

Safer and Stronger Buckinghamshire Partnership Board

Prevent Strategy January 2016 - December 2018

1. Introduction

- 1.1. This strategy sets out how the Safer and Stronger Buckinghamshire Partnership Board, in conjunction with the Buckinghamshire Safeguarding Children and Adults Boards, will work together to build stronger, integrated and more resilient communities who recognise the vulnerabilities that can make an individual susceptible to radicalisation and other forms of exploitation and know how to respond, and who are enabled to counter the calls to support or commit acts of violent extremism at home or abroad. As part of our approach to meeting the Prevent Duty, we seek to tackle a broad range of drivers and grievances whether they arise from Daesh influenced rhetoric, the far right, animal rights activists or extremism arising from Northern Ireland.

2. Background

- 2.1. The Prevent agenda is not new to Buckinghamshire. In July 1992 the centre of Milton Keynes was brought to a standstill as the Police searched for and located 8 firebombs that had been variously hidden in a toy shop, library and department store. Two of the devices ignited before they could be rendered harmless. No one was injured and minor damage was caused. The Irish Republican Army was believed to be responsible.
- 2.2. Based on the risks identified by the South East Counter Terrorism Unit (SECTU) for this administrative area, Wycombe District was assessed as a Tier 2 priority area for Prevent and, along with Slough, is one of two in the Thames Valley. The remaining three districts, Aylesbury Vale, Chiltern and South Buckinghamshire, were assessed as Tier 3 (non priority) areas.
- 2.3. Germaine Lindsay aka Abdullah Jamal, an Aylesbury resident, was one of the four terrorists who detonated bombs on three trains on the London Underground and one bus in central London during the 7 July 2005 London bombings. His widow, Samantha Lewthwaite, also an Aylesbury resident, allegedly went on to join Al-Shabaab and is reported as being responsible for a large number of deaths, attacks and plots in Africa. In August 2006 a plot to attack airlines was exposed and police officers searching King's Wood in High Wycombe discovered a suitcase which contained the requisite materials to build a bomb. More commonly referred to as the Liquid Bomb plot, it resulted in significant changes in airport security.
- 2.4. In 2007 Wycombe District Council was one of the authorities chosen to participate in the Government's Preventing Violent Extremism Pathfinder Fund to work with partners and communities to run a number of projects designed to deliver a community-based response to violent extremism with the funding it received. In 2008, both Wycombe and Aylesbury Vale District Councils were awarded money from the Government's Preventing Violent Extremism Fund.
- 2.5. In 2014 a young man from Wycombe, Omar Hussain, joined Daesh and became a prolific user of social media where he actively encourages others to join him. He was recently added

to the UN sanctions list which means he is subject to a travel ban and asset seizure. In November 2014, a number of men, including one from Wycombe, were arrested for conspiracy to commit terror offences, dubbed by the media as the Poppy Day Conspiracy, the three were allegedly planning to behead their victim. In June 2015, Thomas Evans aka Abdul Hakim, a young man from Wooburn Green was killed whilst fighting for Al-Shabaab against the Kenyan army. He was reportedly linked to violent attacks on non-Muslims including beheadings, the slaughter of entire villages and burning churches. A Channel 4 documentary entitled "My son the jihadi" aired in October 2015 and told a powerful and heart breaking story from the perspective of his mother, Sally Evans.

- 2.6. There have also been marches in Aylesbury by the English Defence League. The first took place in May 2010 with an estimated 700/800 demonstrators, largely from outside the County, which ended with reported violent clashes with police and several arrests made. The second demonstration in October 2015 passed off peacefully with the numbers of demonstrators estimated at around 150 and one arrest.
- 2.7. In March 2014, up to 100 supporters of the Anti-Vivisection Coalition (an international organisation involved in the protection of animals in laboratories) demonstrated outside the Merck Sharp & Dohme (MSD) Laboratory in Milton Keynes. The Laboratory was reportedly at the centre of a government investigation.

3. The Prevent Duty

- 3.1. The **Counter Terrorism & Security Act 2015** introduced a Prevent Duty (enacted on 1 July 2015) which states that the prescribed bodies, in the exercise of their duties:

"...must have due regard to the need to prevent people from being drawn into terrorism".

- 3.2. The Duty applies to local authorities, other agencies working with vulnerable adults, children and young people where the work is being discharged on behalf of a local authority, NHS Trusts and NHS Foundation Trusts, Higher & Further Education, schools, prison and probation and the Police.
- 3.3. The statutory guidance, published in March 2015, identifies two key elements to meeting the Prevent Duty:
 - An assessment of the risk that goes beyond the Counter Terrorism Local Profiles (CTLP) produced by the Police so that there is demonstrable engagement with partners and those to whom the Duty applies. Prevent action plans will need to be developed to address any risks identified for an area and will vary depending on whether or not an area is deemed a Prevent priority.
 - The establishment of a Channel Panel so that any individuals of potential concern can be referred for appropriate interventions. There is an expectation that local authorities will incorporate the duty into existing policies and procedures, so it becomes part of the day-to-day work of the authority, such as the need to ensure that there are clear and robust safeguarding policies to identify children and adults at risk of being drawn into terrorism.

3.4. All specified authorities subject to the duty will need to ensure they:

- Provide appropriate training for staff involved in the implementation of this duty, including frontline staff who will need to understand what radicalisation means, why people may be vulnerable to it, how to spot the signs and how to report a potential referral to the Channel Panel;
- Do not provide a platform for extremists through allowing them to hire publicly-owned venues or access public resources to disseminate extremist views (including through “our” IT equipment);
- Do not work with organisations who are engaged in any extremist activity or espouse extremist views; and
- Maintain appropriate records to show compliance with their responsibilities and provide reports when requested; and
- Have effective information sharing procedures in place that are proportionate and comply with the Data Protection Act 1998.

4. Definitions

- 4.1. Terrorism is defined in the Terrorism Act (2000) as an action that; endangers or causes serious violence to a person or people, causing serious damage to property or seriously interferes or disrupts an electronic system. The use of threat must be designed to influence the government or to intimidate the public and is made for the purpose of political, religious or ideological gain.
- 4.2. Radicalisation in this strategy refers to the process by which people come to support terrorism and forms of extremism leading to terrorism.
- 4.3. Extremism is vocal or active opposition to fundamental values including democracy, the rule of the law, individual liberty, and mutual respect and tolerance of different beliefs and faiths. This includes the definition of extremism calls for the death of members of our armed forces, either in this country or overseas.
- 4.4. Vulnerability in the context of Prevent is a person who is susceptible to extremists’ messages and is at risk of being drawn into terrorism or supporting terrorism at a point in time.

5. The National Picture

- 5.1. In 2011, the Coalition Government published its **Prevent Strategy**; one of the four elements of its overall counter terrorism strategy, known as CONTEST, the other three elements being:
- **Pursue** – lies within the realm of the police and security services. It is concerned with the apprehension and arrest of any persons suspected of being engaged in the planning, preparation or commission of a terrorist act

- **Protect** – aims to strengthen our protection against a terrorist attack and reduce our vulnerability to such attacks. This involves managing the risks to crowded places and the safeguarding of hazardous materials
- **Prepare** – seeks to mitigate the impact of a terrorist attack where that attack cannot be stopped. This includes work to bring a terrorist attack to an end and to increase our resilience so we can recover from its aftermath

5.2. Prevent is the only element which operates in the pre criminal space i.e. before an illegal act has been committed. It aims to prevent people from becoming terrorists or supporting terrorism and covers all forms of terrorism, including far right extremism and some aspects of non-violent extremism. The work is prioritised according to the risks identified and is set out in three objectives around **ideology, individuals and institutions**:

- Objective 1: Respond to the ideological challenge of terrorism and the threat we face from those who promote it
- Objective 2: Prevent people from being drawn into terrorism and ensure that they are given practical help, advice and support
- Objective 3: Work with a wide range of sectors and institutions (including education, criminal justice, faith, charities, online and health) where there are risks of radicalisation that need to be dealt with

5.3. The Government publishes an annual report on CONTEST and in 2014 reported that:

“In August 2014, the Joint Terrorism Analysis Centre raised the UK threat level to ‘SEVERE’ from ‘SUBSTANTIAL’, meaning an attack in the UK is highly likely. The principal threat continues to come from militant Islamist terrorists, notably in Syria and Iraq. Daesh and other terrorist groups in Syria are now supported by foreign fighters from the UK and other European countries. About 600 people with extremist connections are among the many Britons who have travelled to the region from the UK. Many have now returned here. Some are likely to have received combat experience and other terrorist related training. Terrorism is being fuelled by an unprecedented quantity of extremist and terrorist propaganda.

“Al Qa’ida core, its affiliates and regional extremist groups also continue to pose a threat to the UK and our interests overseas. Al Qa’ida in the Arabian Peninsula (AQAP) in Yemen, Al Shabaab in East Africa, Al Qa’ida in the Maghreb (AQM) as well as other terrorist groups across North and West Africa, have all committed to trying to attack Western interests. Some of these groups have pledged allegiance to Daesh.

“Terrorist tactics continue to change. Though many groups still aspire to conduct large-scale attacks, others now advocate attacks which are simple, and can be conducted by people acting on their own. Kidnap for ransom continues to be exploited by a range of extremist groups, either as a propaganda tool or because such activity is a key source of revenue.

“The principal terrorist threat to Great Britain continues to be from Islamist terrorism. However, in February 2014 there were several attempted postal attacks by Dissident Republicans on army recruitment centres in England, a reminder that the threat from NIRT to Great Britain continues. There is also a threat from far right terrorism across the UK, though it remains low in comparison with the principal threats we face.”

6. Counter-Extremism

6.1. The Government published its [Counter-Extremism Strategy](#) in October 2015 and it will be supported by a Bill in a few months’ time. The strategy requires a partnership approach between the state, individuals, communities and groups to tackle extremism and is premised on four pillars (not to be confused with the five pillars of Islam¹):

- **Countering extremist ideology** – 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** – Review, understand and address the reasons why some people living here do not identify with our country and our values

7. Local Picture

7.1. Much of what is currently known about the extent to which children, young people and adults are at risk of supporting extremism (whether violent or non-violent) or becoming terrorists themselves, is the information that is in the public domain, for example, cases going through the criminal justice system, media coverage of individuals and families travelling to Syria to support Daesh and Somalia to support Al-Shabaab, a recent (and second) demonstration by the English Defence League and through referrals to the Prevent Team for Thames Valley.

7.2. There is nothing, at this stage, to suggest that picture in Buckinghamshire is different from the national or even international picture on this agenda, and shows vulnerabilities are not

¹ Shahadah – sincerely reciting the Muslim profession of faith; Salat – performing ritual prayers in the proper way 5 times a day; Zakat – paying an alms (or charity) tax to benefit the poor and needy; Sawm – fasting during the month of Ramadan; Hajj –pilgrimage to Mecca

restricted to a particular type of individual or individuals. Cultural heritage, ethnicity, gender, social background, disability or age are not indicators of risk.

8. Our Priorities

- 8.1. Understanding the risk locally, and implementing actions to reduce or mitigate those risks
- 8.2. Ensuring that the Prevent Strategy is sufficiently integrated with broader Safeguarding
- 8.3. Provision of training to raise awareness of vulnerabilities and referral mechanisms for accessing support
- 8.4. Building stronger and integrated communities to counter extremism messages locally
- 8.5. Building partnerships with those mainstream individuals, community organisations and others locally who work every day to challenge extremists and protect vulnerable individuals
- 8.6. Ensuring publicly funded assets are not used as a platform to promote extremism

9. Local Roles and Responsibilities Around the Prevent Duty

- 9.1. The diagram at [Appendix 1](#) sets out the how the Prevent Duty is managed in Buckinghamshire from strategic through to operational level. The key message is that whilst each agency has an individual statutory requirement to be compliant with this Duty, it is only by working in partnership, including with local communities and individuals, that we will deliver sustainable outcomes in tackling this agenda.

South East Region Strategic Prevent Network Board

- 9.2. At a strategic level this network coordinates the work of regional statutory senior leaders, and Local Authority Chief Executive Officers (CEOs) in Office for Security and Counter Terrorism's (OSCT) Prevent priority and supported areas to:-
 - To develop and coordinate a regional response in delivering services in an integrated fashion to meet the challenges of the National Prevent Strategy
 - To manage the transition of commissioning and Statutory Prevent Duty responsibilities envisaged by the Counter Terrorism Security Act 2015

Each Responsible Authority across the South East will manage its own programmes of work whilst continuing to work to a single regional delivery plan in line with national guidelines.

South East Counter Terrorism Unit (SECTU)

- 9.3. The South East Counter Terrorism Unit (SECTU) is responsible for providing a Counter Terrorism Local Profile (CTLP) briefing which is an intelligence based assessment of the priorities for partnership action. As a result of this assessment, local authorities are assessed as being either Tier 1 (highest), Tier 2 or Tier 3. In Buckinghamshire we have one Tier 2 area (Wycombe) and the remaining districts have been assessed as Tier 3. In practice this means that the Tier 2 site receives specific funding from the Home Office and a quarterly updated assessment of issues by SECTU. The Tier 3 sites receive an annual update from SECTU.

Safer and Stronger Buckinghamshire Partnership Board (SSBPB)

- 9.4. The Safer and Stronger Buckinghamshire Partnership Board is the key strategic partnership for promoting safer and stronger communities and crime and disorder reduction at the county level. Through this Board the partners work together to tackle common issues, respond to shared challenges and champion evidenced based needs and robust analysis approach to determining priorities for action. It has agreed to have the strategic oversight for the Prevent Duty and the Channel Panel (see below).
- 9.5. The Prevent Duty guidance makes strong links between Prevent and Safeguarding and, therefore, the SSBPB will also link with the Safeguarding Children and Adults Boards and Health and Wellbeing Board.
- 9.6. As a two tier area, the Prevent Duty is applicable to the County Council and each of the District Councils.

Wycombe District Council

- 9.7. Wycombe District Council, as a Prevent Priority Area, has established its own Prevent Board to ensure that there is a coordinated approach from partners to work to tackle extremism and radicalisation locally. The Board is chaired by the Chief Executive and includes representation from the SECTU, Thames Valley Police, the County Council, Buckinghamshire Clinical Commissioning Groups, Probation Service, Bucks New University, the Prevent lead for the HE/FE sector in the South East and some local secondary schools.

Aylesbury Vale District Council, Chiltern District Council and South Bucks District Council

- 9.8. Each of the District Councils has developed an action plan to ensure that they are meeting the Prevent Duty and this is over seen by their individual Community Safety Partnerships.

Channel Panel

- 9.9. Buckinghamshire County Council has had a Channel Panel in operation since 2012. This is a multi-agency group of public sector agencies including police, CCGs, Youth Offending

Service, Mental Health Trust and the Probation Service. It is co-chaired by the County Council (a Head of Service in Children's Services) and Thames Valley Police. District Councils attend when a case being considered is resident in their area. The aim of the panel is to protect and divert individuals away from radicalisation and to do so before they have been drawn into terrorism. In doing so, the intended outcome is that both the individual and the wider community are kept safe.

Buckinghamshire Safeguarding Adults Boards (BSAB)

- 9.10. The Buckinghamshire Safeguarding Adults Board (BSAB) is a statutory body established under the Care Act 2014 with responsibility for coordinating and ensuring effective and proportionate multi-agency responses to concerns related to adult safeguarding. It can also hold partners to account for their activity in relation to the safeguarding of adults at risk.

Buckinghamshire Safeguarding Children Board (BSCB)

- 9.11. The Buckinghamshire Safeguarding Children Board (BSCB) is a statutory body established under the Children Act 2004. It is independently chaired and consists of senior representatives from the key agencies and bodies which have regular contact with children and young people or responsibility for services to them. The statutory objectives of the BSCB are to:

- Coordinate local arrangements to safeguarding and promote the welfare of children
- Ensure that these arrangements are effective

Wycombe Prevent Officers Group

- 9.12. This small group comprising the Prevent tactical Leads for Wycombe District Council and the County Council, together with SECTU's Wycombe Prevent Officers meet fortnightly to take forward actions agreed at Wycombe Prevent Board, share intelligence, agree approaches to local issues and forward plan community engagement activity.

Prevent Network

- 9.13. The county wide Prevent network was re-established in November 2014 in response to discussions with the districts and county. It is an operational group, chaired by the County Council (Director, Communities Services), and meets quarterly to share knowledge about good practice, problem solve, identify existing and future training needs/opportunities and identify the resources to meet them. The network currently includes the county and district council Prevent leads, the Wycombe Prevent coordinator and the Thames Valley Police Prevent Officers for the county, the Prevent lead for the two Clinical Commissioning Groups and the Prevent lead for the Higher and Further Education Sector in the South East.

10. Resources

- 10.1. The government has agreed that each Tier 3 authority will receive a one off funding of up to £10,000 in 2015/16 to enable them to implement the Prevent Duty and guidance issued as to what constitutes appropriate spend. There has been agreement to pool these resources which means that the Safer Stronger Bucks Partnership Board can allocate funding up to £40,000 for agreed priorities and projects.
- 10.2. From 2016/17 there are no earmarked funds for delivery of this strategy and, whilst most of the work can be undertaken as part of the overall day to day activity of the partner agencies it may be necessary, from time to time, to seek funding for specific activities/projects. This will be led through the Prevent Network.

11. Measuring progress and performance – are we making a difference?

- 11.1. As with many other areas of work that are concerned with prevention, it is difficult to demonstrate the difference being made. There is an action plan to support the implementation of this strategy. As this is a new statutory area of work many of the actions proposed in this first year are concerned with raising awareness and building capacity within and across various institutions to meet the Duty.

12. Ownership of the Strategy: Safer and Stronger Bucks Partnership Board

13. Review periods: As this is a developing and fast changing agenda, the priorities should be reviewed annually to ensure that the strategy remains fit for purpose.

14. Reporting: Progress reports against the action plan will be reported to the SSBPB and the Safeguarding Boards in May and November each year.

Safer and Stronger Bucks Partnership Board

South East Counter
Terrorism Unit

Bucks Safeguarding
Children Board

Bucks Safeguarding
Adults' Board

Wycombe
Prevent Board

Channel
Panel

Aylesbury Vale District, Chiltern District
and South Bucks District Councils'
Community Safety Partnerships

Aylesbury
Vale
District
Council

Bucks
County
Council

Chiltern
District
Council

South
Bucks
District
Council

Thames
Valley
Police

SECTU

Probation
Services

Bucks Fire
& Rescue

Prison
Service

Chiltern Clinical
Commissioning
Group

Aylesbury
Clinical
Commissioning
Group

Wycombe
Prevent
Officers
Group

Prevent
Countywide
Network

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National Guidance

Revised Prevent Duty Guidance for England and Wales

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”. This guidance is issued under section 29 of the Act. 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 purpose of this guidance is to assist authorities to decide what this means in practice.

<https://www.gov.uk/government/publications/prevent-duty-guidance>

The Prevent Duty – Departmental Advice for Schools & Childcare Providers

This is departmental advice from the Department for Education. This advice is non-statutory, and has been produced to help recipients understand the implications of the Prevent duty. This advice complements the statutory guidance and refers to other relevant guidance and advice. It is intended to help schools and childcare providers think about what they can do to protect children from the risk of radicalisation and suggests how they can access support to do this. It reflects actions that many schools and childcare providers will already be taking to protect children from this risk.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/439598/prevent-duty-departmental-advice-v6.pdf

Channel Guidance

Sections 36 to 41 of the [Counter-Terrorism and Security Act 2015](#) set out the duty on local authorities and partners of local panels to provide support for people vulnerable to being drawn into any form of terrorism.

This guidance has been issued under sections 36(7) and 38(6) of the act to support panel members and partners of local panels.

<https://www.gov.uk/government/publications/channel-guidance>