

Stoke-On-Trent Prevent Board

2016 - PREVENT DELIVERY PLAN



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1.0 Background

The United Kingdom faces a sustained and continued threat from terrorism. Terrorists linked to or influenced by Al Qaeda and Daesh (commonly known as ISIL in the UK) their affiliates and similar like minded organisations; terrorism linked to Far Right / Neo Nazi, Irish Nationalist and Loyalist paramilitary groups, and that linked to Animal Rights and Environmental movements continue to pose ongoing threats to the UK.

The current threat level to the UK was changed in August 2014 from substantial which means that an attack is a strong possibility to severe which means an attack is highly likely. The threat level is kept under constant review by the Joint Terrorism Analysis Centre.

As a response to this continued threat a Counter Terrorism Strategy known as CONTEST was developed to tackle the terrorist threat we now face; its aim is to reduce the risk to the United Kingdom and its interests overseas from terrorism.

CONTEST is organised around four principal objectives:

- **Pursue:** to stop terrorist attacks;
- **Prevent:** to stop people from becoming terrorists or supporting terrorism;
- **Protect:** to strengthen our protection against terrorist attack;
- **Prepare:** where an attack cannot be stopped, to mitigate its impact.

The Police, civil contingencies and national agencies tasked with protecting and promoting the resilience of the UK's national infrastructure are responsible for delivering the Pursue, Protect and Prepare objectives. Local Authorities because of their extensive experience of safeguarding children and adults from all forms of harm are responsible for leading on co-ordinating Prevent.

2.0 National Context

2.1 Preventing Violent Extremism

The Prevent Violent Extremism Strategy, was launched in 2007, the strategy had five objectives with two strategic enablers to allow effective delivery

- challenging the violent extremist ideology and supporting mainstream voices;
- disrupting those who promote violent extremism and supporting the institutions where they are active;
- supporting individuals who are being targeted and recruited to the cause of violent extremism;
- increasing the resilience of communities to violent extremism; and
- addressing the grievances that ideologues are exploiting.

These were supported by two cross-cutting work streams which are key enabling functions in delivering the strategy:

- developing understanding, analysis and information; and
- strategic communications.

2.2 Prevent Strategy

The Prevent Strategy was launched in June 2011 and its aim is to stop becoming, drawn into, promoting or supporting terrorism.

Prevent addresses all forms of terrorism but continues to prioritise according to the threat they pose to our national security. Preventing terrorism will mean challenging extremist and non-violent often legally held ideas that are also part of a terrorists ideology. Prevent will also mean intervening to try to stop people moving from extremist groups or extremism into terrorist-related activity. Prevent operates in what is called the pre-criminal space similar to other preventative initiatives which protect and safeguard vulnerable individuals at risk of being drawn into harms such as drugs, gang culture and gun and knife crime.

The Prevent Strategy is focussed on delivering against three objectives:

- Challenge the **ideology** that supports terrorism and those who promote it.
- Protect vulnerable **individuals** by preventing them from being drawn into terrorism and ensure that they are given appropriate advice and support.
- Supporting sectors and **institutions** where there are risks of radicalisation or opportunities to prevent it.

The strategy also provides a definition of extremism in the context of Prevent:

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. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas'

2.3 Counter Terrorism and Security Act 2015

The Counter Terrorism and Security Act 2015 (the Act) covers a range of terrorism and security related issues, including restrictions on travel and passports; controls on terrorist suspects; and the retention of internet data. Section 26 of the Act came into force on the 1st of July 2015 for all the specified authorities listed below except for Higher and Further Education providers where it came into force on the 18th Sep 2015 it places a duty on specified authorities in the exercise of their functions to have **'due regard to the need to prevent people from being drawn into terrorism'** basically it places the Prevent element of the national counter terrorism strategy on a statutory footing.

The Statutory Guidance issued under section 29 of the Act states that authorities subject to the provisions must have due regard to this guidance when carrying out the duty. The term "due regard" as used in the Act 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.

The specified authorities listed in Schedule 6 to the Act are:

- Local Authorities
- Schools and registered childcare providers
- Further Education
- Higher Education
- The Health Sector
- Prisons and Probation
- The Police

All specified authorities are expected to ensure that:

- those in leadership positions promote the importance of the duty
- there is an awareness and understanding of the risk of radicalisation in their area, institution
- they can demonstrate partnership working with Prevent Co-ordinators, the Police and Local Authorities

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- frontline staff understand the risk, build the capabilities to deal with it, understand the relationship between extremism and terrorism and the support available for people who may be being exploited by radicalising influences
- information sharing agreements are in place at a local level

The Act sets out the statutory monitoring and enforcement framework by:

- Home Office funding and overseeing Prevent activity in 'priority areas', Stoke-On-Trent is a Prevent Priority area.
- Allowing the Home Secretary powers to direct authorities to enforce performance where they fail to discharge the duty on the advice of the Prevent Oversight Board. The Secretary of State can also appoint an inspector or intervene if a local authority is not complying with its statutory 'best value' duty in relation to the new Prevent duty.

Sector specific guidance has been produced for [Higher Education, Further Education](#) and for the other specified authorities listed in the Act, see [Prevent Duty Guidance](#)

[2.4 Extremism Bill - Queens Speech May 2015](#)

The government legislative plans for the year ahead were unveiled in the Queens speech to Parliament in May 2015, the government is proposing to introduce an Extremism Bill which tackles all forms of extremism and combat groups and individuals who reject our values and promote messages of hate.

The main benefits of the Bill would be:

- to strengthen government and law enforcement powers to stop extremists promoting views and behaviours that undermine British values
- to protect the public from the serious harm extremists intend to cause to individuals, communities and the values we live by
- to address the gap in government and law enforcement's powers to deal with extremism that falls below the thresholds in counter-terrorism legislation

The main elements of the Bill are, as part of a comprehensive new strategy to defeat all forms of extremism, to legislate to strengthen powers in a number of areas:

- Banning Orders: a new power for the Home Secretary to ban extremist groups
- Extremism Disruption Orders: a new power for law enforcement to stop individuals engaging in extremist behaviour
- Closure Orders: a new power for law enforcement and local authorities to close down premises used to support extremism

The government will also be taking forward other commitments to combat extremism:

- broadcasting: strengthening Ofcom's roles so that tough measures can be taken against channels that broadcast extremist content

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- employment checks: enabling employers to check whether an individual is an extremist and bar them from working with children

2.5 Counter Extremism Strategy

The Government launched its [Counter Extremist Strategy](#) in October 2015, the strategy highlights what the Government in partnership with others who are working tackling extremism will do to counter all forms of extremism both violent and non-violent.

To deal with extremism the strategy will focus on four areas:-

- Countering extremist ideology – it will continue to confront and challenge extremist propaganda, ensuring no space goes uncontested, including online, promoting a better alternative, and supporting those at risk of radicalisation.
- Building a partnership with all those opposed to extremism – go further to stand with and build the capacity of mainstream individuals, community organisations and others in our society who work every day to challenge extremists and protect vulnerable individuals.
- Disrupting extremists – create new targeted powers, flexible enough to cover the full range of extremist behaviour, including where extremists sow division in our communities and seek to undermine the rule of law.
- Building more cohesive communities – it will review, understand and address the reasons why some people living here do not identify with our country and our values. A new Cohesive Communities Programme will help those communities most at risk of isolation.

3.0 Local Context

3.1 Prevent in Stoke-on-Trent

The city of Stoke-on-Trent was identified as a Prevent Violent Extremism priority area in 2007 and the council subsequently set up a Preventing Violent Extremism team to deliver the objectives of this agenda. The city council along with Staffordshire Police recognised that the focus purely on extremists who were targeting vulnerable members of one community could be counter-productive as it could lead to alienation especially as the city also had issues with other forms of extremism; we were subsequently able to convince the Home Office at a very early stage that we wanted to address all forms of extremism. This approach was then subsequently adopted at a national level with the launch of the Prevent Strategy in June 2011.

However the initial national focus on extremists who target vulnerable individuals from the Muslim community has been exploited by extremist groups who continue to spread false rumours that Prevent is a 'spying agenda' this leads to local communities being suspicious of Prevent activities and difficulties arise in engaging with communities in an effective and meaningful manner. Groups linked to the far right state that most Muslims are extremists basing their argument on the actions of a small number of individuals who hold extreme views and who claim to represent the Muslim faith despite the fact that these extremists are shunned and their harmful views are rejected by the overwhelming majority of the Muslim Community. Tackling extremism, promoting community cohesion, interfaith activities and tackling Islamophobia poses a threat to the ideology and radicalisation activities of extreme groups hence the on going and intense efforts by extreme groups to discredit Prevent and other activities to create stronger, safer and resilient communities.

The city council and its partners continue to address challenges in delivering this sensitive agenda by being aware of the campaign against our activities to tackle extremism, intolerance and to continually tackle 'the them and us' thinking that extreme groups promote to divide communities, sow hatred and create disharmony and community tension.

The city has experienced a number of counter terrorism related arrests, investigations and convictions over the years. We have also experienced demonstrations, online activity, an arson attack and constant activity by groups and individuals who engage in radicalisation by exploiting actual and perceived injustice, exploiting grievances, vulnerabilities and conspiracy theories.

At a national level Local Authorities are at different stages of engagement with their communities about Prevent, local communities in Stoke-On-Trent especially marginalised communities although similar in background to other communities nationally lack the community infrastructure to effectively engage with mainstream bodies and tackle extremists. We have to create the community capacity and capability alongside our engagement work on Prevent which has to be delivered

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taking into account local sensitivities and the need to promote community cohesion, tackle myths and misconceptions about different communities and the need to prevent and manage community tensions that will be exploited by extremist groups active in the city.

3.2 Prevent activities

The city council and partners have delivered a wide range of initiatives, some of the key initiatives are:

- Raise awareness of extremism through presentations and Workshops to Raise Awareness of Prevent
- Develop awareness raising of online radicalisation; develop critical analysis skills of student in local colleges and schools.
- Raise awareness of and address local grievances and community tensions that can play a part in helping to further extremist rhetoric.
- Regional Health, HE/FE, Prisons Prevent Co-ordinators are working to embed Prevent in their respective sectors
- Develop a better understanding of grievances within disaffected and emerging communities. Ensure mainstream service providers effectively engage with all communities.
- Work with local schools to promote cohesion, address intolerance, extremism through seminars, group and one to one support.
- Support local communities in raising awareness of and tackling extremism

3.3 Demographics

The city of Stoke-on-Trent is a conurbation of six towns, together they form a city 12 miles long with an area of 36 square miles; the city has been home to the UK ceramics industry for almost two hundred years. The city was created in 1910 by the formation of the county borough of Stoke-on-Trent through the amalgamation of the six towns of Hanley, Buslem, Longton, Stoke, Tunstall and Fenton.

At the 2011 Census the population of Stoke on Trent was 249,008. The population at this date was 86.4% white, with the largest ethnic minority group being Pakistani. The settled ethnic minority community live in concentrated areas of the City.

The population profile according to the 2011 census was:-

Ethnic Group	Number	% of total
White British	215,222	86.4%
White - not British	5,490	2.2%
Mixed Heritage	4,491	1.8%
Black or Black British	3,741	1.5%
Asian or Asian British Pakistani	10,429	4.2%
Asian or Asian British - not Pakistani	6,789	2.7%
Chinese or other ethnic group	2,846	1.1%

According to the 2011 Census, the population of Stoke-on-Trent is still predominantly Christian, with just over 60% of people reporting that as their religion. The second most common reported religion is Muslim, which makes up 6% of the population, but there is a much larger percentage of the population, just over a quarter, who stated that they did not belong to any religion, and just over 6% didn't say what religion (if any) they felt they belonged to.

The table below shows the percentage breakdown of each of the three major religions shown in the 2011 Census.

Religion	Number	% of total
All people	249,008	
Christian	151,624	60.9
Muslim	14,993	6.0
Other religions	3,712	1.5
No religion	62,737	25.2
Religion not stated	15,942	6.4

The city is a designated dispersal area for Asylum Seekers and is also home to newer communities from mainland Europe who have moved to the city since the 2011 Census was undertaken.

[3.4 Prevent Challenges](#)

Prevent activities, work with partner organisations confirms that the key challenges for the city are:-

- Group and individuals influenced by Al-Qaida remain the primary vulnerability however the ongoing conflict in Syria and the online radicalising influence of ISIL is an emerging and challenging threat
- Groups and individuals who hold extreme right wing views
- The lack of credible alternative voices and minimal counter narrative to challenge extremist ideology continues to be a concern; there is a need to create community capacity and capability that will allow local communities to challenge extremism, debate local, national, international issues and influence policy makers at all levels.
- Funds and resources potentially being sought/obtained by extremist groups
- Ensuring grievance and community tensions are appropriately managed and so as not to allow key extremist influencers to use them as an opportunity to radicalise others.
- The need to engage with communities, networks and institutions to inform them of our approach to delivery of Prevent, engender community trust and

empower long term responsibility for delivery of activities that increase community resilience, address risks and vulnerabilities.

The city needs to be vigilant to other forms of extremism including that linked to Animal Rights and Environmental movements along with emerging threats to Community Cohesion.

4.0 Channel

PREVENT aims to protect those who are vulnerable to exploitation from those who seek to get people to support or commit acts of violence. Staff working with vulnerable groups are well placed to recognise individuals who may be vulnerable and therefore more susceptible to radicalisation by extremists or terrorists. Professional codes of conduct require all staff to exercise a 'duty of care' to protect and support vulnerable individuals who may be at risk of abuse or for the interests of crime prevention.

[Channel](#) provides a mechanism for ensuring that individuals are referred to and assessed by a multi-agency panel and where necessary, provides an appropriate support package tailored to an individual's needs. Channel is an early intervention process designed to stop people from being criminalised. The Counter Terrorism and Security Act 2015 has made delivery of the Channel programme a legal requirement in England & Wales, it requires the Local Authority set up and Chair a Channel Panel and has placed a duty on partners to co-operate with the Channel process.

A multi-agency Channel Panel has been set up in the city to provide support to people at risk of being radicalised recognising that the radicalisation of vulnerable children and adults is a safeguarding issue. The panel brings together the Police, Mental Health, Co-operative Working and Adults & Children's Safeguarding leads. The panel is chaired by a senior Safeguarding Manager from Stoke-on-Trent City Council and operational support is provided by the Channel Co-ordinator who is a Staffordshire Police employee.

The objectives of the Channel Panel are to:

- to identify individuals at risk of being drawn into violent extremism
- to assess the nature and extent of that risk
- to develop the most appropriate support for the individuals concerned

See Appendix 1 for further information and contact details of the Channel Co-ordinator and local safeguarding structures.

5.0 Training

Training is available for staff in local services whose work may bring them into contact with people who may be vulnerable to becoming involved in extremism. The training workshop is part of Prevent and is open to the private, public voluntary sector and other partners. The workshop is an introduction to Prevent and covers issues such as crime, normal social processes that are used to influence and manipulate, extreme right-wing and Al Qa'ida case studies, terrorist ideologies and factors which may contribute to an individual's susceptibility to a terrorist ideology.

This workshop provides attendees with:

- An awareness and understanding of the Prevent agenda and their role within it
- The ability to use existing expertise and professional judgement to recognise potentially vulnerable individuals who may be susceptible to messages of violence
- The confidence to use a common sense based response to support and intervene with vulnerable people

For more information about training courses and to discuss your training needs, please contact your safeguarding or training lead in your organisation, Stoke-On-Trent's Adult or Children Safeguarding Boards or [Stoke-On-Trent's Prevent Co-ordinator](#).

6.0 Communication

Stoke-On-Trent's Prevent Communication Strategy which was developed to provide a focus and sense of direction for partnership communication activity in the city.

It is important that our communities and delivery partners know what we are trying to achieve, to deliver this agenda the strategy has identified the following key messages for any communication activity.

- To create safer communities
- To safeguard vulnerable Adults and Children
- Prevent is about keeping the majority safe from the few who seek to harm us and spread hate and division. Prevent is about protecting our families, our communities, and the people who live and work in the places where we live.
- To encourage and provide opportunities for organisations and individuals to challenge extremist ideology
- To prevent individuals from being drawn into terrorism and ensure that they are given the appropriate advice and support through local safeguarding structures.

- To ensure that sectors and institutions do not inadvertently support extremist activity and ensure that each sector develops an appropriate response to raise awareness of and tackle extremism
- To ensure that the reputation of the city is maintained and enhanced
- Ensure that extremists are not allowed to create discord and disharmony by their activities
- Ensure that the media and public recognise that the illegal or extreme actions of a few individuals from a particular background do not reflect the values and views of others with same background, faith or belief.
- Ensure that are communities are resilient and cohesive
- Protect vulnerable communities from being targeted by extremists

6.0 Governance and Implementation

6.1 Governance

Prevent activity in the city is governed by Stoke-on-Trent's Responsible Authorities Group who are responsible for ensuring that local concerns are communicated to central government, exercise strategic leverage and ensure that structures are in place that will deliver the specific objectives of the Prevent Strategy and the new Counter Terrorism Act, that these delivery mechanisms are proportionate to the type and level of threat, reflects local needs and are jointly agreed by partners.

Operational and Task & Finish Groups will be set up as appropriate to deliver various aspects of the Prevent Strategy. Operational Action plans to address Prevent risks will focus on the following areas:-

- Leadership and Partnerships
- Information Sharing and Risk Assessments
- Staff Training
- Communication
- Engaging and Involving Communities
- Channel
- Organisational Action Plans (LA, HE/FE etc)

6.2 Implementation

The Community Cohesion Manager, Stoke-On-Trent City Council acts as the Prevent Co-ordinator and is responsible for the co-ordination of Prevent activities across the council and the statutory, voluntary and community sector. The Home Office have also set out a range of requirements for Prevent Co-ordinators, key requirement being:

- the need to engage with communities, networks and institutions to inform them of our approach to delivery of Prevent
- engender community trust and empower long term responsibility for delivery of activities that increase community resilience, address risks and vulnerabilities.

6.3 Evaluation and Performance Monitoring

Evaluating local Prevent activities is essential to help partners understand what is working in order to identify good practice and learn lessons however evaluating Prevent activities can be challenging as it can take a long time for change to occur, due to the sensitive nature of the subject undertaking effective evaluation in local communities can be difficult and it is also sometimes difficult to attribute a positive outcome to a specific activity.

In order for us to meet these challenges close working arrangements have been developed with the Home Office to ensure that there are effective and consistent evaluation processes in place for Prevent activities. Prevent activities are aligned to a strategic objective and monitored at quarterly intervals by the Prevent Coordinator and the relevant delivery partner to ensure effectiveness and to meet set criteria and milestones.

Appendix 1 - Safeguarding

Channel

If you think a child or adult is in immediate danger telephone 999

It is important to trust your professional judgement - if you are concerned that someone is at risk of getting involved in extremism, you should discuss this with your safeguarding lead without delay.

The safeguarding lead should liaise with the Channel Co-ordinator at Staffordshire Police Prevent Team to discuss and make a referral if necessary.

When a referral is received, the Channel Co-ordinator will, in partnership with other safeguarding professionals, investigate further to assess the nature and extent of the risk and develop the most appropriate support package for the individual concerned.

Staffordshire Police Prevent Team can be contacted on:-

Tel: 01785 238239 or 01785 233109

Email: prevent@staffordshire.pnn.police.uk

Stoke-On-Trent City Children Safeguarding Board

If you think a child or young person is in immediate danger telephone 999

Advice and Referral Team 01782 235100 (Office hours)

Emergency Duty Team 01782 234234 (outside office hours 1700 to 0830)
Minicom number 01782 236037

If you would like to talk to someone about receiving some support from local agencies in the community or are unaware of what support you can access, contact the Co-Operative Working Access Team on 01782 232200.

Adult Abuse and Safeguarding

If you think a the person is in immediate danger telephone 999

- Do you think a vulnerable adult is being harmed or is at risk of being harmed by someone else?
- Are you worried that a vulnerable adult is living in circumstances (at home or in care) where they are being treated badly and not cared for properly?

Stoke-On-Trent:

- **Phone (Free Phone)**
0800 561 0015

Monday-Friday: 8.30am-5pm

- **Email:** adult.protection@stoke.gov.uk
- **Text:** 07786 200700
- **Minicom:** 01782 236037
- **Fax** 01782 236588
- **Out of Hours:** 01782 234234 - for emergencies only