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# Shropshire’s Approach to the Prevent Duty

# 2020 - 2023

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# **Introduction**

* 1. The UK faces a range of terrorist threats. Currently the most serious is from the Islamic State extremists behind the creation of a modern caliphate; their affiliates; Al-Qa’ida and like-minded organisations. However, terrorists associated with the extreme right also pose a continued threat to our safety and security. All terrorist groups, which seek to radicalise and recruit people to their cause, pose a threat. Whilst the percentage of people who are prepared to actively support violent extremism in the UK is very small, it still poses a threat to our sense of safety, well-being and damages community cohesion.

# **The National Prevent Strategy and the Prevent and Channel Duties**

2.1 The National Prevent Strategy (2011) is part of the Government’s Counter Terrorism Strategy called CONTEST. The aim of the Prevent Strategy within CONTEST is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism. The four elements of CONTEST are:

* **Pursue:** is about detecting and disrupting threats of terrorism. It is targeted at those who have committed or who are planning to commit a crime;
* **Protect:** is concerned with strengthening the country’s infrastructure from an attack including reducing the vulnerability of the transport network and improving security for crowded places;
* **Prepare:** focuses on areas of the infrastructure where an attack cannot be stopped and the aim is to reduce the impact of an attack by preparing to respond effectively;
* **Prevent:** is an early intervention process and operates in the “pre- criminal space” It aims to stop people becoming terrorists or supporting terrorism.

The basis of Prevent is simple; it is about keeping our communities safe from extremists. It does not carry a pre-conceived idea of who an extremist is, or their message, but it has to be responsive to the prevailing national and international situation.

2.2 The Prevent Duty: Section 26 of the Counter-Terrorism and Security Act 2015 (the Act) places a duty on certain bodies (“specified authorities” listed in Schedule 6 to the Act), in the exercise of their functions, to have “due regard to the need to prevent people from being drawn into terrorism”. The duty does not confer new functions on any specified authority. The term “due regard” means that the authorities 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 they carry out their usual functions.

Source: [*https://www.gov.uk/government/publications/prevent-duty-guidance*](https://www.gov.uk/government/publications/prevent-duty-guidance)

2.3 The Channel Duty: Channel Panel is a multi-agency approach to protect vulnerable people by:

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

The Channel Duty Guidance requires:

* local authorities will have a Channel panel in their area
* the local authority to provide the panel chair and deputy chair
* the panel to develop a support plan for individuals adopted as Channel cases
* where Channel is not appropriate, the panel will consider alternative forms of support, including health care and social care services
* the panel will ensure accurate records are kept detailing the support plan, agreed actions and decision-making, and outcomes
* all partners of a panel (as specified in Schedule 7), as far as is appropriate and reasonably practicable, will cooperate with the police and the panel in the carrying out of their functions
* Monitoring and oversight responsibilities should sit as part of local governance arrangements within the local authority.
* How to raise Prevent concerns or refer individuals for assessment to receive support should be promoted locally by the local authority and partners.

Source: <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/928326/6.6271_HO_HMG_Channel_Duty_Guidance_v13_WEB_Engish.pdf>

**Other Duties**

3.1 *Equality Act 2010*: The Equality Act 2010 bans discrimination (unfair treatment) in order to achieve equal opportunities in the wider society. The Act brought together and replaced previous equality legislation, such as the Disability Discrimination Act 1995, the Race Relations Act 1976 and the Sex Discrimination Act 1975. It simplified and updated the law and strengthened it. The Equality Act protects people from discrimination because of certain ‘protected characteristics’ which are:

* age,
* disability,
* gender reassignment,
* marriage and civil partnership,
* pregnancy and maternity,
* race,
* religion or belief,
* sex and
* sexual orientation.

3.2 *Safeguarding*: is the process of protecting vulnerable people, whether from crime, other forms of abuse or (in the context of this document) from being drawn into terrorism-related activity. ‘Safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm’ (Prevent Strategy – Home Office)

3.3 *Teachers Standards*: Schools should promote the fundamental British values of democracy, the rule of law, individual liberty, and mutual respect and tolerance of those with different faiths and beliefs. This can help schools to demonstrate how they are meeting the requirements of section 78 of the Education Act 2002. Actively promoting the values means challenging opinions or behaviours in school that are contrary to fundamental values. The Teachers’ Standards expect teachers to uphold public trust in the profession and maintain high standards of ethics and behaviour, within and outside school.

3.4 *Human Rights Act*: This law was passed in 1998. Human rights law requires the State to take steps to protect the right to life which includes measures to prevent terrorism. However, any measures taken to counter terrorism must be proportionate and not undermine democratic values. Included in the Human Rights Act is the protection of an individual’s freedom of thought, religion and belief; an individual’s freedom of speech and peaceful protest; and individual’s right to be treated fairly regardless of their gender, race, sexuality, religion or age.

1. **Shropshire’s Prevent Aim**

Our aim is to prevent people being drawn into terrorism and to support local communities and institutions to challenge and reject the message of extremism

4.1 Shropshire is judged a low risk area, but it is important not to be complacent. Together we need to promote strong and positive relationships between people from different backgrounds in the workplace, schools and within communities.

4.2 The highest risk is from a ‘lone actor’, who is particularly difficult to both detect and identify. In such cases, the internet and social media have proven to be powerful tools for extremists to radicalise individuals. There is a particular concern that vulnerable people may be at risk of radicalisation through the influence of others or via the internet. A proportionate response will need to be developed to mitigate any threat, risk or harm posed to vulnerable adults, children and communities from extremist groups. This includes recognising ‘the Prevent duty’ is inextricably linked to other main safeguarding issues such as vulnerability and Hate Crime.

**5. Our Objectives**

5.1 Our objectives are to:

* Embed an understanding of Prevent into the mainstream by standardising training delivery in Shropshire; and
* Ensure the referral process into Channel Panel is well understood by the public and all partners working in the county.

# **6. The Practical Application of Prevent in Shropshire**

## 6.1 **Channel Panel** will be scheduled monthly in accordance with Chanel Duty Guidance and will be chaired by the Statutory Safeguarding Business Partner for Shropshire Council.

6.1.1 Channel Panel will focus purely on the function of Channel panel as outlined in the related guidance.

6.1.2 In the event of there being no cases to discussed, Channel Panel will be cancelled but as a minimum meet on a quarterly basis.

6.1.3 Channel Panel will operate in accordance with its Terms of Reference as agreed by Channel core panel members.

6.2 In order to ensure effective links with the **Shropshire Safeguarding Community Partnership** which acts as the Children’s and Community Safety Partnerships and Safeguarding Adults Board, the chair of the Channel Panel will be a standing member of the Exploitation Group. Please see appendix 1. For the governance structure of the Partnership.

6.2.1 Channel panel members will consider the most recent Counter Terrorism Local Profile for Shropshire and recommend what Prevent specific actions need to be identified as part of the Business Plan for the Exploitation Group in line with the objectives above.

6.2.2 The chair of the Channel Panel will take these recommendations to the Exploitation group and ensure there is two-way dialogue in place between the operational, case-based Channel Panel and the strategic Exploitation Group of the Partnership.

6.2.3 This document will need to be seen by the Exploitation Group and signed off by the Executive Group of the Partnership.

Appendix 1.

*For the purposes of this strategy the following definitions have been adopted.*

***Radicalisation*** *is defined as the process by which people come to support terrorism and extremism and, in some cases, then participate in terrorist groups.*

***Extremism*** *is vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs.*

***Terrorism*** *is an action that endangers or causes serious violence to a person/people; causes serious damage to property; or seriously interferes or disrupts an electronic system. The use or threat must be designed to influence the government or to intimidate the public and is made for the purpose of advancing a political, religious or ideological cause.*

**Shropshire Safeguarding Community Partnership Governance Structure**



Appendix 2.

**Definitions**

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**West Mercia CTLP 2020**  **- RESPONSE TO RECOMMENDATIONS**

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| **REF** | **RECOMMENDATION** |
| SH1 | Are new staff informed how to submit information to Counter Terrorism Policing when starting their new rolesIn health services this is covered in their mandatory PREVENT training and other briefings. We cannot say with confidence we know this across the Partnership. **Action (for Exploitation Group Business Plan): Business Unit to ensure national referral form is on all SSCP web pages.****Action (for Exploitation Group Business Plan): Address this through establishing a standardised training session through Leap into Learning that can be accessed by partners in order to be able to report on who has had training.****Action (for Exploitation Group Business Plan): SHB to plan a series of one page information briefings for partners and add to standardised training pack.**  |
| SH2 | Are partners confident in identifying and reporting extremist rhetoric and behaviour which may indicate a lone actor threat?In health services this is covered in their mandatory PREVENT training and other briefings. We cannot say with confidence we know this across the Partnership. **Action: Please see SH1.**  |
| SH3 | Are faith leaders and other prominent members of local communities confident in their ability to counter and report extremist narrativeWe are not confident this is the case at this stage.**Action (for Exploitation Group Business Plan):** **Business Unit to ensure one-page briefings are sent to the faith and prominent community leaders.**  |
| SH4 | Are there any real or perceived barriers to community reporting. If so, how can they be addressed?We know this to be that case in relation to domestic abuse, and the abuse of adults with care and support needs and children. It is therefore reasonable to assume that it will equally apply to the reporting of terrorist activity. **Action: Please see SH1.**  |
| SH5 | Are community facing staff trained in spotting the signs of radicalisation and extremism, and would they be confident in knowing who to inform?In health services this is covered in their mandatory PREVENT training and other briefings. We cannot say with confidence we know this across the Partnership. **Action: Please see SH1.**  |
| SH6 | Are partners confident in reporting extremist rhetoric and behaviour that may indicate a lone actor threat?In health services this is covered in their mandatory PREVENT training and other briefings. We cannot say with confidence we know this across the Partnership. **Action: Please see SH1.**  |
| SH7 | Is all XRW activity being recognised and reported where appropriate?We know we get referrals about XRW activity so it is being reported but it is not realistic to expect us to know if all activity is being reported.  |
| SH8 | Are partners aware of the types of online forums individuals with an XRW ideology utilise in order to communicate with like minded individuals? (Particularly relevant to Education Establishments / YOS)We are not confident this is the case. **Action: Please see SH1.**  |
| SH9 | What measures could educational facilities take to ensure students are informed of active groups and ideologies behind their messaging?We will expect educational facilities to use the resources that will be developed. **Action: See SH13.**  |
| SH10 | Do all partners have access to knowledge of new and emerging XRW groups via current training packages?In health services this is covered in their mandatory PREVENT training and other briefings. We cannot say with confidence we know this across the Partnership. **Action: Please see SH1.** **Action: SHB to ask Jane Parsons to link with Sarah Dwyer (Stoke-on-Trent, Home Office funded Prevent Education Officer)**  |
| SH11 | What alternative methods can be used to engage with communities that may be vulnerable toXRW ideologies? (Particularly relevant to Education Establishments /YOS)We are not responding to this specifically. Please refer to our previous actions.  |
| SH12 | Are all sections of the community reporting when they have been a victim of hate crime?No. Please see our answer to SH4. Citizens of Shropshire have to opportunity to request an Anti-Social Behaviour Case Review if they have experienced three episodes in the last three months and one of those incidents has happened in the previous month.  |
| SH13 | Partners to ensure teams are briefed on the new differentiation between FR and XRW groups i.e. Cultural Nationalism, White Nationalism and White Supremacism.**Action (for Exploitation Group Business Plan):** **Produce an electronic learning resource to raise awareness of Right Wing activity including symbols to be aware of and give the clear message it is all to be taken seriously.** |
| SH14 | Given the prevalence and accessibility of FR and XRW propaganda online, is enough training being delivered to young people around criticalthinking so that they are able to form their own counter narratives?We are not currently confident this is the case but recognise it is an important area to address. **Action (for Exploitation Group Business Plan): To undertake a scoping exercise to understand what** **is currently being provided in schools regarding critical thinking to help children form their counter narratives to Right Wing Extremism.**  |
| SH15 | Are partners confident in reporting FR behaviour that may indicate a credible Potential Lone Actor attack?In health services this is covered in their mandatory PREVENT training and other briefings. We cannot say with confidence we know this across the Partnership. **Action: Please see SH1.**  |
| SH16 | Is there confidence within the partnership that there are effective mechanisms to report FR activity and any associated community tensions?We are getting referrals so we have a level of confidence that people understand reporting mechanisms however, we want to increase awareness further. **Action: Please see SH1.** |
| SH17 | All Agencies to continue to encourage incidents of intimidation or abuse to be reported to the Police in order to understand the nature and threat from AR activity within Shropshire.We have chosen not to respond to this as it not specifically related to Prevent.  |
| SH18 | Safer Neighbourhood Teams to continue to develop relationships within all communities to inspire confidence to report any concerns to PREVENT and dispel the myths around PREVENT.Speak to Mo about what already happens (email sent 15th Oct)**Action (for Exploitation Group Business Plan):** **Exploitation Group to receive a briefing and regular reviews community resilience work that is due to be undertaken by the Counter Terrorism Unit.**  |
| SH19 | YOT and Probation Services to consider undertaking a PREVENT briefing campaign (similar to than undertaken within the police) to encourage referrals and raise of PREVENT.**Action (for Exploitation Group Business Plan):** **Exploitation Group to request consideration of running this campaign receive a report from Youth Justice and Probation outlining their response and planned action.**  |
| SH20 | All agencies to ensure all Mass School shooting referrals are immediately identified to police for threat/risk assessment.**Action: Please see SH1.** |
| SH21 | All agencies to consider the identification of any mentors/community leaders who can support deradicalisation programmes.**Action (for Exploitation Group Business Plan):** **Exploitation Group to make this request of its membership and ask to be made aware of organisations putting people forward.**  |
| SH22  | Does the LA have an executive / strategic PROTECT and PREPARE lead? We believe it be appropriate to identify the Chief Executive (Andy Begley) as Strategic PROTECT & PREPARE Lead. He will be supported by the Statutory Safeguarding Business Partner and the Emergency Planning Unit. **Action: Chief Executive of Shropshire Council Andy Begley agreed to take on this role. He will be supported by Sarah Hollinshead-Bland and the Emergency Planning Team.**  |
| SH23 | Is the Partnership aware of plans to legislate for protective security in Crowded Places? Shropshire Council Emergency Planning, Public Protection and the Statutory Safeguarding Business Partner are aware of this bit we recognise this needs to be wider within the organisation and across the Partnership. **Action: SHB to set up conversation with Nick Humphreys, Emergency Planning and Public Protection teams to start to understand the impact.**  |
| SH24  | Are regular exercise / incident debriefs held? Yes. A recent live example of this is the COVID-19 outbreak in Craven Arms. Through the local Resilience Forum, post incident learning was gathered and shared. Regular experiences on other matters. EP is involved in terrorist activities with the Police **Action (for Exploitation Group Business Plan): Emergency Planning Unit to set up a multi-agency terrorist attack related exercise.**  |
| SH25 | Where is the learning from debriefs held – are recommendations assessed and embedded? Yes. An example of this is the updating of the COVID-19 Outbreak Plan after the learning from the incident was pulled together. **Action: Emergency Planning Unit to set up a new exercise to test learning.**  |
| SH26 | Are the LA aware of learning from terrorist attacks and implemented any relevant lessons? Yes. Shropshire Council’s Emergency Planning Unit receive and review lessons learned from debriefing of incidents and evaluate recommendations from any inquiries held after the event.  |
| SH27 | Do LA and partners share best practice? Yes. This is done through the Local Resilience Forum. There is a Risk Assessment Working Group for the Local Resilience Forum which has Malicious Threats embedded in it. Our Counter Terrorism Security Advisors are part of this group and provide us with updates and intelligence. |
| SH28 | Do staff understand the threat and any implications this may have on their role if an attack were to happen? We are confident that some staff are clear on their role but we can’t guarantee that all do. Shropshire Council’s cyber security training is mandatory. **Action: SHB to explore the possibility of expanding the Council’s mandatory training programme to include PREVENT awareness and other key community safety issues including securing the Chief Executives’ support.** **Action (for Exploitation Group Business Plan): Statutory Partners to ensure their PREVENT training is mandatory.**  |
| SH29 | Are staff aware of the Joint Emergency Services Interoperability Principles (JESIP) and work towards these? Yes. We currently have on person in our Emergency Planning Unit person trained and one partially trained. **Action: Emergency Planning Unit to develop a plan to train more people from a range of frontline work including highways and social care.** |
| SH30 | What plans do the LA have in place to lead on recovery of incidents and is there a robust training programme to support? This links to the council’s statutory obligations under the Civil Contingencies Act (2004). This process happens through the Local Resilience Forum. A recovery group set up once an incident is over. As per the Act, recovery is a multi-agency effort and is exercised through internal exercises and multi-agency exercise and training program and lessons learned through real incidents.  |
| SH31 | Are plans held by the LA subject to a testing and exercise Programme? Yes for other areas. Shropshire Council undertake regular testing/exercises and has covered areas such as loss of power, animal disease outbreak and flooding. **Action: Please see SH24.** |
| SH32 | Have the LA tested a strategic coordination centre and strategic coordination group in the event the LA would have to chair this? Yes. This has been evidenced in live situations with the floods in Shropshire early 2020 and with the more recent COVID-19 pandemic.  |
| SH33 | Is there continual business assurance in relation to exercising? Yes. Please see our responses to SH24, SH25, SH26, SH27, SH30 and SH31.  |
| SH34 | Do partners feel equipped for reporting extreme behaviour/ rhetoric post the EU Exit? Our conclusion is we are not equipped for this and have not considered it detail. **Action: Please see SH1.**  |
| SH35 | Are partners aware that threats to MPs emanating from an individual believed to have an extreme ideology are of Special Branch concern? Our conclusion is we have not considered this. **Action: Please see SH1.**  |
| SH36 | Are partners confident in raising concerns about released offenders where necessary? We don’t know the answer. **Action: Please see SH1.**  |
| SH37 | Are partners confident in raising concerns about those who may have been radicalised in the prison estate who now live in the community? We don’t know the answer. **Action: Please see SH1.**  |
| SH38 | Are partners confident in their agency’s protection against a cyber attack? Yes for Shropshire Council who have mandatory Cyber security training. We don’t know the answer for other organisations. **Action (for Exploitation Group Business Plan): Check with partners if they have training regarding cyber security in place.**  |
| SH39 | Are partners aware of the protocol if exposed to a hazardous substance attack? i.e. Remove, Remove, Remove. We don’t know the answer.**Action (for Exploitation Group Business Plan):** **Plan an information briefing/poster campaign for partners and add to standardised training pack.**  |
| SH40 | Are partners aware of Involuntary Celibacy (InCel)?We don’t know the answer but assume they do not. **Action (for Exploitation Group Business Plan):** **Plan an information briefing/poster campaign for partners and add to standardised training pack.**  |
| SH41 | Have partners been informed on the planning of the Commonwealth Games 2022 and how it may affect their organisation? We have not been advised of any planning for the Games as yet. We would be informed by our Local Resilience Forum should any activities impact our county. There was work done to prepare for the Olympic Torch coming to Shropshire so plans would be based on that live scenario.  |