Norfolk guidance for the Prevent duty

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1. Introduction

“Safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm”

Home Office; The Prevent Strategy

The original Prevent strategy was first launched by the Labour government in 2005 and revised by the Coalition government in 2011. In 2015 the Prevent duty required a range of agencies to pay “due regard to the need to prevent people from being drawn into terrorism”. Whilst the Prevent duty applies to specified authorities, we all have a duty to safeguard people and prevent radicalisation. Preventing children, young people and vulnerable from becoming radicalised is part of the safeguarding framework for Norfolk and as such is everybody’s business.

Whilst Norfolk has not been identified as a high risk area, that does not diminish the need for the Prevent duty to be effectively implemented by all partners. It is imperative to note that no area is risk free and levels of risk can change rapidly. There is a widespread perception that terrorism involves large scale organised activities which may seem remote to rural areas, however, an emerging threat is of individuals, who operate by themselves but who have been influenced by extremist ideology. This threat includes the potential for radicalisation of vulnerable and isolated individuals via social media and the internet.

The duty covers all forms of terrorism, including Islamist as well as far right extremism and some aspects of non-violent extremism. Non-violent extremism can create an atmosphere conducive to terrorism and can popularise views which terrorists then exploit. Individuals whose ideological motivations are unclear, mixed or unstable, but who demonstrate a connection to, or personal interest in, extremism, terrorism or massacre, will be given the same consideration for support as those whose concerning ideological motivations are more consistent and obvious.

The reach of those who promote intolerance and prejudice that can lead to extremism is nationwide and can affect any vulnerable or impressionable individual. Grievance or perceived injustice can be exploited and individuals groomed to encourage radical action.

The threat is real and affects all communities.
2. What is the Prevent Duty?

The Counter-Terrorism and Security Act gained royal assent on 12 February 2015. As part of this, amongst other provisions, the act considers CONTEST which is the Government’s Counter Terrorism Strategy. The aim of the strategy is to reduce the risk to the UK and its interests overseas from terrorism, so that people can go about their lives freely and with confidence.

CONTEST has four strands:

PREVENT: To stop people becoming terrorists or supporting violent extremism.

PURSUE: To stop terrorist attacks through disruption, investigation and detection.

PREPARE: Where an attack cannot be stopped, to mitigate its impact.

PROTECT: To strengthen against terrorist attack, including borders, utilities, transport infrastructure and crowded places.

The Prevent strategy 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. Inherited from the previous Labour Government, the strategy was recast in 2011 under the Coalition Government 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.

Section 26 of the Counter-Terrorism and Security Act 2015 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”. Specified authorities include local authorities, childcare providers, schools, further education, higher education, the health sector, prisons, probation and the police. A comprehensive list of specified authorities is provided in Appendix A.

The Government’s revised Prevent strategy was launched in June 2011 with its key objectives being to challenge the ideology that supports terrorism and those who promote it, prevent people from being drawn into terrorism, and work with ‘specified authorities’ where there may be risks of radicalisation. The scope of the Prevent Duty covers terrorism and terrorist related activities, including domestic extremism and non-violent extremism.

Three national objectives of the Prevent strategy have been identified:
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 appropriate advice and support.

Objective 3: Work with sectors and institutions where there are risks of radicalisation that we need to address.

In order to deliver these objectives, the specified authorities have to focus on working with those who may be vulnerable, reducing exploitation and susceptibility to radicalisation into terrorism.

Home Office guidance on the Duty states that for all specified authorities those in leadership positions are expected to:

- Establish or use existing mechanisms for understanding the risk of radicalisation
- Ensure staff understand the risk and build the capabilities to deal with it
- Communicate and promote the importance of the duty
- Ensure staff implement the duty effectively

The **full guidance document is available here**

Whilst each specified authority has this new Duty, the guidance does not expect organisations and institutions to tackle the issue alone. It clearly states that Prevent work depends on effective partnership working and expects coordination of this activity through a multi-agency forum.
3. Norfolk’s approach to Prevent

Local authorities are expected under the duty to establish or make use of an existing local multi-agency group to agree risk and co-ordinate Prevent activity. The Prevent duty in Norfolk is coordinated through the County Community Safety Partnership (CCSP) which has developed and agreed a strategic approach for the county.

This partnership is required to evidence productive cooperation and coordination across the county and to monitor the progress and impact of Prevent work in Norfolk. Norfolk CCSP has established the Prevent Delivery Group (PDG) to drive the multi-agency partnership approach to Prevent. To achieve this, the PDG has a partnership plan which addresses the multi-agency actions that need to be taken to ensure a robust approach to Prevent in Norfolk. The PDG plan addresses actions which need to be delivered in partnership and does not replace the requirements placed on specified authorities to fulfil their duty.

All specified authorities must comply with the Prevent duty and are required to plan how they will address any identified risk, will be expected to maintain appropriate records to show compliance with their responsibilities, and provide reports when requested.

Monitoring of the requirement to fulfil the Prevent duty will be carried out by existing inspection regimes in specific sectors. The CCSP will have responsibility for monitoring the partnership approach across the county. Fundamental to the approach to Prevent in Norfolk is the understanding that safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm. Whilst Norfolk may experience a low level of risk it is important to note that:

- risk will vary greatly and can change rapidly; no area, institution or body is risk free.
- the threat is real and affects all communities

When Prevent was first introduced it was described negatively through the national media as a strategy involving surveillance and scrutiny, being used to pass judgements on individuals and communities. In reality, the focus of Prevent is identifying people who may be vulnerable to radicalisation or getting involved in extremism, and supporting them in order to help protect them from harm. Radicalisation is comparable to other forms of harm and abuse. It is a safeguarding issue which is embedded within the wider safeguarding agenda.

The Prevent approach in Norfolk will not stereotype or stigmatise communities, nor will it be used to identify or treat individuals as criminal suspects. Prevent provides support to vulnerable individuals at risk of being groomed into terrorist activities before criminal behaviour and crimes are committed. Whilst Prevent duty guidance identifies the specified authorities who must have due regard, it is also imperative to
note that Prevent is part of the safeguarding framework and that safeguarding is everyone’s business.
4. Risk assessment

In complying with the duty all specified authorities, as a starting point, should demonstrate an awareness and understanding of the risk of radicalisation in their area, institution or body. Whilst the type and scale of activity that will address the risk will vary, all specified authorities will need to give due consideration to it. Areas of Norfolk are identified as low risk but this does not detract from the need to actively and positively approach the Prevent agenda. It is essential to appreciate that risk will vary and can change rapidly; no area, institution or body is risk free.

The threat from radicalisation and extremism is real and affects all communities.

Specified authorities need to understand the local risk of radicalisation, ensure staff understand that risk and build capabilities to deal with it.

A Counter-terrorism local profile (CTLP) is developed regionally on a quarterly basis. Partners in the county may attend this briefing and it will also be discussed quarterly at the Prevent Delivery Group. The CTLP is a report that outlines the threat and vulnerability from terrorism-related activity within the area. This strategic document does not provide a complete assessment of activity in an area. It should therefore be read in conjunction with other available information to produce a more complete overview of the risks in an area and for organisations. The risk assessment should be based on an understanding, shared with partners, of the potential risk in the local area.

The aims of the CTLP are 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 and action plans;

• support the mainstreaming of Prevent activity into day-to-day policing, local government and partnership work; and

• allow a targeted and proportionate use of shared resources.

Further information and guidance on CTLPs is available here:
5. Prevent training

The Prevent duty requires that organisations ensure that staff have an appropriate level of training. There is a variety of Prevent training available to practitioners and volunteers across Norfolk. The key training courses include: WRAP 3, Prevent e-learning, Prevent referrals e-learning, Channel awareness e-learning, Prevent: Making a referral.

WRAP 3

This short workshop is about safeguarding people and communities from the threat of terrorism. It enables staff to recognise when a person may be being targeted and groomed for radicalisation and ensuring that staff members know how to refer their concerns on to Norfolk County Council’s Multi Agency Safeguarding Hub (MASH). The workshop is delivered by a Home Office approved trainer.

Prevent E learning

This course will enable you to understand how to recognise when a child or vulnerable adult is being groomed by extremists and how supportive intervention from Channel can divert them and promote their well-being.

https://www.elearning.prevent.homeoffice.gov.uk/edu/screen1.html

Prevent Referrals

The training is for anyone who has been through the Prevent awareness eLearning or a Workshop to Raise Awareness of Prevent (WRAP), and so already has an understanding of Prevent and of their role in safeguarding vulnerable people.

https://www.elearning.prevent.homeoffice.gov.uk/preventreferrals

Channel Awareness

This training package is for anyone who may be asked to contribute to, sit on, or even run a Channel Panel. It is aimed at all levels, from a professional asked to input and attend for the first time, to a member of staff new to their role and organising a panel meeting.

https://www.elearning.prevent.homeoffice.gov.uk/channelawareness

Prevent: Making a referral

Training course developed primarily for Norfolk County Council staff but is now available across different sectors. It is primarily delivered as a refresher course for those who have completed WRAP or Prevent e-learning but can be run as initial training if necessary. There is a particular focus on what constitutes a good quality
referral in Norfolk. For further information on this course please speak with your safeguarding lead or representative on the PDG.

Early Years: Prevent training

This training includes WRAP and there is an extended delivery time for Early Years practitioners offering a 2-hour training delivery. This came from reflection of the verbal evaluations of practitioners during initial delivery.

Early Years Achievement Team (NCC staff) have four trainers and deliver to Early Years Workforce across Norfolk (Pre Schools, Childminders, Children Centre Staff, Creche, Out of School Clubs, Nurseries)

Schools

In the initial rollout of WRAP 3 Norfolk County Council Education Quality Assurance & Intervention Service (EQAIS) began a programme to offer this training to all schools in Norfolk. Between June 2015 and March 2016, Designated Safeguarding Leads (DSLs) from 346 schools accessed that training.

Following the initial roll-out phase, EQAIS provided WRAP training for DSLs in two different ways; occasional discreet sessions and as part of the safeguarding training provided to all new DSLs across Norfolk. Currently EQAIS offer schools a two day training course for DSLs
6. Channel referral process

Channel forms a key part of the Prevent strategy. The process is a multi-agency approach to identify and provide support to individuals who are at risk of being drawn into terrorism. Prevent is part of the safeguarding agenda and it is imperative that Channel referrals are considered by the local authority and panel partners alongside their work to safeguard vulnerable individuals.

Channel was first piloted in 2007 and rolled out across England and Wales in April 2012. Channel is a programme which focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism. The programme uses a multi-agency approach to protect vulnerable people by:

a. identifying individuals at risk;

b. assessing the nature and extent of that risk; and

c. developing the most appropriate support plan for the individuals concerned.

Channel may be appropriate for anyone who is vulnerable to being drawn into any form of terrorism. Channel is about ensuring that vulnerable children and adults of any faith, ethnicity or background receive support before their vulnerabilities are exploited by those that would want them to embrace terrorism, and before they become involved in criminal terrorist related activity, or activity that supports terrorism.

The Norfolk Channel Panel meets on a monthly basis.

Making a referral to Channel

If anyone has concerns in relation to any child, young person or adult who may be at risk of being adversely influenced or radicalised by any extremist group or ideology it is important that they act upon this. This is a safeguarding issue, and the safeguarding procedures for that organisation must be followed.

Notice

A practitioner from any agency working with the child, young person or adult could be the person to notice that there has been a change in the individual’s behaviour that may suggest they are vulnerable to being drawn into, or supporting, extremism.

Check

The next step is for the practitioner to speak to colleagues and/or partners to better understand the concerns raised by the behaviours observed to decide whether intervention and support is needed. In many cases there will be an explanation for
the behaviours that either requires no further action or a referral not related to radicalisation or extremism.

Share

Where the practitioner still has concerns that the individual may be vulnerable to extremism, a Prevent referral form is to be completed and sent to the MASH. The MASH will notify Special Branch to carry out deconfliction checks and an initial assessment.

To make a Prevent referral practitioners should use the same route that they would follow for any other safeguarding referral whether it is a child or adult being referred.

For urgent safeguarding concerns contact the Norfolk MASH.

Further information on Channel is available here

Further information on the referral process is available here
7. Glossary

**British values** in relation to Prevent are defined as including:
- democracy
- rule of law
- individual liberty
- mutual respect and tolerance for those with different faiths.

**Counter-radicalisation** usually refers to activity aimed at a group of people intended to dissuade them from engaging in terrorism-related activity.

**Deconfliction** is the process of determining when law enforcement personnel are conducting an event in close proximity to one another at the same time.

**De-radicalisation** usually refers to activity aimed at a person who supports terrorism and in some cases has engaged in terrorist related activity, which is intended to effect cognitive and/or behavioural change leading to a new outlook on terrorism and/or disengagement from it.

**Right wing extremism** can be defined as activists who commit criminal activity motivated by a political or cultural viewpoint which includes all of the following: Racism, Extreme Nationalism, Fascism and Neo Nazism.

**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. Included in this definition of extremism are calls for the death of members of our armed forces, whether in this country or overseas.

**Ideology** is a set of beliefs. An *ideologue* is a proponent as well as an adherent of an ideology.

**Insurgent** refers to an individual who fights against a government or an occupying force with the aim of overthrowing it.

**Interventions** in *Prevent* are projects intended to divert people who are being drawn into terrorist activity. Interventions can include mentoring, counselling, theological support, encouraging civic engagement, developing support networks (family and peer structures) or providing mainstream services (education, employment, health, finance or housing).

**Islamism** is a philosophy which, in the broadest sense, promotes the application of Islamic values to modern government. There are no commonly agreed definitions of ‘Islamism’ and ‘Islamist’, and groups or individuals described as Islamist often have very different aims and views about how those aims might be realised. Some militant Islamists would endorse violence or terrorism to achieve their aims: many
Islamists do not. Islamist relates to a political stance in relation to Islam which is different to Islamic which denotes a relation to the religion of Islam

**Prevention** in the context of this document means reducing or eliminating the risk of individuals becoming involved in terrorism. *Prevent* involves the identification and referral of those susceptible to extremism into appropriate interventions. These interventions aim to divert the susceptible from embarking down the path to radicalisation.

**Radicalisation** refers to the process by which a person comes to support terrorism and forms of extremism leading to terrorism.

A **radicaliser** is an individual who encourages others to develop or adopt beliefs and views supportive of terrorism and forms of extremism leading to terrorism.

**Radicalising materials** include literature or videos that are used by radicalisers to encourage or reinforce individuals to adopt a violent ideology. Some of this material may explicitly encourage violence. Other materials may take no avowed position on violence but make claims to which violence is subsequently presented as the only solution.

**Terrorism** The current UK definition of terrorism is given in the Terrorism Act 2000 (TACT 2000). In summary this defines terrorism as 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.

**Vulnerability** describes the condition of being capable of being injured; difficult to defend; open to moral or ideological attack. Within Prevent, the word describes factors and characteristics associated with being susceptible to radicalisation.
8. Useful links

General

Working Together to Safeguard Children March 2015

Counter-Terrorism Local Profiles: An Updated Guide (2012)

Prevent Duty Guidance

Prevent Duty Guidance for further education institutions
Prevent Duty Guidance for higher education institutions

Channel Duty Guidance

Extreme Right Wing symbols, numbers and acronyms

List of proscribed organisations

Schools:

The prevent duty: for schools and childcare providers, DfE (2015)

Promoting fundamental British values as part of SMSC in schools: Departmental advice for maintained schools, DfE (2014)

Spiritual, moral, social and cultural guidance from the DfE for academies, independent and free schools DfE(2014)


How social media is used to encourage travel to Syria and Iraq: briefing note for schools
Guide for schools on how terrorist groups such as ISIL use social media to encourage travel to Syria and Iraq. This guide is for:
- Headteachers
- Teachers
- safeguarding leads

The guide:
- includes a short summary of some of the main Islamic State of Iraq and the Levant (ISIL) propaganda claims
- identifies social media sites which ISIL is using
- advises what actions schools and teachers should take to protect pupils
**Educate against hate**

This is a Government website providing practical advice to parents, teachers and school leaders on protecting children from extremism and radicalisation. The website includes links to a range of useful resources, good practice examples and suggested curriculum content.

London Grid for Learning: [Counter extremism narratives and conversations](#) - This resource offers information, insights and advice through a series of videos which seek to help schools navigate the difficult subject of extremism.

Show Racism the Red Card: [Islamophobia education pack](#) - This education pack is intended to accompany the Show Racism the Red Card "Islamophobia" DVD. The activities have been designed to help young people (from Key Stage 2 to adulthood) challenge stereotypes and prejudice towards Muslims.

**The FREE Initiative:** A pan-European resource to offer practical guidance on countering far-right extremism across Europe. It aims to inspire and promote cross-border learning among those working against violent far-right extremism.

**The Holocaust Centre:** Hosts outreach programmes and teaching materials to educate young people about the Holocaust and share lessons on combating prejudice and racism.

**1001 Inventions:** This website examines the degree of shared heritage between the Muslim community and other communities in the UK, Europe and across the World.

**The Let’s Talk About It:** provides information enabling people to learn more about the Government's Prevent strategy with an aim to safeguard those who may be vulnerable to radicalisation. There is a range of supportive material on the website which also provides links to partner agencies to help people spot the signs of radicalisation at an early stage and provide communities with advice as to what to do.

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**Information and resources for Higher and Further Education**

**Safe Campus Communities**

**Prevent toolkit for Further Education providers**
Appendix A List of specified authorities

This list is taken from Schedule 6 to the Counter-Terrorism and Security Act 2015

Specified authorities

1. Local government

A county council or district council in England.

The Greater London Authority.

A London borough council.

The Common Council of the City of London in its capacity as a local authority.

The Council of the Isles of Scilly.

A county council or county borough council in Wales.

A person carrying out a function of an authority mentioned in section 1(2) of the Local Government Act 1999 by virtue of a direction made under section 15 of that Act.

2. Criminal justice

The governor of a prison in England and Wales (or, in the case of a contracted out prison, its director).

The governor of a young offender institution or secure training centre (or, in the case of a contracted out young offender institution or secure training centre, its director).

The principal of a secure college.

A provider of probation services within the meaning given by section 3(6) of the Offender Management Act 2007.

3. Education, child care etc

A person who is authorised by virtue of an order made under section 70 of the Deregulation and Contracting Out Act 1994 to exercise a function specified in Schedule 36A to the Education Act 1996.

A person with whom arrangements have been made for the provision of education under section 19 of the Education Act 1996 or section 100 of the Education and Inspections Act 2006 (cases of illness, exclusion etc).

The proprietor of—

(a) a school that has been approved under section 342 of the Education Act 1996,

(b) a maintained school within the meaning given by section 20(7) of the School Standards and Framework Act 1998,
(c) a maintained nursery school within the meaning given by section 22(9) of that Act,

(d) an independent school registered under section 158 of the Education Act 2002,

(e) an independent educational institution registered under section 95(1) of the Education and Skills Act 2008, or

(f) an alternative provision Academy within the meaning given by section 1C of the Academies Act 2010.

A person who is specified or nominated in a direction made in relation to the exercise of a local authority's functions given by the Secretary of State under section 497A of the Education Act 1996 (including that section as applied by section 50 of the Children Act 2004 or section 15 of the Childcare Act 2006).

A person entered on a register kept by Her Majesty's Chief Inspector of Education, Children's Services and Skills under Part 2 of the Care Standards Act 2000.

The governing body of a qualifying institution within the meaning given by section 11 of the Higher Education Act 2004.

The provider of education or training—

(a) to which Chapter 3 of Part 8 of the Education and Inspections Act 2006 applies, and

(b) in respect of which funding is provided by, or under arrangements made by, the Secretary of State or the Chief Executive of Skills Funding.

A person registered under Chapter 2, 2A, 3 or 3A of Part 3 of the Childcare Act 2006 or under section 20 of the Children and Families (Wales) Measure 2010 (nawm 1).

A body corporate with which a local authority has entered into arrangements under Part 1 of the Children and Young Persons Act 2008.

A person who is specified in a direction made in relation to the exercise of a local authority's functions given by the Welsh Ministers under section 25 of the School Standards and Organisation (Wales) Act 2013 (anaw 1) (including that section as applied by section 50A of the Children Act 2004 or section 29 of the Childcare Act 2006).

The governing body of an educational establishment maintained by a local authority in Wales.

The governing body or proprietor of an institution (not otherwise listed) at which more than 250 students, excluding students undertaking distance learning courses, are undertaking—

(a) courses in preparation for examinations related to qualifications regulated by the Office of Qualifications and Examinations Regulation or the Welsh Government;
(b) courses of a description mentioned in Schedule 6 to the Education Reform Act 1988 (higher education courses).

4. Health and social care

An NHS Trust established under section 25 of the National Health Service Act 2006 or under section 18 of the National Health Service (Wales) Act 2006.

An NHS foundation trust within the meaning given by section 30 of the National Health Service Act 2006.

A Local Health Board established under section 11 of the National Health Service (Wales) Act 2006.

A Community Health Council in Wales.

The Board of Community Health Councils in Wales or Bwrdd Cynghorau Iechyd Cymuned Cymru.

5. Police

A chief officer of police for a police area in England and Wales.

The British Transport Police Force.

A Port Police Force established under an order made under section 14 of the Harbours Act 1964.

The Port Police Force established under Part 10 of the Port of London Act 1968.

A Port Police Force established under section 79 of the Harbours, Docks and Piers Clauses Act 1847.

The Common Council of the City of London in its capacity as a police authority.

A police and crime commissioner established under section 1 of the Police Reform and Social Responsibility Act 2011.

The Mayor's Office for Policing and Crime established under section 3 of that Act.

The Civil Nuclear Police Authority.