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# ACPO (TAM)

Association of Chief Police Officers (Terrorism and Allied Matters)

## BUSINESS AREA

Police PREVENT Strategy - Partners Briefing

27<sup>th</sup> March 2008

This document is a restricted document and is not meant to be circulated outside the Local Strategic Partnership meeting

Version 1.7

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## Purpose

This document is intended to provide an update to Local Authorities and other partners on the progress that has been made on the Police PREVENT Agenda. It is only a brief document and does not contain all the detail needed to describe all the actions but is meant to give our local partners some information that will help them make decisions around their priorities.

This is especially relevant as all local authorities are currently negotiating their Local Area Agreements.

The National Community Safety Plan 2008/2011 makes particular reference to PSA 26 and all partners are working towards these aims alongside the Governments Contest Strategy.

PSA 26: To reduce the risk to the UK and its interests overseas from international terrorism, with 3 outcomes

- Increase the extent to which domestic Muslim communities reject and condemn violent extremism [CLG]
- Reduce the risk of individuals who come into contact with key sectors/ services, becoming or remaining violent extremists [Home Office]
- Deliver a positive UK contribution to the resilience of priority countries to violent extremism [FCO]

The PREVENT agenda will require the police to work with partners to develop a local CT/Prevent delivery plan

## National Strategic Priorities

The work around the PREVENT Agenda has been moving at a very fast pace and there has been considerable effort in the past few months to ensure the police contribution is clearly described and understood. The objectives described below of course are applicable to all public authorities.

The Office of Security and Counter Terrorism (OSCT) on behalf of the Government has refreshed the Prevent Strategy in the Autumn of 2007.

**Strategic Aim:** To stop people becoming or supporting terrorists or violent extremists

**Objectives:** The strategic aim is supported by five specific objectives and two enabling objectives.

**1. Undermine extremist ideology;** support mainstream voices. So that the ideology sustaining violent extremism is discredited and alternative narratives/messages have greater prominence and credibility.

**2. Disrupt those who promote violent extremism;** strengthen vulnerable institutions. So that people promoting violent extremism are rendered ineffective and institutions and ungoverned places strengthened against people promoting violent extremism.

**3. Support individuals who are vulnerable to recruitment by violent extremists;** create mechanisms for supporting them. So that vulnerable individuals are encouraged to see and follow positive and compelling alternatives to violent extremist activity.

**4. Increase the resilience of communities** to engage with and resist violent extremists. So that social structures exist with strong leadership and civic engagement, articulating shared values, isolating violent extremists and those who provide them with support.

**5. Effectively address grievances.** So that genuine grievances that contribute to violent extremism are addressed effectively and perceived grievances rebutted so they do not.

These objectives are supported by the enabling objectives of:

**6. PREVENT related intelligence, analysis and research.** So that we know about violent extremism and the factors that drive it.

**7. Strategic communications** So that we can better understand our target audiences, assess language that works and language that does not.

### Current Position and Progress

A consultation exercise with senior officers and staff within 15 Police Forces took place in October/November 2007 where they were asked to articulate their views on Prevent. Specific attention was given to the recommendations from the Preventing Extremism Together working groups; workshops at the National Independent Advisory Group Conference 2007, the MPA London Debate findings, the Preventing Violent Extremism Conference 2007 ; and the views of key partners including the Association of Police Authorities, the intelligence agencies, local government and other government departments.

This combined analysis allowed the Police activity which supports the Governments objectives to be described and an embryonic delivery framework to be produced.

## Our Response

The Police Service, working in partnership, will develop and implement specific approaches to support delivery of the Government's PREVENT Strategy and objectives.

**Objective 1: Undermine extremist ideology;** Support Mainstream Voices. So that the ideology sustaining violent extremism is discredited and alternative narratives/messages have greater prominence and credibility.

We need to continually improve our knowledge of communities and how they function both in a social and religious context. Police officers and staff have an extensive and well developed ability, as well as a daily opportunity, to communicate with community groups. Considerable progress has been made to improve our understanding of communities through the Police Service approach to Neighbourhood Policing. This is supported through **Intelligence and Community Engagement (ICE) learning package**. Work is also underway to understand the specific training needs of officers and staff across all disciplines (**Training Needs Analysis**).

We will develop opportunities, alongside and in support of our partners, to engage with communities to undermine extremist ideologies and support alternative narratives. For example: we will organise or participate in **Young Persons/Women's forums** and initiatives which allow people the opportunity to debate and challenge ideological issues and how they are impacting on people's lives.

Neighbourhood policing is supported and better informed through a process of **neighbourhood mapping**. Mapping involves taking a range of information about communities in order to enhance understanding of their needs and the dynamics within a community and to target the engagement process.

The police can provide support to vulnerable communities and institutions through partnership working and information sharing. We will work to engage more effectively with the vulnerable and with hard-to-reach groups. The further development of **Key Individual Networks/Independent Advisory Groups** can support this aim.

**Objective 2: Disrupt those who promote violent extremism;** strengthen vulnerable institutions. So that people promoting violent extremism are rendered ineffective and institutions and ungoverned places are strengthened against people promoting violent extremism. This is an important area where the Police Service can and is currently making a significant contribution.

We will continue to work with and develop relationships with our partners in the education sector at every level with regard to preventing violent extremism. We will work with the Department for Children, Schools and Families (DCSF), the Department for Innovation, Universities and Skills (DIUS) at a national level, and the Department for Children, Education, Life-Long Learning and Skills for Wales, to develop a work programme to address this objective in partnership (**Educational Liaison**). We will work with partners and Local Authorities in particular, to ensure that recently published guidance on violent extremism issued to higher education establishments is supported and taken up.

The internet can be used as a vehicle to promote violent extremism and corrupt those individuals vulnerable to violent extremism. Parents and carers have a need for advice on how to control access for their children and to understand what defines legal/potentially illegal internet activity. They frequently turn to the police for this advice. We will take important learning from the Child Exploitation and Online protection Centre (CEOP) and aim to help parents protect their children from 'real-life' risks, in a world dominated by the internet. In partnership, linking into current work in the public, voluntary and statutory sectors, we will develop **guidance and advice on internet use** related to extremist ideology and violent extremism.

We will establish links and provide additional support to other institutions such as sports centres, youth clubs, mosques, bookshops, gyms and other sites through which potentially vulnerable individuals may be targeted and corrupted.

Prisons provide an environment in which those vulnerable to corruption can be targeted. We will work in partnership with the **National Offender Management Service (NOMS)** by:

- assisting Her Majesty's Prison Service in developing a strategy to deal with intervening with those liable to promote violent extremism and to support vulnerable individuals (identified through prison or other intelligence) whilst in prison
- by working in partnership with the Probation Service when such individuals are released.

We will support the Security Service and government departments through contributing to the information/intelligence flow on key individuals and through providing community impact assessments and **consequence management**.

**Objective 3: Support individuals who are vulnerable to recruitment by violent extremists,** create mechanisms for supporting them. So that vulnerable individuals are encouraged to see and follow positive and compelling alternatives to violent extremist activity.

We will play a key role with our partners to work together with communities in making best use of a range of flexible and proportionate approaches to support vulnerable individuals. Vulnerable individuals will be encouraged to seek alternatives to violent extremism. Strong links into the local authority, Youth Offending Teams and schools and colleges are vital. We will learn lessons from the delivery framework provided by the 'Safeguarding Children' boards under the national agenda of Every Child Matters.

The **Channel Project**, currently being piloted and recommended for further development, is a multi-agency approach to support vulnerable individuals. The Project takes referrals from a number of sources on individuals of concern who are exhibiting behaviours indicating a vulnerability or identification with extremism ideologies. A joint risk assessment of each individual case is then made and the factors/issues of concern are identified that need to be addressed. A programme of intervention tailored to the needs of the individual is then developed and implemented with regular reviews of progress.

**Objective 4: Increase the resilience of communities to engage with and resist violent extremists.** So that social structures exist with strong leadership and civic engagement, articulating shared values, isolating violent extremists and those who provide them with support.

Neighbourhood Policing teams, working within communities, provide an important opportunity to support and build the confidence and resilience required within communities to isolate violent extremists and their support mechanisms. Community mapping will assist local officers and staff to identify those communities requiring support as well as building an awareness of local initiatives aligned to delivering the aims of PREVENT.

Specific priority groups also have a responsibility in preventing terrorism and violent extremism and require support tailored to their needs. We will therefore develop approaches to engage more effectively with the vulnerable and hard-to-reach groups. The police have a specific role in providing support to vulnerable communities and institutions through partnership working and information sharing. This critical work must be done alongside our statutory and voluntary sector partners and we will develop appropriate shared protocols to achieve this.

**Objective 5: Effectively address grievances** So that genuine grievances that contribute to violent extremism are addressed effectively and perceived grievances rebutted.

The police have a key role in understanding and addressing community grievances, in rebutting them when they are based on a misrepresentation of fact, and in tackling genuine grievances through substantive action.

Understanding and addressing the grievances of communities is an essential part of policing activity. We will work to ensure that officers and staff working in communities are well informed, understand the communities and groups they are working within and appropriately trained to engage with them. This will be provided through specifically designed training programmes for officers and staff and neighbourhood mapping.

We will, in partnership, manage the consequences of enforcement. We see every enforcement action as an opportunity to engage and manage in a positive manner. For instance, in dealing with the significant issues of providing support to the families of arrested persons, via **Family Liaison Officers**, enhancing the skills through providing **BCU Commanders Guidance** and developing consequence management plans to deal effectively with any counter terrorism related enforcement activity. We will do this by maintaining the flow of information between the Police Service, partners and communities, enabling our communities to go about their lives freely and with confidence. Trust can be developed by enabling the communities affected by a critical incident, which may involve an actual terrorist attack or where the police have to carry out the arrest of individuals and search of premises for evidence, to have a greater understanding of and be reassured by counter terrorism policing.

We will provide opportunities for communities to engage in discussions about terrorism issues in a safe environment. **Operation Nicole**, is a locally based police-led exercise designed to explore community concerns and give police a greater understanding of communities and to provide communities with a greater understanding of CT policing and operations. It is a two day 'storyboard' counter terrorism (CT) tabletop exercise that invites members of all communities to take on the role of police officers within a CT environment. They make decisions and are provided with legislative guidance by a specialist Senior Investigating Officer. The process is designed to give participants a better understanding of the factors that support the decision making process from the time that information is received through to the point of planned police action. The strength of these exercises is the opportunity of communities to explore the reasoning behind the need to arrest people for terrorist offences. These exercises very clearly demonstrate the hard choices that have to be made and the care that is taken in making them.



**Objective 6: Develop PREVENT related intelligence, analysis and research.**  
So that we know about violent extremism and the factors that drive it.

We will establish mechanisms to ensure the effective collection of community intelligence at the local level to help build the 'Rich Picture' to enhance the understanding of threats of violent extremism, and thereby identifying vulnerable individuals and enabling effective interventions to take place.

**Counter Terrorism Intelligence Officers**, (CTIOs) locally based in BCUs/OCUs will promote and develop CT intelligence gathering across BCUs and communities. They will raise awareness of potential terrorist material, development of the 'Rich Picture' and its contribution to the Tactical Tasking process. They will aid the development of '**Operation Delphinus**', the police tasking of counter terrorism activity at a local level. They will also assist in providing relevant intelligence material to enable a more informed dialogue between local police and their statutory partners, and in particular principally local authorities. A detailed description of the CTIO role is given in Section 5.

**Objective 7: Improve strategic communications.**

Communication is vital to guide and support PREVENT activity. We seek to communicate openly, inclusively and using appropriate language. Good links have been established with the Research, Information and Communication Unit (RICU) within the Home Office and protocols of working were agreed in 2007. The newly formed national co-ordination team will act as a central point of contact within ACPO (TAM) to aid communication to police forces and also aid RICU in the understanding of police and community issues. The role of these communication links would extend into all the police partnership networks allowing for a greater understanding, networking and can be used when responding to any critical incident.

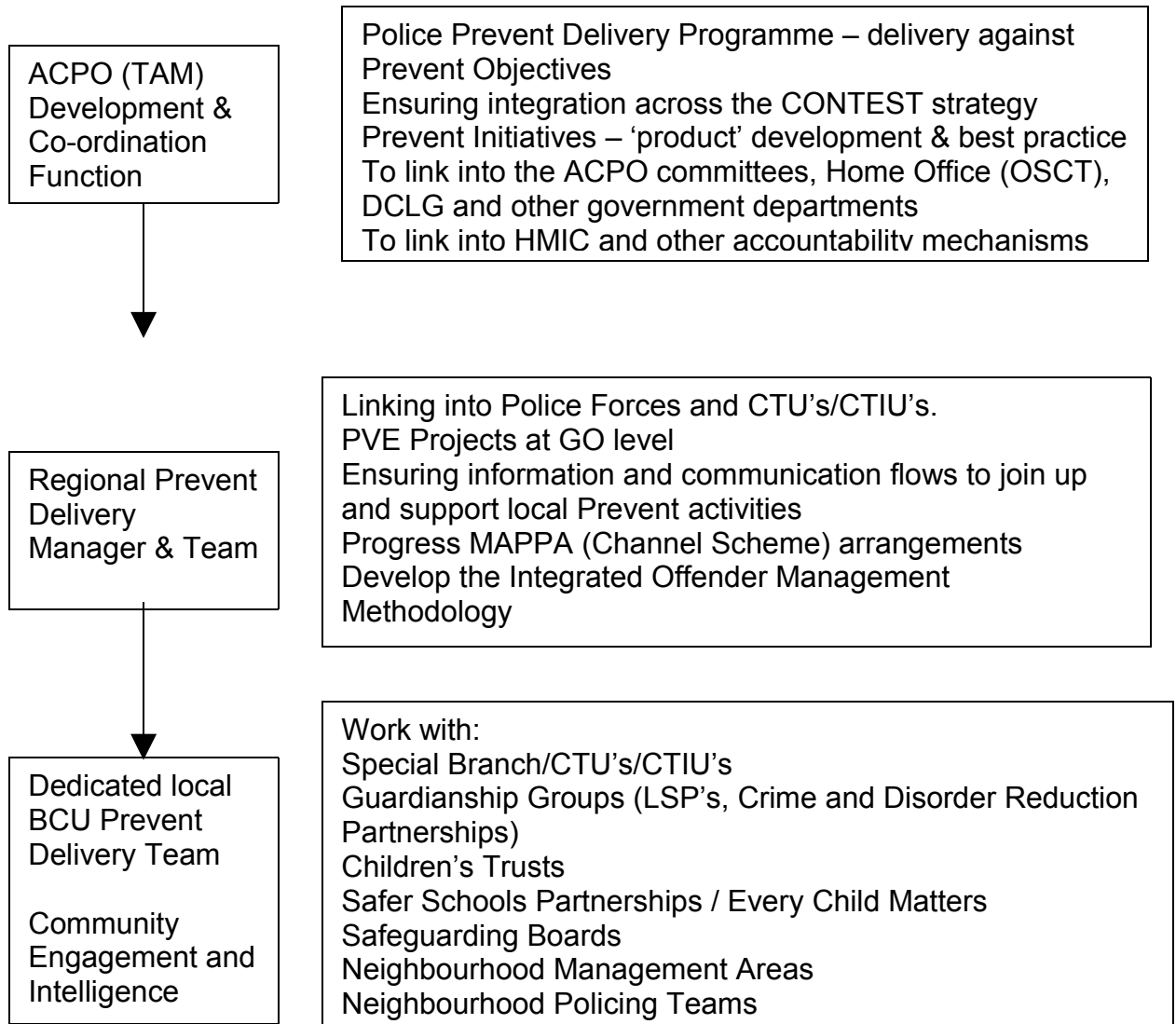
We will develop a counter terrorism communications strategy which will take into account the work of RICU and in consultation with our key partners including Police Authorities by the spring of 2008.

#### Delivery Plan

An outline Delivery Plan has been produced by the Police Service, documenting in more detail, the range of initial proposals that could deliver against these priorities and principles. This was presented to and consequently supported by the first Prevent Delivery Board in January. The document is soon to be refined as a result of feedback. It is expected that the more detailed plan will be agreed before the end of March 2008, and is likely to be used as part of the communication strategy within the Police Service, but also to Partners and communities.



Outline Prevent Delivery Structure



The proposals have been developed using existing structures, to support delivery of the following outcomes:

- Increased ability of the Police and partners to identify and Prevent violent extremism
- Improved quality and quantity of intelligence information within the Police and Partner organisations
- Increased operational efficiency for police and partners
- Improved ability of the Police to develop intelligence in key areas of highest risk
- Enhanced coordination of operational activity in support of the Prevent agenda

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- Increased capacity to support rich picture intelligence and interventions

The interventions at a local level can be described within the Tiered Delivery Diagram.

### A Tiered Delivery Framework

It is proposed that in order to deliver the strategic priorities, the Police Service and partners will use a tiered delivery framework, which is well known and nationally recognised. It describes Prevent activity along the same lines as other multi-agency crime prevention work and allows other partners to see how they can contribute alongside the police service. It is firmly embedded within the Community Safety Partnerships/Crime and Disorder Reduction Partnerships/Drug Action Teams across the UK.

The tiers are described in the shape of a pyramid with the actual numbers of individuals getting smaller towards the top of the pyramid. The tiers are divided into four sections, each section aimed at delivering specific activities aimed at different population groups. The tiers are:

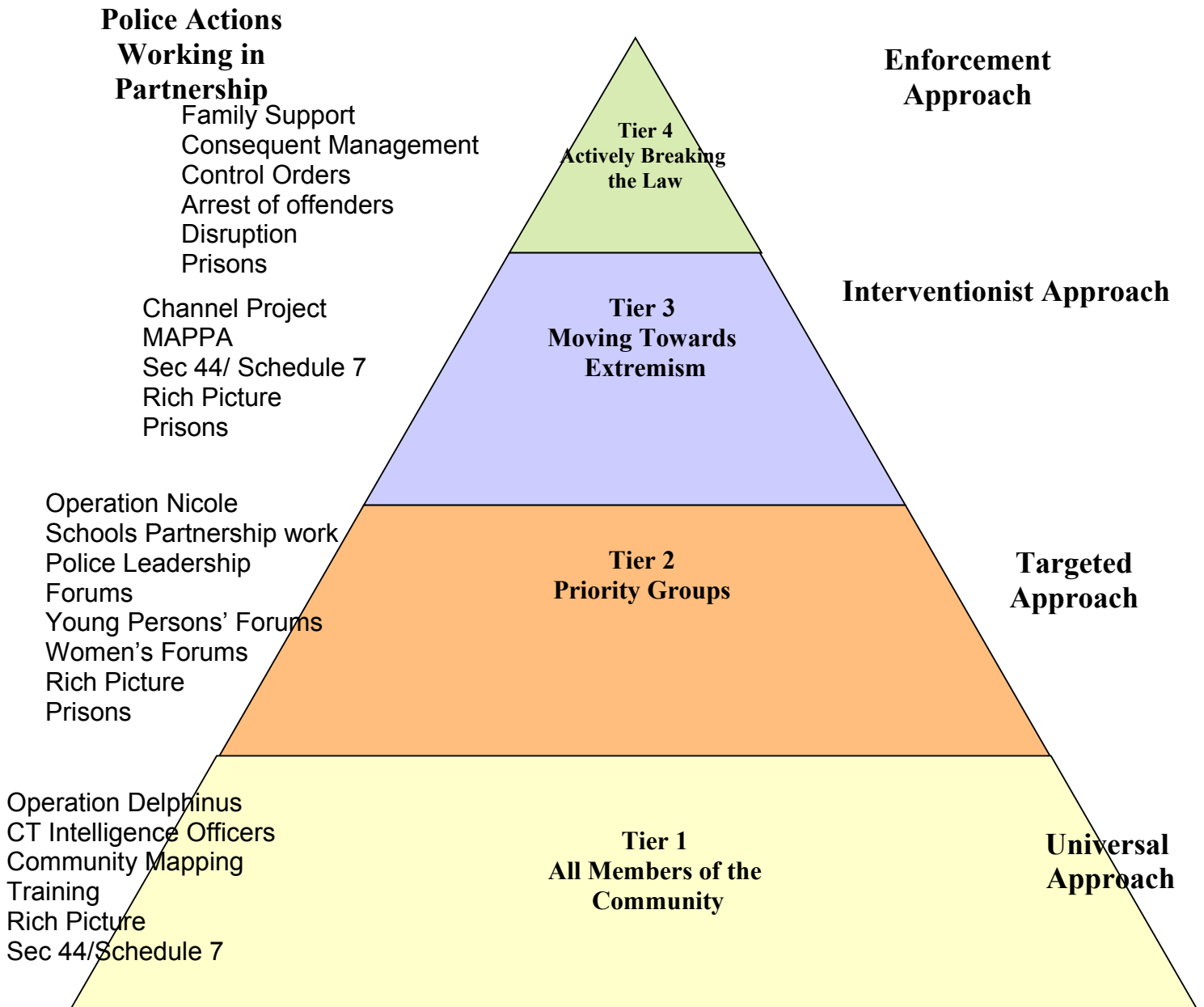
Tier 1 - Universal Approach: this covers all police officers, staff and other partners. It means ensuring they have the right information that helps them to know their communities; and to make them feel confident and enabled to contribute. It will involve corporate communications and ensuring the right language is used to engage all communities in the prevention of terrorism.

Tier 2 – Targeted Approach: this refers to priority groups who will need to be targeted due to exclusion or vulnerability. The police service actively seeks to engage partners and communities through effective key individual networks and independent advisory groups. The effective partnership arrangements between the statutory partners will be critical to success.

Tier 3 – Interventionist Approach: this is where individuals/groups are displaying behaviour that may lead to violent extremism but is not criminal. The intention is to work with partners and communities to identify individuals/groups and intervene appropriately to prevent them committing criminal activity.

Tier 4 – Enforcement Approach: this is primarily a law enforcement agency role where criminal activity has been detected, people are actively breaking the law and the offenders are dealt with appropriately. The prevention element here would be to ensure clear communication, adherence to rule of law, involvement of community networks in the aftermath and dealing with the families as victims.

Tiered Model of Interventions/Activity



Police Prevent Delivery Board

The recently formed Police Prevent Delivery Board consists of representatives from ACPO (TAM), HMIC, CLG, Home Office, APA, Government Offices and Local Authorities. This board will be supported by a programme team and reporting into the ACPO TAM strategic programme. The team will control the development and delivery of the Prevent Programme.

Local Arrangements

It is anticipated that the delivery of the PREVENT agenda at the most local level will be co-ordinated with the involvement of all relevant partners; the police being one of those partners. Some local authority areas already have arrangements in place within their LSP's/CDRP's whilst others will need to ensure there is a mechanism for delivering the PREVENT agenda in 2008/9.

It is crucial that joint delivery structures are in place, further guidance will be issued shortly to aid all partners in this process.

Glossary of Terms

ACPO	Association of Chief Police Officers: Seeks to co-ordinate national police responses in England, Wales and N. Ireland
ACPO (TAM)	Association of Chief Police Officers Terrorism and Allied Matters: ACPO Business Area which seeks to coordinate national police responses in this area
APA	Association of Police Authorities: the national organisation which represents Police Authorities who provide public scrutiny of police Forces
APACS	Assessment of Police & Community Safety: the national assessment regime that police forces are measured on
BCU	Basic Command Unit: a police division usually commanded by a Chief Superintendent
CTU	Counter Terrorism Unit: a dedicated team of officers and staff who lead on terrorist investigations
CTIO	Counter Terrorism Intelligence Officer: an officer with specific responsibility to link the non-specialist officers and staff to the work of the CT Specialist
CTIU	Counter Terrorism Intelligence Unit: a dedicated team of officers and staff who lead on the collection of intelligence
Channel	A locally based multi-agency project which seeks to provide non-criminal justice interventions with people who are in danger of becoming violent extremists
CLG	Communities and Local Government: the Government department with responsibility for regions and community cohesion
DCSF	Department for Children, Schools and Families: the lead government department for all policy issues affecting the education of aged 16 years and under
DCMS	Department for Culture Media and Sport
DIUS	Department for Innovation, Universities and Skills: the lead government department for issues affecting the education of aged 16 years and over
FLO	Family Liaison Officer: a police officer/staff member who keeps a family up to date with the progress of an investigation

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ICE	Intelligence and Community Engagement: a training session to enable staff to gain confidence in engaging with communities
JTAC	Joint Terrorism Analysis Centre
KDI	Key Diagnostic Indicators: Units of measurement within a measuring system i.e. Number of people trained with the ICE package
KIN	Key Individual Network: a network of people who advise the police on community issues
LSP	Local Strategic Partnership: responsible for working across all agencies within local authority areas
MPA	Metropolitan Police Authority: formed in 2000
NCCE	National Co-ordinator Community Engagement
NCTT	National Community Tension Team
NCSB	National Co-ordinator Special Branch
NP Team	Neighbourhood Policing: team of police officers and staff who deliver policing services at the most local level.
NPIA	National Policing Improvement Agency: the lead agency within the police to coordinate all training issues, amongst other matters
OSCT	Office for Security & Counter Terrorism: a department within the Home Office
TNA	Training Needs Analysis: a process of questionnaires and interviews to determinate training needs

Further information will be communicated to partners in due course as part of the Police Prevent Programme. However immediate help and guidance can be obtained from:

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