleged Islamic principles. The borough of Brent has a large Muslim community; this community may feel particularly marginalized as Prevent objectives are addressed.
- 13.3 Members of staff may be concerned that they will be accused of victimization for raising concerns.

#### **14.0 Staffing/Accommodation Implications (if appropriate)**

14.1 N/A

#### **Background Papers**

Appendix As:

A.1 PREVENT Strategy 2011

A.2 PREVENT Statutory Guidance

A.3 CHANNEL Statutory Guidance

A.4 Ofsted Report – Brent, 30 November 2015.

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