

Prevent Programme

Report to

**Neighbourhood and Community Services
Overview & Scrutiny Committee**

15th October 2015

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1. Background

The UK faces a severe and continuing threat from international terrorism. The most significant threat is currently from Al-Qaida, its affiliates and like minded organisations.

To respond to this threat, the Government has a counter-terrorism strategy known as CONTEST. This has four main components, each with a clear objective:

- Pursue – to stop terrorist attacks;
- Prepare – where we cannot stop an attack, to mitigate its impact;
- Protect – to strengthen our overall protection against terrorist attacks; and
- ***Prevent – to stop people becoming terrorists or supporting violent extremists.***

2. Prevent Strategy 2011

The Prevent Strategy aims to:

- Address all forms of terrorism, including terrorism from the extreme right wing. However, *Prevent* work must be targeted against those forms of terrorism which pose the greatest risk to our national security. Currently, the greatest threat to our national security comes from International Terrorism emanating from Al Qa’ida, its affiliates and like-minded groups and the recent rise of the Islamic State in Iraq and Syria.
- Tackle non violent (and often legal) held extremist ideologies where they create an environment conducive to terrorism and popularise ideas which are also espoused by terrorist groups. *Prevent* will also continue to intervene with people who are moving beyond extremism and extremist groups towards terrorist related activity.
- Make a clearer distinction between counter terrorist work and the Government’s integration strategy. *Prevent* depends on the success of work on integration and must be carefully and closely coordinated with it but the two programmes cannot be merged. Failure to draw a distinction between them jeopardises their successful delivery.
- Carefully evaluate progress and performance and in particular how funds are being allocated and spent.
- Ensure that *Prevent* funding is not be provided to extremist organisations who do not support the values of democracy, human rights, the rule of law and mutual respect and tolerance of different faith groups: the review found some evidence that very small percentages of *Prevent* funding had found their way to organisations that were extremist (or more commonly employed people with extremist views).

2.1 Key Objectives

Within the overall framework the Strategy will specifically:

- 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 which we need to address.

3. Prevent Duty 2015

The Counter Terrorism and Security (CTS) ACT 2015 places a duty on specified authorities including the police, local authorities, prisons, schools and universities, to prevent people being drawn into terrorism. By introducing

the duty the Government intends to increase the consistency of Prevent delivery across England, Wales and Scotland.

The CTS Act 2015 also places Channel on a statutory footing. Channel programmes already exist in every local authority area and in most areas the local authority and other partners already work effectively together to support people at risk of radicalisation and getting drawn into terrorism. Placing the programmes on a statutory footing intends to secure effective local co-operation and delivery in all areas so that people vulnerable to being drawn into terrorism are supported in the best possible way.

3.1 Meeting the Prevent Duty in Birmingham

The Prevent Duty calls on specified authorities, including local authorities to give 'Due Regard' to the Prevent Strategy. For local authorities this means:

A risk-based approach to delivery

Local delivery should demonstrate an awareness of and understanding of the risk of radicalisation in their area. In Birmingham this is met through the delivery of the Counter Terrorism Local Profile (CTLP) by the West Midlands Counter Terrorism Unit which in turn shapes the actions and objectives of the Birmingham Delivery Plan

THE CTLP process in Birmingham and across the West Midlands includes input from and engagement with different sectors and with specific local authority input.

In ensuring front-line staff are aware of the risk of radicalisation the Birmingham Prevent programme oversees training through a multi-agency and multi-disciplinary workforce development team for Prevent.

Birmingham's Prevent programme is based on effective partnership working and is coordinated via a governance structure that includes partners at each level. Birmingham's Prevent Delivery Plan is also a partnership plan.

Monitoring and Enforcement

Monitoring will continue to be done by the Home Office and for local authorities this will be the Local Delivery Team who oversees the work of Prevent Coordinators nationally. Birmingham has a good working relationship with the team and monitoring arrangements are in place to scrutinise action plans locally. There are also established monitoring arrangements for Project impact and performance.

Action Plan

Local authorities are required to have risk-based action plans that facilitate activity and projects seeking to reduce the risk and vulnerability as identified within the CTLP.

Birmingham's Prevent Delivery Plan is influenced by the CTLP which identifies the risks and vulnerabilities of radicalisation in Birmingham. It is a partnership plan and is coordinated via the Prevent Delivery Hub and overseen by the CONTEST Board and CONTEST Executive Board.

Staff Training

Local authorities are expected to ensure relevant and appropriate front-line staff are equipped with a good understanding of risks linked to radicalisation and identify vulnerabilities. Staff are also expected to utilise the Channel process and make referrals where necessary.

Birmingham delivers Prevent training via the workforce development team. With the Police pulling out of local delivery of training there are capacity issues and further work is required to mainstream training and ensure different departments across the authority also contribute to the delivery of training.

Birmingham has a good Channel process in place and referral pathways continue to be developed and strengthened.

Use of Local Authority Resources

Local authorities are expected to ensure public-owned venues are not used as a platform to promote extremist views. Local authorities are also expected to ensure funding is not allocated to groups/individuals who hold/promote extremist views.

Through the 'No Platform' Policy, Birmingham has a process to prevent the use of local authority venues do not provide a platform for extremist speakers. There are also established 'due diligence' systems in place to ensure groups work with the Birmingham Prevent Programme do not hold, or engage with, extremist views or groups.

Collaboration between Areas

Prevent vulnerabilities can often spread across areas and local authority boundaries. Local authorities are expected to work together to ensure appropriate interventions and support is coordinated especially where cross border collaboration is required.

Birmingham works very closely with other local areas in the West Midlands and a consistent approach to delivery plans is promoted across the region. Birmingham also facilitates the Midlands Prevent Board which includes authorities from the East Midlands. The Board is a high level group consisting of local authority chief officers and representatives from the Home Office providing an opportunity to share best practice but also raise any concerns.

Supporting Children

Prevent is recognised within local safeguarding arrangements for children and work is being done to strengthen referral pathways. Birmingham receives additional support via the Home Office to recruit a Schools Prevent Officer who works to strengthen safeguarding arrangements within school settings and ensuring that these arrangements are linked to local authority processes.

Out of School Settings

Via the LADO Team, Birmingham is developing and strengthening support to faith based organisations, supplementary schools and madrassas via a new safeguarding toolkit for such settings. Birmingham are currently working with Faith Associates to develop a voluntary accreditation scheme and quality standard with input from the Department for Education.

4. Implementation and Delivery in Birmingham

Birmingham has been identified as a top priority local authority and receives funding for a Prevent Coordinator post, a Regional HEFE Coordinator post and a Schools Prevent Coordinator post. Birmingham is also invited to submit for further resources to support local Prevent Delivery.

Local delivery in Birmingham is designed to be proportionate and targeted towards areas of most vulnerability and need whilst also ensuring city-wide coverage. Delivery must enable front line services to access updated information and receive appropriate support and guidance to ensure Prevent vulnerabilities are identified and accepted as key priorities within a broader safeguarding agenda. Delivery must also ensure an effective mechanism to identify and design appropriate interventions to support mainstream services.

4.1 Local Delivery

Birmingham Prevent Programme Board

Birmingham City Council has established the Birmingham Prevent Programme Board, an operational working group that brings together operational leads from the different service areas and partnerships to coordinate Prevent delivery on behalf of the CONTEST Board. The group aims to provide up to date information on risks and vulnerabilities related to Prevent and is responsible for identifying gaps and opportunities for the delivery of awareness raising products and contributing to wider workforce development in the field of Prevent.

The Prevent Programme Board includes representation from each of the identified priority areas within the Prevent Action Plan. It will also include representation from West Midlands Police and Counter Terrorism Unit.

Home Office Support 2015/16

To aide local delivery in meeting the requirements of the Prevent Duty the Government is increasing its grant to local authorities to recruit a Prevent Coordinator and deliver targeted Prevent projects across the country.

Birmingham will receive the following allocation:

Prevent Coordinator Post	£85,000
Schools Resilience Advisor	£55,000
HEFE Coordinator	£65,000
Prevent Admin Support	£33,000
Prevent Engagement Officer	£33,000
Programme Delivery	£357,550*
Total	<u>£628,550</u>

*Programme delivery costs are to support projects based on the Home Office selection and criteria.

4.2 Governance

Birmingham's governance structure has been set up to ensure that the programme will:

- 1) meet the specific objectives of Prevent Strategy and CONTEST more widely
- 2) be jointly agreed and managed by the local authority and our partners
- 3) be proportionate to the level of threat in each local area (utilising police intelligence and the Birmingham Counter Terrorism Local Profile)
- 4) reflect local priorities, needs and opportunities
- 5) set out clear and tangible milestones in tracking progress.

The governance structure (see Annex A) outlines the structures involved in delivery of CONTEST in Birmingham. The structure builds on the work of the previous Prevent programme and governance structure that was initially developed to oversee the implementation of projects utilising funding granted via area based grant, but has been expanded to take into account the considerable reduction in available funds to directly support projects and therefore the increased need for mainstreaming.

4.3 Policing

West Midlands Police currently delivers the Prevent strategy in Birmingham through the deployment of 13 uniformed and overt Security and Partnership Officers working for West Midlands CTU but deployed alongside neighbourhood officers at local police stations. These officers are supervised by a Prevent Coordinator. The role of these officers focuses on 5 main areas:

- The delivery of the Prevent 3i strategy as set out in the governments overarching counter terrorist strategy Operation Contest. This strategy is delivered in partnership with statutory/non statutory partners, communities and the third sector.
- The development and maintenance of an extensive network of individuals and groups able to work in partnership to identify issues and deliver a locally focused strategy.
- The addressing of issues identified in the Birmingham CTLP in partnership with Birmingham City Council and other key stakeholders. This year an unprecedented level of access to the CTLP within partner organisations will ensure that the strategy will be delivered more effectively.
- The consequence management of terrorist related issues that are likely to raise tension within communities or otherwise adversely affect those communities. Such issues include arrests for terrorist related activity and tensions resulting from national or international events. The Prevent Unit continues to develop a contact officer policy that provides practical support and advice for families directly affected by arrests during any investigation.
- The briefing of West midlands Police staff in Birmingham to ensure that they are equipped to deal with issues concerning terrorism within the city.

In addition Birmingham continues to be a Tier 1 site for the Channel scheme delivering a multi agency response to support vulnerable individuals at risk of becoming violent extremists. The city continues to be at the forefront of developing proportionate and innovative solutions to support a wide range of individuals with individually tailored solutions.

4.4 Channel

Objective two of the Prevent strategy emphasises the importance of Channel and how it can play a major role in reducing the risk from terrorism by providing a mechanism to help draw vulnerable individuals away from potentially becoming involved in terrorism related activity and the Channel programme has been developed specifically for this purpose.

Channel is a multi-agency programme that aims to provide a mechanism to identify and provide support to vulnerable individuals at risk of radicalisation. It is modelled on other successful risk management processes such as child protection, domestic violence and management of high risk offenders. Channel helps to evaluate referrals of individuals at risk of being drawn into terrorism and must work alongside mainstream safeguarding processes.

In support of Birmingham's Channel panel the Prevent delivery hub will make available effective training and awareness products such as WRAP in order to facilitate the skills and awareness of front-line staff to identify signs of vulnerability. The criteria for a channel referral is set quite high and should not enable individuals to be referred simply for holding political views or having a commitment to a particular faith.

Both the Prevent Action Plan and the Channel Panel are administered and led by the Equalities, Community Safety and Cohesion Service of Birmingham City Council.

5. Further and Higher Education

The West Midlands Regional Further and Higher Education Coordinator was appointed in January 2013. The Coordinator is one of ten individuals appointed nationally to work with the sector to deliver training, advice and support all colleges, universities and private education providers. The post is hosted by Birmingham City Council and funded through the Home Office support grant. The work-plan of the Coordinator is largely determined by the Department for Business Innovation and Skills (BIS). Most currently this is in relation to the Statutory Duty that came into effect on 21st September for Universities and Colleges. The Duty places a legal requirement on

the sector to put in place specific policies to prevent extremism on campuses, tackle gender segregation at events and support students at risk of radicalisation. Furthermore, it requires establishments to ensure they have proper risk assessment processes for external speakers in place. The guidance also sets out that institutions must ensure that they have appropriate IT policies, staff training and student welfare programmes in place to recognise and respond to the signs of radicalisation.

In Birmingham the Coordinator has developed good working relationships with the following institutions at Senior Management level.

Aston University
Birmingham City University
University College Birmingham
Newman University
University of Birmingham
Birmingham Metropolitan College

Queen Alexandra College
Solihull 6th Form College
South and City College Birmingham
Matthew Boulton College
Bourneville College
Cadbury College

6. Schools

Report on the role and impact of the Schools Resilience Adviser

The Resilience Adviser has been in post since October 2014 and works with schools to bridge and broker support for schools and to ensure that bespoke advice is available across universal, targeted and specialist responses. This section outlines the work carried out during this academic year and plans for 2015/16.

Universal Offer

The Resilience Adviser has led a co-ordinated package of training and safeguarding briefings for schools across the city since taking up post.

- 71% of schools have accessed WRAP
- 22% of school leaders have attended PVE training.
- 65% of school have attended Termly Safeguarding Briefings including the Prevent Duty

This work programme continues for 2015/16 academic year with 39 planned briefings/workshops across the city to include all schools (academies, free schools, maintained and independent).

Targeted Offer

Where weaknesses are identified, either by schools themselves or by Ofsted, targeted support is offered. Schools are supported around a selection of resilience and safeguarding responses ranging from single issues to sustained support to Senior Leadership Teams and policy management.

60 schools have been supported through this pathway and this has informed the training offer through subsequent safeguarding networks.

Specialist Offer

Bespoke support is generated where serious weaknesses have been identified, either by school advisers, school improvement partners, schools, Ofsted, DfE and parent complaints raised through Ofsted. Specialist advice and support has been identified and action plans are drawn up with support brokered dependent on need. This has included case management, identification of children at risk of radicalisation, CSE, FGM, Forced Marriage and Prevent vulnerabilities. The key themes have informed policy development, for example No Platform, Model Safeguarding Policy, Children Not Collected from School. The challenges experienced by schools in the referral process has led to the development of a multi-disciplinary partnership response involving Police, MASH, EHB, Think Family and Resilience Adviser to secure the referral pathways and to develop case studies for schools. 60 schools have been supported with specialist advice and learning has informed practice.

Education Plan

Direction comes from the Education Plan, across Themes 5 and 12, and this embeds the Prevent Duty within safeguarding and underpins Equality and Community Cohesion.

This specialist adviser function has been endorsed in Ofsted feedback and validated by the Home Office. Feedback from schools consistently demonstrates that training and bespoke support has had significant impact in securing improvement over time and schools are becoming more focussed on the child's journey and lived experience. Theme 12 includes the UNICEF Rights Respecting Schools Award which is an evidence based programme that builds resilience and embeds the UN Convention on the Rights of the Child through the life of the school. 85 Birmingham schools are now registered and trained in the first part of the award and a further cohort is planned for November. This contributes significantly to the outcomes of Theme 12.

In preparation for the Prevent Duty, a train the trainer approach has been adopted to ensure business continuity with 60 school and multi-agency partners trained to deliver WRAP and 60 early years consultants and partners trained with a focus on early years. This initiative is being extended to include curriculum leads from all phases to promote safeguarding resources in schools including e-safety and training in partnership with WM Police is taking place on 2nd December for a further 70 school leaders.

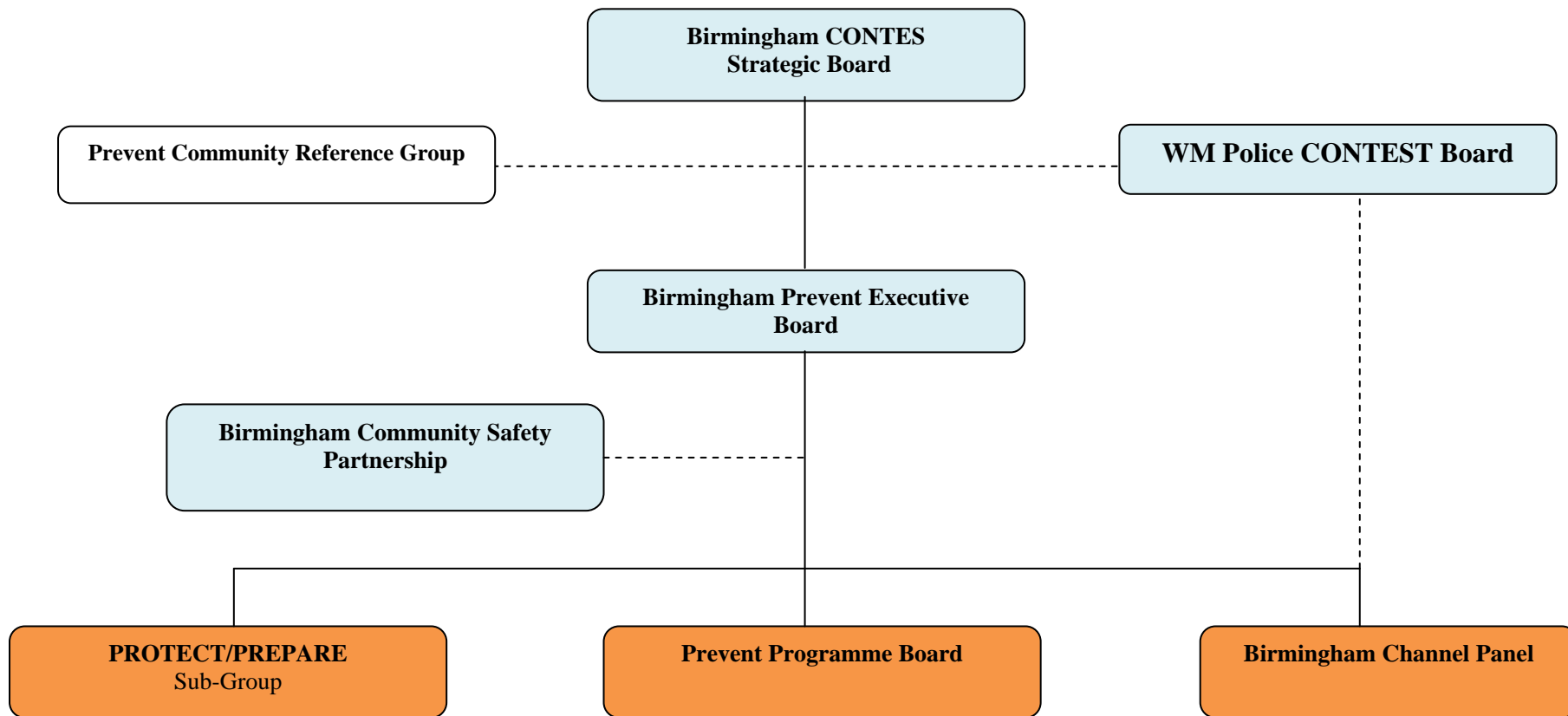
Initial Teacher Training is 'future proofing' safeguarding in education and we are working in partnership with Birmingham's teaching schools and HE providers to ensure that Prevent and safeguarding are given an applied practice focus for those coming into the profession of teaching.

A training matrix is being developed to enable schools to access the range of training and support available to them and a resource base will form part of that. This includes curriculum tools, lesson plans, assemblies and model letters to respond from the increasing requests from parents to withdraw their children from various aspects of school life on the basis of faith, e.g. swimming, music, collective worship, sex and relationships education, religious education etc. This work spans Theme 12 of the Education Plan and includes theatre in education.

Key challenges for 2015/16

- Mainstreaming Prevent within and beyond the Council.
- Action research approach to refining referral procedures
- Safeguarding support and co-delivery of services with Birmingham Education Partnership
- Ensuring that the Prevent Duty sits firmly within a sound safeguarding framework, underpinned by the Equality Duty.

Annex A: Governance Framework – Counter Terrorism



Strategic Overview and

Tasking and Coordination

Advice and Support