

**Open Report on behalf of Dr Tony Hill,
Executive Director of Community Wellbeing and Public Health**

Report to:	Community and Public Safety Scrutiny Committee
Date:	14 September 2016
Subject:	Counter-Terrorism & Security Bill 2014 Update

Summary:

To present to the Community and Public Safety Scrutiny Committee an update on Prevent activity in Lincolnshire as a result of changes to the Counter-terrorism Bill 2014 and the introduction of the Government Counter-Extremism Strategy 2015 and the new responsibilities placed upon Local Authorities and proposals for meeting these requirements.

Actions Required:

Members of the Community and Public Safety Scrutiny Committee are invited to consider and comment on the report and highlight any recommendations or further actions for consideration.

1. Background

The Government agreed there was a need to legislate in order to reduce the terrorism threat in the UK. On 29 August 2014, the independent Joint Terrorism Analysis Centre (JTAC) raised the UK national terrorist threat level from **SUBSTANTIAL** to **SEVERE** and this remains the case today. This means that a terrorist attack is *“highly likely”*. In the context of this heightened threat, the Bill was designed to strengthen legal powers and capabilities to disrupt terrorism and prevent individuals from being radicalised in the first instance. The changes came into effect on 1 July 2015.

Since the terrorist attacks in New York on 11 September 2001, the UK’s approach to combating terrorism has evolved from focusing on the threat posed by foreign nationals affiliated with Al-Qaida and related groups, to the threat from “home grown” terrorists. In recent years, policy has increasingly sought to confront the underlying causes of terrorist behaviour, including extremist ideologies. Whilst the focus rightly remains on IS inspired activity (seen as the greatest area of risk), it is acknowledged that for many areas, extreme Right-Wing groups are of greater concern representing a higher proportion of Channel referrals and intervention activity.

The Prevent strategy, part of the Government's wider counter-terrorism strategy CONTEST, seeks to deal with those individuals and groups promoting division and hatred, and with the factors that predispose individuals or groups to respond to terrorist ideologies. The original strategy was reviewed in 2011 in order to separate out the community based integration work from the more direct counter-terrorism activities. Under Prevent, public sector organisations are subject to a duty to prevent people from being drawn into terrorism. This duty was recently placed on a statutory footing by the Counter-terrorism and Security Act 2015, together with guidance setting out how different sectors should play their part in implementing the strategy on a multi-agency basis. In Lincolnshire, those statutory agencies are:

- Lincolnshire County Council
- Lincolnshire Police Service
- Lincolnshire Probation Service (both National & CRC)
- Lincolnshire County Council
- Health (LCHS, LPFT, ULHT)
- Youth Offending Service
- City of Lincoln Council
- East Lindsey District Council
- North Kesteven District Council
- South Holland District Council
- West Lindsey District Council
- Boston Borough Council
- South Kesteven District Council
- Lincolnshire Fire & Rescue
- Just Lincolnshire
- SW Lincs CCG (working on behalf of all Lincs CCGs)
- National Offender Management Service – E. Mids Prisons
- East Midlands Special Operations Unit (EMSOU) – Special Branch
- Lincolnshire Universities & Colleges
- HLNYS (Humberside, Lincolnshire & North Yorkshire Community Rehabilitation Company)
- BIS (Department for Business, Innovation & Skills)

The Prevent strategy was initiated following the London bombings of 2005, as part of its wider counter-terrorism strategy, CONTEST. It sought to deal with community cohesion and integration with those individuals and groups promoting division and hatred. In an effort to overcome the view among some Muslims that the integration strand was being used to collect intelligence, community-based integration work was deliberately separated out from the more direct counter-terrorism activities, this is further enhanced by the introduction and imminent publication of the Counter-Extremism Strategy 2015, though it does continue to use the language of *criminality*. Prevent needs to deal with extremism where terrorism draws on extremist ideas and where people who are extremists are being drawn towards terrorism-related activity.

What this means to us:

- Prevent will depend on wider Government programmes to strengthen integration and should be carefully co-ordinated with them. Other than in exceptional circumstances, Prevent should not fund these programmes and should be distinct from them.
- Prevent will remain one part of our counter-terrorism strategy, CONTEST. The relationship between Prevent and what we call Pursue (such as work to investigate and disrupt terrorist activity) must be very carefully managed. Prevent is not a means for spying or for other covert activity.
- Agencies and Departments work to a common set of objectives in this area but look to local authorities and communities to consider how those objectives can best be implemented: they will have the expertise and the understanding of local context, which in this as in many other policy areas is vital.
- Funding for local authority projects will be precisely targeted and dedicated to ensure it is used for the purposes for which it is intended. Decisions about local delivery are properly the responsibility of local partners.
- Funding will not be provided to extremist organisations.
- It will not be part of this strategy to use extremists to deal with the risk from radicalisation.
- Public funding for Prevent must be rigorously prioritised. All our Prevent programmes need to be relevant to Prevent objectives.
- The evaluation of Prevent work is critical and must significantly improve. Data collection must be more rigorous.

Within this overall framework the new Prevent strategy will have three objectives. It will:

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 a wide range of sectors and institutions (including education, faith, health and criminal justice) where there are risks of radicalisation which we need to address.

One of the few clear conclusions about the drivers of radicalisation is that a sense of *personal* grievance is key to the process; frustration at an inability to take part in the political process and a lack of representation was also identified as a risk factor as is a pattern of inadequacy. It was recommended that further emphasis should,

therefore, be placed within Prevent on building trust in democratic institutions. It has therefore been identified as a priority activity for the Lincolnshire Prevent Steering Board to create a training and awareness programme accessible to all, including Elected Members.

It is acknowledged that a perception persisted within the Muslim community that Prevent is a tool for intelligence gathering or spying. It, therefore, recommended that greater effort be made to engage more widely with the Muslim community (and other minority groups), and to be more transparent about such engagement. It also suggested that there was a strong case for re-naming the Prevent strategy to reflect a positive approach to collaboration with Muslim communities, for example, the “Engage Strategy”, though this has not, as yet been adopted.

The current Prevent strategy addresses all forms of terrorism and non-violent extremism. It makes clear that preventing people becoming terrorists or supporting terrorism requires challenge to extremist ideas where they are used to legitimise terrorism and are shared by terrorist groups, and intervention to stop people moving from extremist groups into terrorist-related activity. However, this does need to be balanced against individual rights to express themselves and remains committed to protecting freedom of speech, but that preventing terrorism will mean challenging extremist (and non-violent) ideas that are also part of a terrorist ideology. Indeed much of the work being done with groups and/or individuals has focussed upon simply defining the legal framework to those holding extreme, but not illegal views.

Channel:

The Channel programme, part of the Prevent strategy, is a multi-agency programme co-ordinated by the Police to identify individuals vulnerable to radicalisation and direct them towards appropriate support. It was first piloted in 2007, and was rolled out across England and Wales in 2012. It focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism. The latest Channel guidance states that the programme consists of three elements:

1. Identifying individuals at risk;
2. Assessing the nature and extent of that risk; and
3. Developing the most appropriate support plan for the individuals involved.

In delivering the programme, the Local Authority and Police work with agencies including the NHS; social workers; educational institutions; youth offending services; immigration officials; housing services; prisons; and probation services. Following an initial referral, an assessment of vulnerability is made using a framework built around three criteria:

- Engagement with a group, cause or ideology;
- Intent to cause harm; and
- Capability to cause harm.

This assessment informs decisions on whether an individual needs support and what kind of support package might be appropriate.

Channel aims to stop people moving from extremist groups, or from extremism, into terrorism. Association with organisations that are not proscribed and that espouse extremist ideology is not, on its own, reason enough to justify a referral to the Channel process. If professionals determine that someone attracted to the ideology of such groups also exhibits additional behavioural indicators that suggest they are moving towards terrorism then it would be appropriate to make a referral to Channel.

Lincolnshire Channel Statistics:

This report is not intended to provide a complete breakdown of statistical data and coverage/analysis of all PREVENT related activity but instead provide an overview of key activity as well as Police Case Management (PCM)/CHANNEL referral data.

Police Case Management & /CHANNEL Referrals:

2014/2015 – 11 referrals in total

2015/2016 – 61 referrals in total

The figures show a significant increase which is primarily down to the way referrals are recorded now compared to the way they will have been recorded in the past. All referrals made during 2015/2016 were recorded regardless of whether the case was progressed to a further stage, where previously this was not the case for 2014/2015 and for years prior to that.

Of particular note is an increase in referrals of those under the age of 18 (though this is believed to be as a result of increased training and awareness within schools and colleges), and a higher proportion of referrals represented within the mental health arena, most notably those on the autistic (Asperger) spectrum. This is a national issue, not unique to Lincolnshire. It is important to note that whilst the Prevent duty outlines the requirements placed upon Local Authorities and its partners, it has allowed for the freedom to develop individual processes appropriate to each area, reflecting both risk and demographics.

Following the inception of the new Prevent strategy, the Department for Communities and Local Government (DCLG) was asked to devise a strategy to build resilience to extremism within communities. This strategy has not yet been realised and instead the work of the DCLG has focused on the issue of integration, including the following:

- Promoting shared aspirations, values and experiences, including supporting national Inter-Faith Week;
- Helping people realise their potential, for example by funding community based English language teaching;
- Helping people take part in local and national life and decision making, by funding Youth United to provide places for young people in organisations

such as the Scouts Association, Girl-guiding UK, Army Cadets, Volunteer Police Cadets and St Johns Ambulance;

- Promoting faith and the freedom to pray, supporting faith groups in a wide range of activities.

For Lincolnshire, key projects are as follows:

- *Review of IT Policies (lead by City of Lincoln Council)*

One aspect of the Duty (Prevent) requires each local authority to ensure IT equipment available to the general public uses appropriate filtering solutions that limit access to terrorist and extremist materials. The Prevent Lead (City of Lincoln Council) has undertaken this exercise on behalf of the partners in Lincolnshire to undertake a review of filtering solutions.

- *Islamophobia in Schools Project (Ethnic Minority and Traveller Education Team)*

A project has been delivered to support those schools experiencing a range of Islamophobia incidents. The model offers a range of products ranging from self-help packages for teachers, through to full workshops to target particular child age groups, delivered by partner agencies.

- *Syrian Refugee Community Engagement Event*

The Syrian Refugee Community Engagement event has taken place in Lincolnshire with 100 individuals attending from the local community and faith groups across Lincolnshire, providing a framework of support which will help provide further information around what the county can do to support the refugees.

- *Prevent Awareness Week (lead by Police nationally)*

Significant messaging was carried out during Prevent Awareness Week and Counter Terrorism Awareness Week. Local media, including BBC Radio Lincolnshire, Lincs FM, The Lincolnite and BBC East Midlands were all utilised in terms of messaging through interviews and articles. Furthermore, there was national exposure to key Prevent messages delivered via (for example) Sky News, CNN, The Times, ITV News and many other TV, newspaper and website interviews, all as a result of the locally produced 'Diary of a Badman' DVD and Workshop.

- *Engagement*

The LCC Prevent Officer has developed and is delivering Prevent training which is linked to community cohesion and integration to town and parish councils, community groups and organisations, such as the Volunteer Centre Services workshops.

- *Regional Youth Consultation Panel*

Work is being lead by the Police with young people across the East Midlands as part of a regional Youth Consultation Panel. Young people are being consulted on key Prevent issues and Prevent messaging. Alongside this, we are also working in partnership with Nottingham Youth services around Prevent messages and British Values.

- *Community Cohesion Action Plan*

City of Lincoln Council has lead on this agenda and ensured that there is now a full Community Cohesion Action Plan in place for the City; this focuses on issues such as the integration of students and migrant workers, tackling hate crime and the integration of the new mosque.

- *Pathways and 'Safeguarding Against Extremism'*

Over 200 Pathways and 'Safeguarding Against Extremism' workshops have been delivered to young people by the Police in an attempt to create a safe space for debate and discussion around sensitive and current issues. Work is in progress to produce a uniformed Police led 'Muslims in Britain' film with an accompanying schools toolkit.

- *Developing a 'Me and We' women's group (multi faith)*

This is a collaborative piece of work with the Community Advisors, LCC Prevent Officer and the East Midlands Regional Prevent Briefing and Engagement Officer. The project will look to develop a multi faith women's support group in Lincoln and then look to broaden this out across Lincolnshire. This enables another pathway to faith and religious organisations.

- *Mapping and Engagement Project – Religious Establishments*

This work has been identified within the Counter Terrorism Local Profile for Lincolnshire. The project would collate, map and engage with these establishments, so that the key contact details can be held by all agencies should they be needed for support and assistance of the Prevent responsibilities, such as in integrating a self-radicalised person back into their local religious community. Key emphasis here is on smaller locations that may not have had any or at least no recent, contact.

- *Lincolnshire Prevent Conference*

This event took place on Thursday 10th March 2016 at the Showroom. During the day we heard from a range of national speakers and workshops exploring community cohesion and integration. It was an informative and interactive day, designed to provoke and encourage debate. Key note speakers from the Muslim community and from a (previously active) 'Far

Right' commentator. The event attracted over 80 people from various organisations and cultures.

- *British Values*

The current Training Sub-Group have been tasked by the Prevent Steering Board to look at tackling the issues that are regularly raised at different schools and are looking to put together a training programme around the British Values agenda in particular.

- *Supplementary schools*

The LCC Community Advisors (CAs) and Prevent Officer are working in partnership with the Ethnic Minority and Traveller Education Team and the City of Lincoln Council to support the Supplementary schools and their central forum. The CAs are building relationships with the different ethnic minority groups by offering such support as; helping the schools achieve the Bronze Award standards for supplementary schools (Safeguarding, Policies and general organisation). By supporting the schools, we build a stronger relationship which enables us to identify 'informal community leaders' across the cultural boundaries. The Prevent Officer and Community Advisor manager will form part of the Supplementary schools forum which further promotes partnership working across the County.

- *Community/training Leaflet*

A new Prevent training leaflet has been developed by Lincolnshire Fire and Rescue in conjunction with the LCC Prevent Officer and is now being given to all on-call firefighters. Further work is now being conducted to look at developing a specific community focused information leaflet.

PREVENT Training & Development:

Training and briefings to frontline staff and the voluntary sector has traditionally been lead by the Police and has been a regular part of their business activity since the inception of PREVENT in 2008. The requirement from schools for staff briefings has increased dramatically since the PREVENT Duty and requests from other partners have also been regular. However, there are a number of statutory partners for which either all, or a significant proportion of staff were trained pre-duty over hundreds of separate briefings.

The take up of Prevent awareness training since the introduction of new duty placed responsibility upon Local Authorities has increased enormously, with requests for bookings from both statutory organisations, community groups and those groups not covered by the Duty, such as Town and Parish Councils, is now core business. During the last twelve months, partners have worked collectively to create a suite of training and awareness courses, from brief online awareness to a more personalised approach, dependent upon the role and need of the organisation or individual.

Over 300 front facing briefings/training sessions, mainly led by Lincolnshire Police, took place during 2014/2015. Local Authorities also delivered approximately 52 training sessions to LCC staff; 35 sessions were delivered to staff at schools/academies; 17 to Community Groups and 32 to students.

Over 450 front facing briefings/training sessions led by Police took place during 2015/2016. A significant proportion of these (149) were delivered to staff at schools/academies in the county. Significant briefing training sessions also delivered at Higher Education (HE) and Further Education (FE) institutions (51). LCC also delivered a further 50 training sessions to LCC staff. The increase in training requests from schools in particular has created a rise in numbers of sessions delivered; the request no doubt as a result of the statutory duty.

Online activity:

Previous presentations to the Committee have highlighted the issue of the phenomenon of “*self-radicalisation*”. People can actively promote, or deliberately hide, aspects of their identity online. This is often referred to as the “*ideal self*” (the image they would like to promote to others). Someone who is motivated by reputation and status may actively edit their profile in line with a specific image. There are many reasons for viewing extreme/violent material, from more benign (e.g. curiosity, fantasy, social recognition) to more concerning motivations (e.g. psychological preparation for an attack, desensitisation to violence). Fixated or escalating viewing over time could be indicative of the latter, particularly if the person is actively searching for the material.

Social relationships are particularly important for minors. Peer to peer relationships can meet a number of needs, including belonging, recognition and social status. Minors are unlikely to make a distinction between their ‘online’ and ‘offline’ friends – they demonstrate the same loyalty and affiliation regardless. Online social networks are ever changing, but tend to consist of a mixture of existing friends (e.g. school friends) and new ‘online’ relationships. Minors are more likely to disclose personal information quickly in seemingly safe online spaces, meaning that trusting friendships can form rapidly. Interventions for PREVENT and Channel focus upon:

- Challenge the extremist argument;
- Confront the underlying weakness of the extremist ideology;
- Promote a positive alternative; and
- Support vulnerable young people.

As the Committee will already be aware, Prevent activity is currently split into three priority levels or tiers. There are thirty priority areas in England, within which there are seven areas of particular concern, two of which are within the East Midlands region (Leicestershire and Derbyshire) and these are deemed to be Tier One. As such, they receive additional Home Office support and funding with a designated Prevent Co-ordinator and multi-agency team. Lincolnshire is currently deemed to be a low risk area and classified as Tier Three, and as such, receives no additional funding or resources, yet the legislative requirements to meet both Prevent and Channel remain the same.

Counter-Terrorism Local Profile:

"Counter-Terrorism Local Profiles (CTLPs) have become an essential part of Prevent partnership working. They aspire to make relevant information available to all partners to help them target activities and resources as effectively as possible. CTLPs help to achieve this by outlining the threat, vulnerability and risk from extremist activity relating to terrorism within a specific geographical area, providing partners with a practical and consistent approach to sharing counter-terrorism related information.

The CTLP has been written specifically for local partners and Counter Terrorism leads to inform their local Prevent programme of action, taking into account learning from the last twelve months and looking forward to the coming year and beyond. It seeks to give guidance to partners so that they can work together using the strategic information provided to tackle extremism and terrorist-related activities in Lincolnshire. This is a core part of the local counter-terrorism strategy and sharing information and effective local partnerships remain crucial elements of implementing that strategy". (Introduction, Counter Terrorism Local Profile 2016, Lincolnshire)

The CTLP aims to:

- 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;
- Provide information on which to base local Prevent programmes, initiatives and action plans, and present recommendations to deal with any identified risks and vulnerabilities;
- Support the establishment of Prevent activity as business-as-usual in local partner agencies, and to embed confidence around the new Prevent duties;
- Provide all counter-terrorism partners in Lincolnshire with the strategic information they need to provide a targeted and proportionate use of shared resources, and to encourage the continued sharing of information to everyone's mutual advantage;

The fact that Lincolnshire remains a low risk area is something we are mindful of, but, not complacent about.

National picture:

A key comes from self-radicalised individuals being motivated by Daesh's violent ideology and taking one of two realistically available paths open to the aspiring jihadist. They may attempt to travel to Syria or Iraq and join Daesh. There the men may receive combat training, become battle hardened and may be tasked with returning to the UK to participate in a potentially sophisticated terrorist attack. Women may be further radicalised and used within the caliphate as wives for fighters, mothers of the next generation of Daesh soldiers, or possibly as recruiters and online radicalisers. The self-radicalised individual obey Daesh's directive that people wage their violent jihad in their own country by conducting unsophisticated

attacks against any target that is near at hand, but particularly against Police, Military or associated personnel.

It has been traditionally believed that the self-radicalised individual, who does not engage with their religious community has primarily operated in isolation, but that does not mean that they are alone, but rather seek out legitimacy through online means. Increase in the *Lone Act* as recently seen in the Nice atrocity on Bastille day, has shown how self-radicalisation can be highly accelerated, within a matter of days from interest to action.

The emergence of Devil Worship (though incredibly small in numbers) is a new phenomenon for Prevent and further reflects the need for a society that demands legitimacy and immediacy of gratification through an artificial (usually online) surrogate group.

The impact of Brexit is yet to be fully understood. For those extremists from the right, it has simply reassured them that approximately 52% of the country is just as racist as they are and therefore have their views confirmed. For IS related extremism, we are already aware of how adept they are at exploiting local and regional grievances.

Governance & Strategy:

There currently exists a Prevent Steering Group, a multi-agency group which meets quarterly and reports to both the Lincolnshire Police CONTEST Board and the Lincolnshire Community Safety Partnership, the most effective forum for managing the governance arrangements of PREVENT. This will be achieved by providing a balance of local security profile and strategic delivery. The Prevent Steering Group now meets on a quarterly basis and has a full membership, including those organisations that come under the duty and representatives from the only third sector. These meetings are exceptionally well attended with senior officers from all partner organisations, signifying how seriously agencies in Lincolnshire take this agenda. Attendees are provided with appropriate and current information, mainly through presentations and information sharing. During the last twelve months, both a review of the attendees and structure of the Steering Group has been undertaken to ensure that it is fit for purpose; this has included a review of Terms of Reference, Information Sharing Agreements and Confidentiality. A new information sharing agreement has been put in place and this allows for sensitive reports and updates to be shared.

2. Conclusion

The challenge the new legislation presents to Lincolnshire County Council still remain those of performance, training and awareness, and associated resources. Resources are being committed through existing resources and demand absorbed by the Community Engagement Team located within Public Health who are developing a community cohesion approach. This team is currently exploring what Town and Parish Councils can offer in relation to delivering training and awareness alongside existing training delivery. Additionally, the team is working closely with

the City of Lincoln Community Cohesion Steering Board and a number of third sector organisations, including Just Lincolnshire who is ideally placed to support this area of work. Work with District Councils to identify local forums with a similar remit and focus is also ongoing.

Operation Dovetail:

In April 2016, the Home Secretary announced a series of pilots around the country where Local Authorities were to receive additional funding and resources by taking a full role in PREVENT. There are a small number of pilots underway, though none in our region, but these are likely to quickly become adopted practice. Of the £22m national funding in this area, £4m has been diverted into ensuring the success of this operation. The Home Office has also issued new Channel interventions funding arrangements. These agreements will detail how these new funds are intended to be used flexibly, for activity or costs which take place alongside, and support other Channel interventions, and should be linked to vulnerabilities which have been identified. This could lead to better interactions with local Community Volunteer Sector or third sector organisations providing interventions.

3. Consultation

a) Policy Proofing Actions Required

This report does not require policy proofing.

4. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Counter-terrorism & Security Bill 2014	http://www.publications.parliament.uk/pa/bills/cbill/2014-2015/0127/en/15127en.pdf
Counter-terrorism & Security Act 2015	http://www.legislation.gov.uk/ukpga/2015/6/contents/enacted
Prevent Guidance	https://www.gov.uk/government/publications/prevent-duty-guidance

This report was written by Nicole Hilton, who can be contacted on 01522553786 or nicole.hilton@lincolnshire.gov.uk