
Overview and Scrutiny

Safer Stronger Communities Select Committee:

**The Impact of Stop and Search and Prevent on
Community Relations**

March 2019



**Membership of the Safer Stronger Communities Select Committee
in 2018/19:**

Councillor Pauline Morrison (Chair)

Councillor James Rathbone (Vice-Chair)

Councillor Tauseef Anwar

Councillor Sophie Davis

Councillor Colin Elliott

Councillor Alex Feis-Bryce

Councillor Sue Hordijkenko

Councillor Sakina Sheikh

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Vice-Chair's Introduction

Lewisham Council has always been proud to champion the diversity present in the borough, rightly seeing it as our greatest strength. More than one hundred and seventy languages are spoken in Lewisham, the 15th most ethnically diverse local authority in the country; the percentage of LGBT+ individuals is more than twice the national average; 46% of the overall population and 76% of the school's population is of Black, Asian or Minority Ethnicity. This diversity means we must not shy away from controversial issues and must strive to ensure equality and fairness for all Lewisham residents.



The Safer and Stronger Communities Committee has a broad remit to ensure the promotion of equality and opportunity in the borough, as well as scrutinising the actions and decisions of those authorities responsible for crime and disorder. Looking at the intersection of these areas, we have chosen to investigate how two controversial policies are being implemented in Lewisham.

Stop and Search is a historically controversial programme dating back to the 1970's and "SUS laws", primarily due to the disproportionate number of BAME individuals effected by it - in particular young black men. During 2018 black individuals were 4.6 times more likely to be stopped and searched than white individuals in Lewisham, while individuals between the ages of ten and nineteen accounted for 38% of all stop and searches. Over 90% of those searched are male. The Prevent programme is a more recent development, but no less controversial. The proportion of individuals referred to the Prevent programme for Islamist Extremism is clearly disproportionate when compared to the national population, and it is commonly felt - particularly in minority communities - that Prevent unfairly targets Muslims.

The Committee has attempted to acquire an accurate local picture, looking at these programmes in Lewisham and comparing them to established best practice. Limited availability of data has frustrated this work in places, which we have noted in the report, but if anything the absence of this data only highlights the importance of further investigation. Where possible we have tried to identify what is working well in the borough and ensure it is recognised, but we have also drawn attention to areas where we believe improvements are needed.

I would like to express the thanks of the committee to a wide variety of individuals and organisations, listed in no particular order; the Lewisham Interfaith Forum, Abu Ahmed from the Home Office, Councillor Joani Reid, Gary Connors and Martin Gormlie from Lewisham Council, Lewisham MPS' Youth Independent Advisory Group, Sommerville, Jamie Keddy from the Mayor's Office for Police and Crime, Acting Chief Superintendent Andy Carter from Lewisham MPS, Mohammed Ashfaq from KIKIT, Lewisham's Young Mayor and Advisors, Neena Samota from Stopwatch, Second Wave, and others mentioned in this report. Special thanks are owed to the committee's Scrutiny Manage, Katie Wood, for her work researching and drafting this report.

Councillor James Rathbone
Vice-Chair of the Safer Stronger Communities Select Committee

Executive summary

The review focusses on two distinct areas where the implementation of national policies have been felt by local communities to disproportionately target particular groups. These are “Stop and Search” and Prevent.

The Committee received evidence over the course of the review highlighting many aspects of stop and search policy and of the Government’s Prevent Strategy including background information, community views, local and regional organisations, national, regional and local statistics and good practice examples.

The evidence the Committee received on stop and search emphasised the high levels of disproportionality of those stopped, with Black people being substantially more likely to be stopped than White people. The evidence also highlighted the young age profile of those stopped which was a concern to many committee members.

The “quality” of the stop and search and the importance of it being fair and polite is a theme repeated throughout the report. The report includes evidence from many sources who are broadly supportive of stop and search as a policing tactic if it is fair, proportionate, polite and targeted. There was however some evidence questioning the value of it as a policy and highlighting the damage it could do to Police – Community relations. Other areas highlighted include the importance of young people in particular knowing their rights in terms of stop and searches which was highlighted by MOPAC, young people and the evidence from Stopwatch.

The report also considers suggestions from community groups and young people focussing on the importance of positive interactions with the Police such as through Schools Officers and other schemes aimed at young people such as Mini Police. The report considers the importance of on-going scrutiny and the emphasis on this in recent changes to national legislation and best practice models. The crucial role of the Community Monitoring Groups (CMGs) in this respect was highlighted and this is reflected in the Committee’s recommendations around helping and supporting the important scrutiny role of these groups.

With respect to Prevent, the report highlights that the policy itself is based on safeguarding, embedding it in settings such as schools and colleges to ensure that safeguarding responsibilities are followed and signs picked up where vulnerable individuals are at risk of being groomed. Where the policy was being implemented successfully there were positive outcomes for community groups and wider society and many community groups and establishments understood and supported the safeguarding emphasis and the necessity for this to be embedded.

The national and regional figures highlight the number of referrals of children and young adults to the programme which was of concern to the Committee. There were also strong concerns that the local data was not available even confidentially and that there was a lack of transparency in the policy. This is reflected in the Committee’s recommendations.

The report highlights good practice examples in particular looking at community based referral pathways. The report also acknowledges that negative comments persist around Prevent and that more needed to be done to engage with different community groups at a National level as well as locally to challenge myths and to ensure rigorous scrutiny including by local communities.

Recommendations

The Committee would like to make the following recommendations:

Stop and Search

The Committee were concerned about the levels of disproportionality that exist in terms of Black, Asian and Minority Ethnic men and boys that are stopped and searched. The Committee were also concerned about the number of very young people being stopped and searched.

The Committee recommends:

1. That the Council should provide additional support to the Lewisham Community Monitoring Network for Stop and Search. This is through the Stop and Search Sub-Committee of the Lewisham Safer Neighbourhood Board. This support could include officer time/ support with publicity and understanding data and/or a co-opted Councillor appointment to the group.
2. That the Council should facilitate and support the distribution of “know your rights” cards to young people in the borough. This could be through distributing the MOPAC cards to schools and youth clubs or using the S.E.A.R.C.H cards from the organisation Y.Stop and/or their videos for young people on knowing their rights on stop and search. The importance of young people knowing their rights in respect of stop and searches is crucial.
3. That the Council should work with the Police, schools and youth groups to support increased dialogue between Police and young people. This should include supporting the Lewisham Police Youth Independent Advisory Group and helping to raise its profile. This work should also specifically include working in Primary Schools as starting at a younger age was seen as key by many of those who gave evidence to the Committee’s review. The work should also include increasing preventative work with young people and community groups to avoid section 60’s being enacted. The Committee noted that the young people from whom they had heard were not against stop and search in principle but were concerned about unfair targeting and young people having very negative experiences of stop and search and therefore of the Police. There also appeared to be some inherited generational mistrust of the Police.
4. That the Mayor write to the Chief Superintendent of the South East Borough Command Unit (BCU) stressing the importance of Police training including unconscious bias training and that this should be on-going and delivered to frontline staff. This is an issue of importance for all Londoners. The Committee felt Police training to ensure all officers understand the huge importance of the quality of the interaction for young people in particular was essential. The quality of the interaction had an impact not just on the individual stopped but on the community in general and on good community-Police relations.
5. That the Mayor write to the Chief Superintendent of the South East BCU asking him to ensure that local complaints data is readily available for the public, the

community monitoring group, and for Members of the Council, and requesting that alternative complaints mechanism be considered. Complaints statistics are challenging to find and their needs to be more transparency about the figures and trends.

6. That the Council looks at stop and search complaints procedures with the possibility of alternative ways to consider complaints being identified. This should include investigating a way to facilitate and support young people to make complaints through a third party mechanism.
7. That the Mayor request to the Chief Superintendent of the South East BCU, that members of Safer Stronger Communities Select Committee be allowed to better understand through the appropriate mechanism, how unconscious bias training is delivered to the Police.
8. That more information on the intelligence gathering process for implementing section 60s should be shared with the Committee. This is to ensure there is no in-built bias at the pre-decision stage.

Prevent

9. That the Mayor write to the Home Secretary regarding the lack of availability of local data on referrals to Prevent and Channel and outcomes. The letter should stress the importance of ensuring there are sufficient built-in scrutiny mechanism in which local areas can feed into the Prevent programme. A lack of local data limits the ability to scrutinise locally and assess whether the Prevent strategy affects certain communities disproportionately.
10. That the Council better communicate the emphasis on the safeguarding aspect of Prevent to the local community.
11. That the Council explore the benefits of a community based referral pathway that allows issues to be dealt with by trusted individuals with the confidence of the community. Increased community dialogue around Prevent was very important.
12. Once the terms of reference of the national review into Prevent are agreed; the Committee should consider them at a future meeting to decide whether they wish to look into this further. This would be highlighted in the work programme report for the first meeting of Safer Stronger of the next municipal year specifically requesting an officer update on the national review.

3. Purpose and structure of review

3.1 At their meeting of 12th July 2018, The Safer Stronger Communities Select Committee decided to undertake a review into “The Impact of the Prevent strategy and “Stop and Search” policy on community relations”.

3.2 The Committee agreed the scope to the review at their meeting on 19th September 2018. The following key lines of enquiry were agreed:

Stop and Search

1. Stop and Search legislation – general; powers and section 60 powers
2. Data and Statistics nationally and locally
3. Community and Faith groups’ views
4. Role of the Council
5. Successes/concerns/options for improvement.

Prevent

- What are the Council’s obligations under Prevent and what are the effects of Prevent on the local community?
- Objectives of Prevent
- Council’s and partners obligations
- Statistics on referrals and numbers on the channel programme – nationally and locally
- Community and Faith groups’ views.
- Evidence nationally and locally on the effect of programme.
- Successes/concerns/options for improvement.

Disproportionality and Community Relations

1. What is the national picture?
2. Evidence from the Ministry of Justice (e.g. the report Black, Asian and Minority Ethnic disproportionality in the Criminal Justice System in England and Wales.)¹
3. Evidence from reviews such as: The Lammy Review²; The Casey Review³; and The Young Review⁴.
4. Community engagement strategies.

3.4 The timeline of the review was as follows:

¹ Ministry of Justice: Black, Asian and Minority Ethnic disproportionality in the Criminal Justice System in England and Wales

² Lammy Review of Black, Asian and Minority Ethnic (BAME) representation in the Criminal Justice System

³ The Casey Review: a review into opportunity and integration

⁴ The Young Review: Improving Outcomes for Young Black and/or Muslim men in the Criminal Justice System

Safer Neighbourhood Board – Stop and Search Forum – 10 October 2018

- As part of the evidence gathering for the review, Members were invited to attend the Lewisham Community Monitoring Group for Stop and Search.

No More Hate: trust leadership and resilience, Community Event – 18 October 2018

- This Community event was attended by the Vice-Chair as part of the evidence gathering for this review.

Stop and Search Discussion and Workshop – Autumn 2018

- Cllr Feis-Bryce carried out a discussion workshop in the Community focussed on stop and search.

Safer Lewisham Partnership Meeting – 5 December 2018

- The Chair attended this meeting as part of the evidence gathering for the review.

First evidence-taking session – 19 December 2018

- Receiving evidence on the National and Local situation and context of Stop and Search from the Home Office and from Council Officers.

KiKit Pathwayz visit – 11th January 2019

- The Vice-Chair, Cllr Sheikh and the Scrutiny Manager visited this organisation. KiKit is Home Office Prevent Best Practice Model.

London Assembly's Police and Crime Committee – 23rd January 2019

- Councillor Sheikh, the Scrutiny Manager and a Young Advisor attended this meeting to look at the work being done in this area by the London Assembly.

Youth Independent Advisory Group – 24 January 2018

- The Chair, Councillor Anwar and the Scrutiny Manager attended this meeting at Lewisham Police Station to hear from the Young people about their experiences and what they felt worked well and where they felt there were challenges.

Prevent Training – 24 January and 26 February 2019

- Cllr Rathbone, Cllr Sheikh and the Scrutiny Manager attended Prevent Training delivered by the Council.

The Somerville – 1 February 2019

- Members of the Committee were invited to attend this youth group to discuss the review with the young people present.

Second evidence-taking session – 4 February 2019

- Receiving evidence on stop and search and community relations from MoPAC, Lewisham Police and Stop Watch.

Interfaith Forum – 7 February 2019

- The Chair and Vice-Chair presented the Committee’s review to the Forum to discuss and seek opinions and comments from those present.

Young Advisors Meeting – 11 February 2018

- Carrying out an interactive session with the Young Advisors to share their ideas and experiences. Cllr Davis attended this session with the Scrutiny Manager.

Assessing Prevent Training feedback forms – 13 February 2019

- Members of the Committee requested that feedback forms be looked at as part of the review.

Recommendations and final report (4 February 2019)

3.5 This report has structured the evidence in the following way: Section 5 will look at stop and search policy, providing information on the background and context, and outlining the evidence received by the committee. Section 6 will look at Prevent and consider the background and context followed by the evidence received by the Committee. Consideration of community relations and disproportionality will be included within those two distinct sections.

4 Policy Context

4.1 The Council’s new Corporate Strategy 2018-22 sets out 7 corporate priorities that drive decision making in the Council. Lewisham’s corporate priorities have been agreed by full Council and they are the principal mechanism through which the Council’s performance is reported.

4.2 The Council’s corporate policy of “Open Lewisham” promotes Lewisham as a welcoming place of safety for all which celebrates the diversity that strengthens us. It includes emphasis on supporting events that bring the community together. The Council’s Corporate Policy of “Building Safer Communities” promotes every resident feeling safe and secure living in Lewisham and working together towards a borough free from the fear of crime.

4.3 There is a particular emphasis within the “Building safer communities strategy on working with the Police to ensure that stop and search is used in a responsible and intelligence-led manner and on supporting the community to scrutinise the use of stop and search to ensure it is genuinely intelligence-led and to challenge the Police when it is not. There is also commitment to continuing to support the Lewisham Safer Neighbourhood Boards, working with partners including the Police to focus on the needs of local communities.

4.4 The Council’s “A Safe Lewisham Plan 18/19⁵” includes consideration of work on disproportionality in particular the review by David Lammy MP, Dame

⁵ A Safe Lewisham, A plan for 2018-19, March 2018
https://www.lewisham.gov.uk/mayorandcouncil/aboutthecouncil/strategies/Documents/A%20Safe%20Lewisham%20-%20%20A%20Plan%20for%2018%2019%20%2808_05%291.pdf

Louise Casey, and Baroness Young. It also incorporates areas identified by borough partners and residents including “reducing fear, harm and re-victimisation” and “improving trust, confidence and satisfaction” The Plan also seeks to answer the question: “How do we understand and ensure negative bias is reflected upon and protected against?”

5 Stop and Search

- 5.1 Historically the use of stop and search has been controversial and there have been persistent issues relating to disproportionality. In the late 1970s the use of “Sus Law” was particularly controversial. This was the colloquial name given to the stop and search law that permitted the Police to stop and search an individual in suspicion of them being in breach of section 4 of the 1824 Vagrancy Act. It was felt that these powers were being used unfairly by the Police and targeting the Black community. This contributed in part to the 1981 Brixton Riots. The “Sus” laws were then repealed later in 1981. Another important marker in terms of stop and search disproportionality and policing is the 1999 Stephen Lawrence Enquiry which included the recommendation that all stop and searches should be recorded and that there should be publicity campaigns “to ensure that the public is aware of “stop and search” provisions and the right to receive a record in all circumstances”.⁶

“ Nobody wins when stop and search is misapplied. It is a waste of police time. It is unfair, especially to young black men. It is bad for public confidence in the police.”

Home Secretary, 2014

- 5.2 In 2014, Teresa May as Home Secretary announced amendments to stop and search following a review by Her Majesty’s Inspectorate of Constabulary (now HMICFRS). The HMIC report had found that 27% of stop and search records that they had examined did not include reasonable grounds to search people which would have meant that a quarter of the 1 million searches that had been carried out in the preceding year under PACE (Police and Criminal Evidence Act 1984) could have been illegal. The report also highlighted that you were up to 7 times more likely to be stopped and searched if you were from the BAME community and that nationally only 10% of stops resulted in an arrest.⁷ The amendments included clarification of the “reasonable grounds for suspicion” basis and that where officers were not using the powers appropriately they should be subject to formal performance or disciplinary proceedings. The changes also included increased emphasis on public scrutiny ensuring forces published their stop and search data and including outcome data to

⁶ <https://www.gov.uk/government/publications/the-stephen-lawrence-inquiry>

⁷ <https://www.gov.uk/government/news/stop-and-search-theresa-may-announces-reform-of-police-stop-and-search>

help assess “the link or lack of link” between the object of the search and its outcome.
8

- 5.3 The current Policing framework gives the Police general powers to stop and question and stop and search. The definition from gov.uk is attached in the table below⁹. The Powers are principally derived from the Police and Criminal Evidence Act 1984 section 1¹⁰ and section 23 of the 1971 Misuse of Drugs Act¹¹. In addition to these general powers, under the Criminal Justice and Public Order Act 1994, section 60, the Police have additional powers to stop and search in anticipation of or after violence. In the case of section 60 stop and search, this must be authorised by a Police Officer of or above the rank of Inspector that reasonably believes “that incidents involving serious violence may take place in any locality in his/her police area and that it is expedient to give an authorisation under this section to prevent their occurrence or that persons are carrying dangerous instruments or offensive weapons in any locality in his/her police area without good reason.”¹² Section 47A of the Terrorism Act 2000 also gives the Police “no suspicion” powers of stop and search that allow the police to stop and search persons, without reasonable suspicion, in order to prevent acts of terrorism.

⁸ <https://www.gov.uk/government/speeches/stop-and-search-comprehensive-package-of-reform-for-police-stop-and-search-powers>

⁹ Police Powers to stop and search: your rights, gov.uk <https://www.gov.uk/police-powers-to-stop-and-search-your-rights>

¹⁰ Police and Criminal Evidence Act 1984 <https://www.legislation.gov.uk/ukpga/1984/60/section/1>

¹¹ Misuse of Drugs Act 1971 <https://www.legislation.gov.uk/ukpga/1971/38/section/23>

¹² Criminal Justice and Public Order Act 1994

Police powers to stop and search: your rights

The police can stop and question you at any time - they can search you depending on the situation.

A police community support officer (PCSO) must be in uniform when they stop and question you. A police officer doesn't always have to be in uniform but if they're not wearing uniform they must show you their warrant card.

The rules are different in [Scotland](#).

Stop and question: police powers

A police officer might stop you and ask:

- what your name is
- what you're doing in the area
- where you're going

You don't have to stop or answer any questions. If you don't and there's no other reason to suspect you, then this alone can't be used as a reason to search or arrest you.

Stop and search: police powers

A police officer has powers to stop and search you if they have 'reasonable grounds' to suspect you're carrying:

- illegal drugs
- a weapon
- stolen property
- something which could be used to commit a crime, such as a crowbar

You can only be stopped and searched without reasonable grounds if it has been approved by a senior police officer. This can happen if it is suspected that:

- serious violence could take place
- you're carrying a weapon or have used one
- you're in a specific location or area

Source: Gov.Uk, Police Powers to stop and search: your rights

- 5.4 The Home Office statistics for 2016/17 financial year show there were 298,949 stop and search incidents in England and Wales, at a rate of 5 per 1000 people; down from 23 per 1000 people in 2009/10. In 2016/17 there were 4 stop and searches for every 1000 White people compared with 29 stop and searches for every 1000 Black people.¹³ The Metropolitan Police have the highest rate of stop and search in England and Wales with a rate of 17 per 1000 population in 2016/17 within this there were 40 stop and searches for every 1000 Black people compared to 10 stop and searches for every 1000 White people.¹⁴

¹³ Gov.Uk Ethnicity Facts and Figures: Stop and Search

¹⁴ Gov.Uk Ethnicity Facts and Figures: Stop and Search

5.5 At the time of writing this report the 2017/18 data has just been released and shows a slight decrease in overall numbers of stop and searches compared to the previous year with 277,378 recorded overall in England and Wales with the overall rate remaining as 5 per 1000 people. In 2017/18 there were 3 stop and searches for every 1000 white people, compared with 29 for every 1000 Black people. This shows that Black people were over 9.5 times as likely to be stopped and searched as white people; in 2016/17 they were just over 8 times as likely and in 2014/15 they were just over 4 times as likely. Similarly to the previous year, in 2017/18, the Metropolitan Police was the force area with the highest rates of stop and search with 16 per 1000 people.

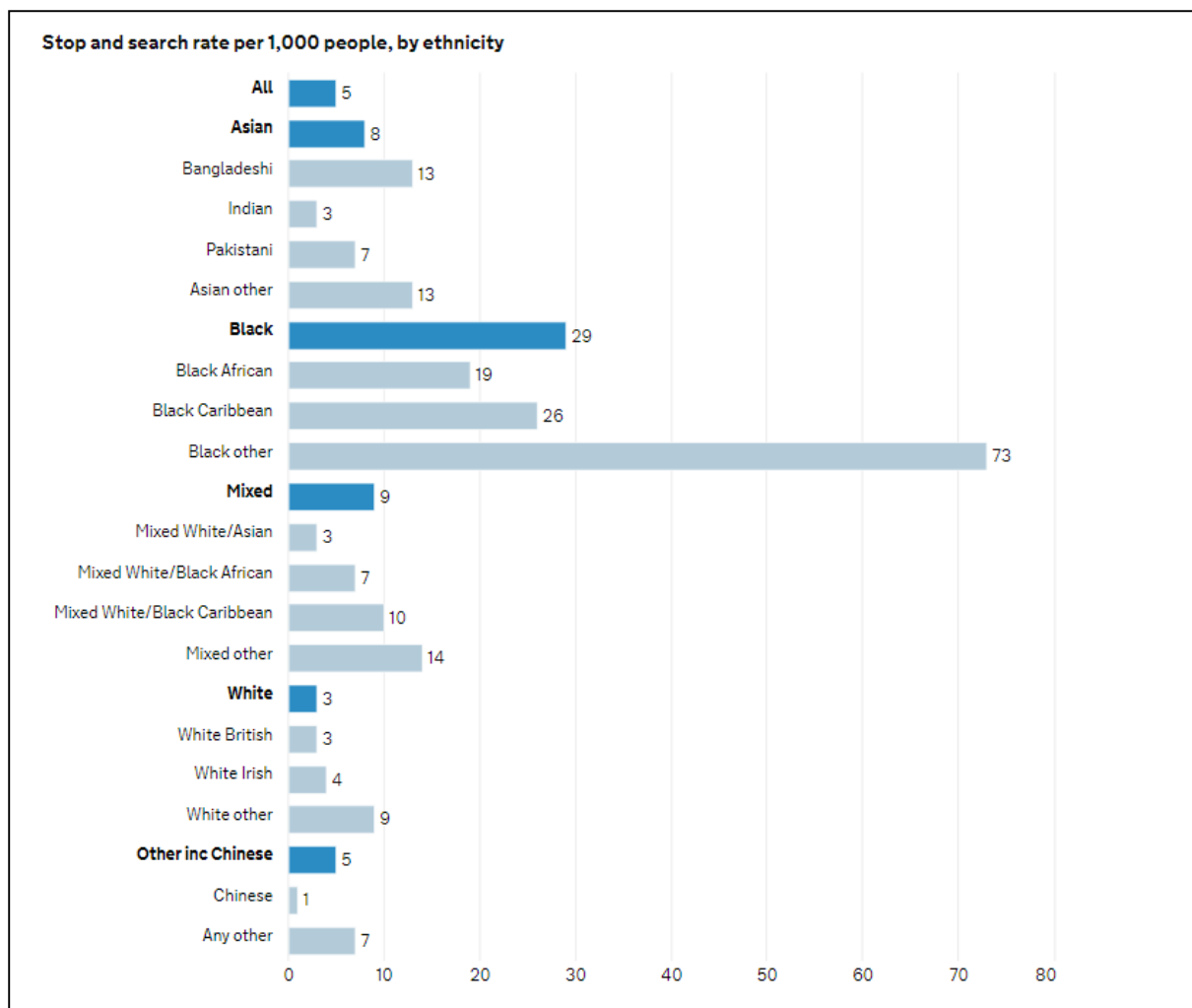
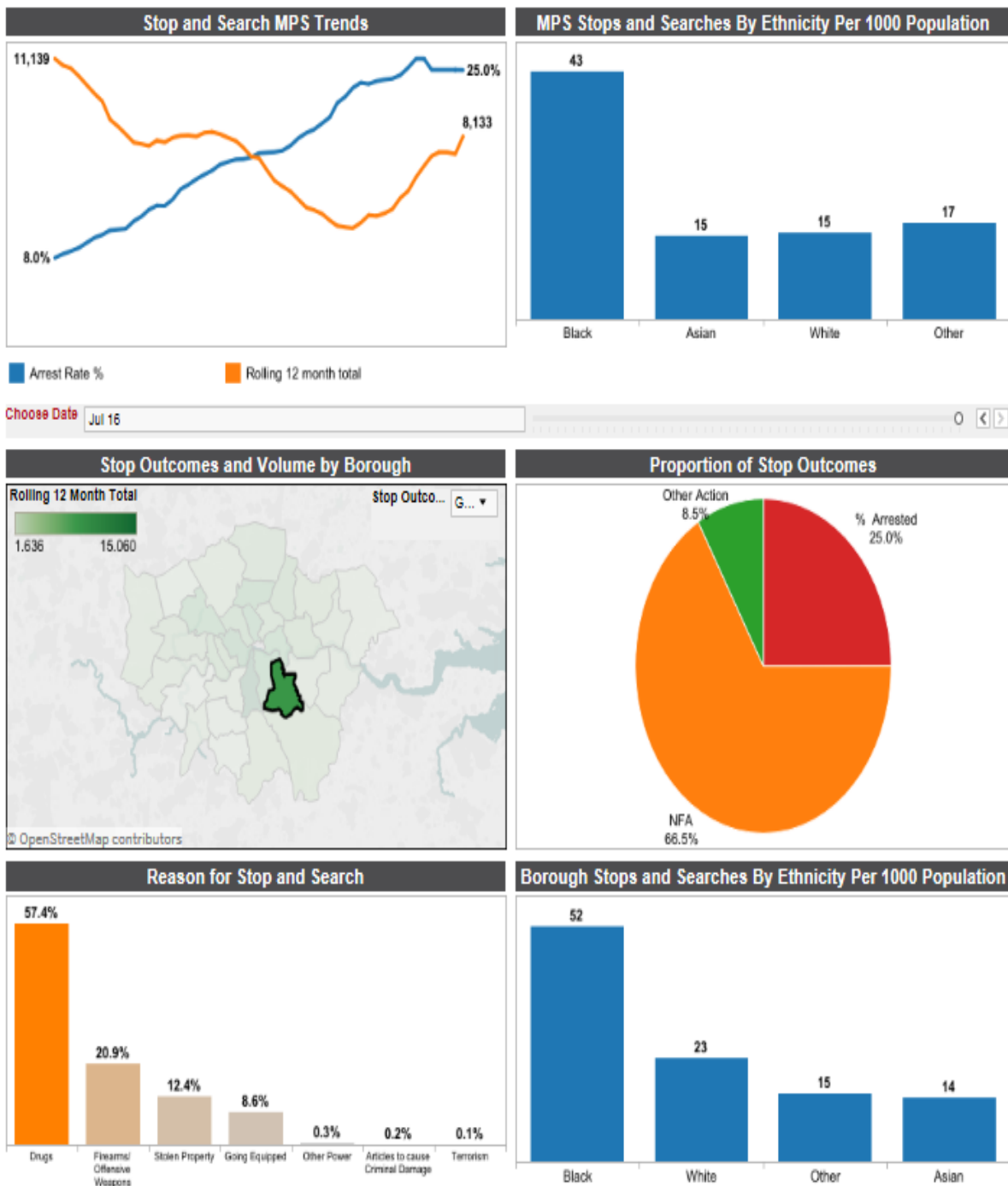


Table 1 - Stop and Searches per 1000 population in England and Wales 2017/18¹⁵

5.6 The Mayor’s Office for Police and Crime produces a borough dashboard on the use of stop and search. The tables below show a snapshot of the Lewisham data based on the 12 months to July 2018. It shows that just over a third of stop and searches resulted in some further action.

¹⁵ <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/policing/stop-and-search/latest>



MOPAC Intrusive Tactics Dashboard¹⁶

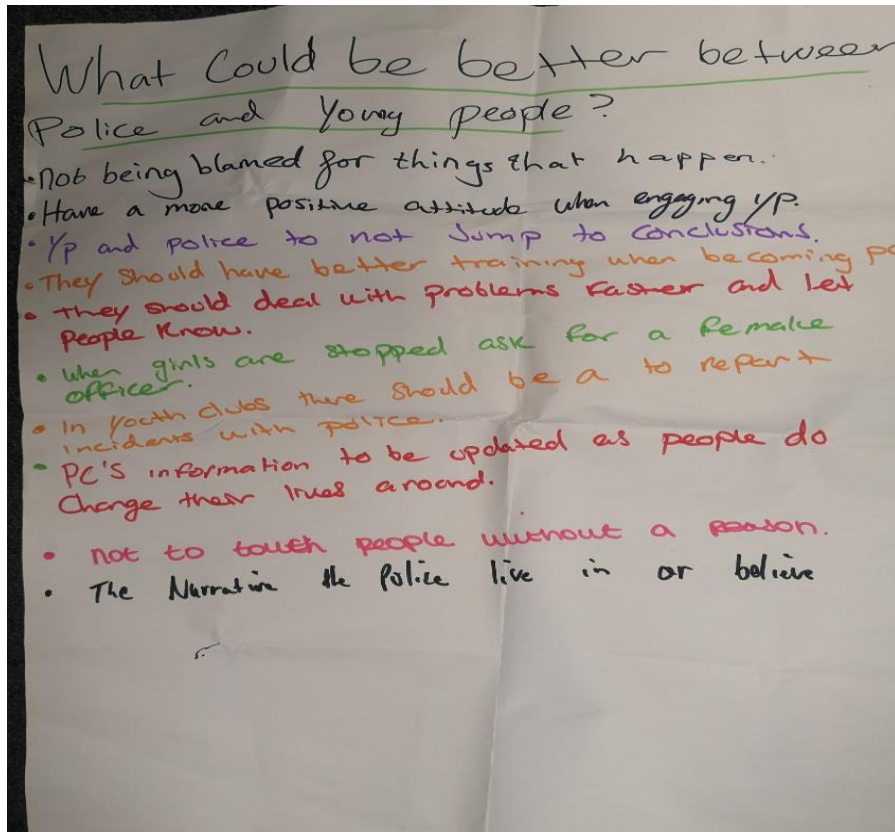
Community Consultation

5.7 As part of the review, members of the Committee carried out a number of consultation events through attending community groups. This section of the report highlights some

¹⁶ <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-statistics/policing/intrusive-tactics>

of the findings from various events and also emphasises the number of events and groups in Lewisham, considering stop and search and Police Community relations. The full summaries of all the meetings attended are included at Appendix A.

Evidence from the Community: Young People



- 5.8 The Committee had noted with concern the high numbers of stop and searches amongst the 14-19 age group and even the 10-14 group and were keen to include evidence from this key demographic. Members of the Committee therefore attended a number of meetings specifically to hear from a range of voices amongst this age demographic. The groups attended included: the Lewisham Police Independent Youth Advisory Group; The Lewisham Council Young Advisors Group; a session at the Somerville Youth Project; and attending a scrutiny session at the London Assembly focussed on stop and search. One Committee member also organised a consultation exercise with young people focussed on stop and search. Full notes on all these sessions are attached at Appendix A.
- 5.9 There were surprisingly similar experiences, concerns and suggestions raised at all these groups and the young people present spoke eloquently about their and their peers' experiences and their suggestions for improvement. Members who attended the sessions were very concerned about the amount of young people who had been personally stopped and searched and about some of the personal experiences raised.

My experience personally has been quite bad, if I am entirely honest. I feel like a lot of young people in quite crime-ridden areas are quite stereotyped. You may grow up in an area that has a high knife-crime rate, for example, but you may not be a part of that percentage of people involved in that crime but, because you have grown up in that environment, you are still being prosecuted as one of those people. For example, there was a point in my life when on my way to school I was getting stopped every single morning. It made me feel like I had to take a different route to school just because I did not want to get stopped and for it to affect my journey.

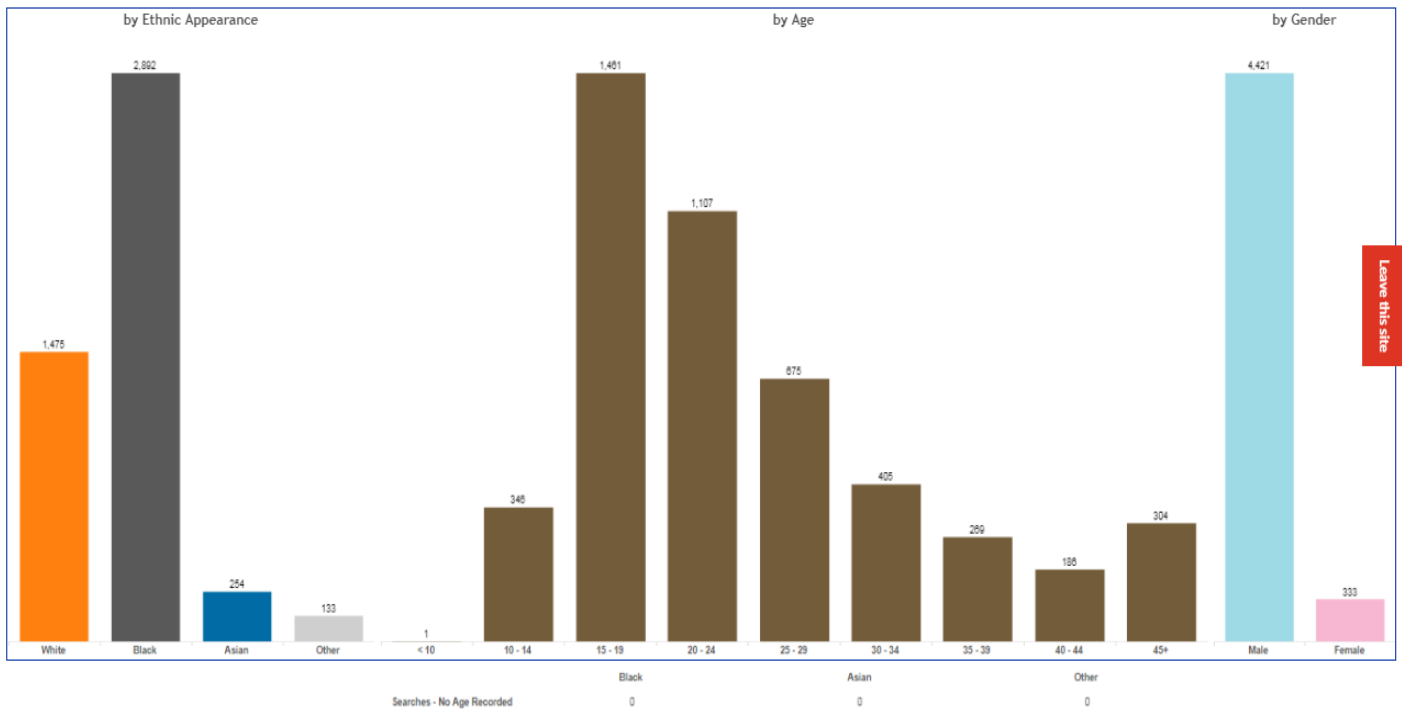
Once you do get stopped, it makes you feel quite powerless. You feel like there is nothing you can do. You cannot get away or anything. You cannot. You just know you have to just face it. There is a point where young people might have nothing on them but they just run away. They do not want to be in that situation again. It makes them feel like they want to avoid it or try to run away.

SOURCE¹⁷

- 5.10 The young people all felt there should be an increased emphasis on politeness and respect. The majority of those present at all meetings did not have a problem with stop and search in itself but felt that it had to be fair and feel fair and proportionate. The Statistics in Lewisham show that the 15 – 19 age group were the group most affected by stop and search in the last year, with those aged 10-19 accounting for 38 % of all stop and searches in the borough during this period. This was of concern to many including the young people themselves. They reported about how intimidating it could feel to be approached by large groups of Police and many of the young people had personal stories supporting how situations had felt unfair and “scary”. There was also a feeling amongst many, that young people were stereotyped based on how they dressed, what area they were in etc. Some of the young people reported being repeatedly targeted such as on the way to school and the negative affect that had on their sense of worth as well as on their opinion of the Police.

¹⁷ Jay Bance (Peer Outreach Team, GLA) London Assembly Police and Crime Committee – 23rd January 2019 <https://www.london.gov.uk/moderngov/documents/b18246/Minutes%20-%20Appendix%201%20-%20Transcript%20of%20Stop%20and%20Search%20Wednesday%2023-Jan-2019%2010.00%20Police%20and%20Crime%20.pdf?T=9>

Table: Search volumes for the year - end of January 2018 to end of February 2019 in Lewisham by age:



SOURCE: Met Police Data dashboard <https://www.met.police.uk/sd/stats-and-data/met/stop-and-search-dashboard/>

- 5.11 As well as a strong focus on fairness and respect, young people mentioned a lack of understanding about young people in general. They felt this could mean that situations escalated unnecessarily due to confusion around language used/ behaviour etc. They felt more should be done for both young people and the Police to have a better understanding of each other.
- 5.12 The young people were also able to eloquently make suggestions for improvement. There was a big focus amongst them on improving communication; the Police working closer with schools; starting at primary level rather than secondary; the importance of BAME role models in the Police; more information about body-worn cameras being needed; Police de-escalating situations before section 60s were needed. Y Stop – S.E.A.R.C.H cards and the Millennium Youth Media videos were seen as helpful in terms of young people understanding their rights. <https://www.release.org.uk/y-stop-project> The Police Youth Advisory Group was itself a very good example of young people and the Police meeting to discuss issues and the Members who attended heard that the young people involved and the Police both found this group beneficial and positive.
- 5.13 Generally there seemed to be a question as to whether there was much point in stopping and searching to such an extent given the negative experiences many had had and that it had the potential to alienate people from contact with the Police. There was also concerns raised that many of the young people did not have an adult present when they were searched and were not aware of their rights and could feel particularly vulnerable and threatened.

- 5.14 The results observed echoed finding in the Youth Voice Survey 2018 a survey commissioned by MOPAC of young people in the capital. The Table below highlights the findings relating to Young People and the Police. The survey also highlighted feelings of safety in the local area and showed that by Year 11, 80% of Young people felt safe at school and 61% felt safe in their local area. The survey noted that young people from a Black background were significantly less likely to feel safe at school compared to those from a white background with the overall figure for all age groups at 76% of young people from a black background feeling safe at school compared to 89% of those from a white background. The survey also highlighted a close correlation between those who feel unsafe at school being significantly more likely to feel unsafe in their local area.¹⁸

Section Summary: Young People and the Police



- The Youth Voice Survey 2018 highlights mixed views towards the police in London, with particular issues emerging around perceived police fairness. However, a sizeable group of young people appear to have not yet formed strong opinions of the police, and this highlights a valuable opportunity to help shape young people's early views.
- When looking specifically at Safer Schools Officers, results highlight beneficial impacts on young people's safety at school. However, results also identify a vulnerable group of young people who feel unsafe at school and also unable to seek help from their Safer Schools Officers. Overall, results highlight the importance of building good relationships between Safer Schools Officers and pupils, and ensuring officers are approachable.
- Results emphasise the importance of ensuring polite and respectful interactions during police Stop and Search encounters, as negative encounters can have detrimental impacts on young people's opinions of the police more broadly. However, less than half of young people stopped said the police were polite, treated them with respect, or told them the reasons why they were stopped, with results particularly low amongst BAME groups.

SOURCE: MOPAC Youth Voice Survey 2018.

- 5.15 A member of the committee undertook workshops in his ward with young local community members. The write up is available at Appendix A. He noted his shock at the numbers who had been stopped multiple times without being arrested and that those individuals all now felt that they would not interact with or report matters to the Police in any circumstances including if they had been a victim of or witness to a crime. Another issue had been that not all the people who had participated in the workshop were aware that a record of the stop and search was required to be made. They were not given a slip and may well therefore not appear in any statistics. Low overall complaints figures as listed in the evidence given to the Committee by the Acting Borough Commander in paragraph 5.43 could also be because many people are unaware of their rights

¹⁸ Youth Voice Survey 2018

https://www.london.gov.uk/sites/default/files/youth_voice_survey_report_2018_final.pdf

regarding complaining or do not feel like any complaint would be fairly considered. There could therefore be issues that are not shown in the statistics presented to the Committee.

Safer Neighbourhood Board - Stop and Search Scrutiny Sub-committee

- 5.16 Members of the Safer Stronger Communities Select Committee were invited to attend the Lewisham Safer Neighbourhood Board Stop and Search Scrutiny Sub-Committee on 10th October 2018 to gather evidence for their review. This group is the MOPAC Community Monitoring Group which is discussed further in the MOPAC evidence at paragraph 5.30 of the report.
- 5.17 Challenges for the group included the accessibility of data from information on the Met Police stop and search dashboard <https://www.met.police.uk/sd/stats-and-data/met/stop-and-search-dashboard/>. Of particular note was that the ethnic appearance in the statistics was reported to be defined by the arresting officer.
- 5.18 Providing details of the stop and search age profile by ethnicity with Lewisham age profile by ethnicity overlaid would be useful. Statistical challenges faced when specifically looking at disproportionality included the age profile information by ethnicity data being largely based on the 2011 census and therefore not necessarily accurate for current figures. In addition to this the rate per 1000 of population did not take into account age profile. I.e. it considers the borough as a whole rather than the ethnicity of a particular age group making the accurate statistics on proportionality difficult to extrapolate.
- 5.19 The Forum were keen to get more information such as:
- Stop and search data overlaid with monthly crime stats
 - Statistics on age profile broken down by race
 - Outcomes data broken down by age and race.
- 5.20 The group acknowledged that it would be useful to view stop and search slips to look for patterns. The group had the right to do this and members were invited to should they wish.
- 5.21 Members of the group felt that more data broken down more simply was key for them to affectively look at the issues. It was also felt it would be useful to look in more detail at stop and search complaints statistics.
- 5.22 Tayo Prince, Chair of the Lewisham Safer Neighbourhood Board (SNB) and Stop and Search Sub-Committee also gave evidence to the Safer Stronger Communities Select Committee at their meeting on 19th December.
- 5.23 Tayo highlighted some of the challenges faced by the group. The group was run by volunteers and it had been a challenge to find people with the required community engagement skills as well as the ability to work with partners and the Police. She explained there had not been many meetings in the last two years due to challenges in getting enough relevant engagement. Some

community members could get very frustrated and angry around issues around stop and search as it was an emotive issue for many.

- 5.24 Other issues included that the Lewisham SNB Stop and Search group (Community Monitoring Group) had not been sending a representative to attend the pan London Monitoring Network due to challenges maintaining and engaging the local group and attracting people with the right skills and experience and time. It was important that they were able to engage with this group to improve chances of influencing policy at a London-wide level and to share good practice.
- 5.25 There had been inconsistency in the Police dedicated stop and search lead and some challenges in getting the data needed in a format that was clear to group members. The group did not have the capacity to do the checking of stop and search slips at the Police Station. The Council had supported the group analysing data at two of the meetings held recently and they were hoping this this could be continued until the group were able to do this themselves.
- 5.26 The SNB were working with Voluntary Action Lewisham to get volunteers with the skills needed. With the monitoring Board there was a level of confidentiality and people needed to commit to a length of time.

Interfaith Forum

- 5.27 Members of the Committee attended the Lewisham Interfaith Forum to seek opinions on the Committee's review. The majority of discussion was around the Prevent aspect which will be covered in section 6.42, but a few comments were raised regarding stop and search.
- 5.28 A member of the forum commented that the black community could feel particularly targeted by stop and search. If particularly communities were being disproportionately stopped those same communities would also be disproportionately criminalised. The forum member felt that Lewisham was nowhere near having good relations between the Police and Black young people and that this had been raised in the past and nothing had changed.

Evidence at Meetings

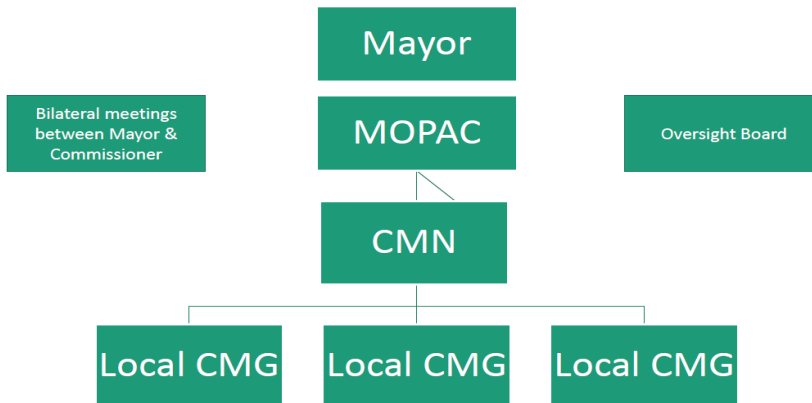
- 5.29 The Committee heard from a number of local, regional and National organisations at their committee meetings. These have been separated into the following areas: MOPAC; local Police; and Stop Watch. In addition to this the Committee heard from the Cabinet Member for Safer Communities.

Mayor's Office for Police and Crime (MOPAC)

- 5.30 The Committee heard from Jamie Keddy, Communications Officer at MOPAC at their meeting of 4th February.

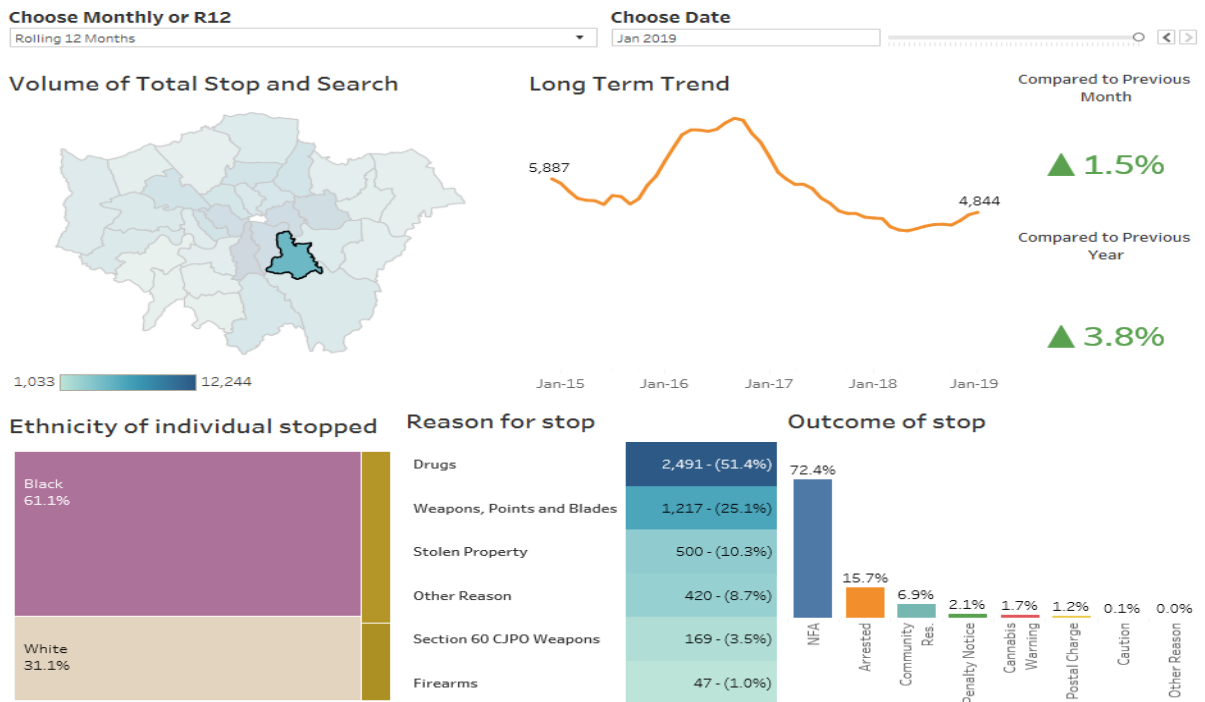
5.31 The Mayor of London is the Police and Crime Commissioner for London. MOPAC provides Police oversight and scrutinises the Police on a range of issues. In terms of stop and search, MOPAC's role is to ensure the Police use their powers fairly, ethically and professionally. MOPAC uses the terms "Oversee; convene; deliver" The Met Police is the largest Police force in the UK covering 32 London boroughs and 8.7 million people.

Current MOPAC structure:



5.32 MOPAC supports the Stop and Search Community Monitoring Groups. (LOCAL CMGs) and manages the Community Monitoring Network (CMN). There is a strong focus on looking at the statistics on how stop and search is conducted in London at these groups. MOPAC uses the Police data dashboard and has also developed its own dashboard which they believe is easier to navigate. The Committee heard that a major part of MOPAC's role was about enabling community members to scrutinise the Police so developing accessible, easy to navigate statistics was really important. The site included outcome rates and long terms trends. The following two tables show data captures from the website based on Lewisham data. The presentation is similar to the Met Data Dashboard but presented in a slightly different way. The data on the site is currently not as extensive as the Met Data Dashboard.

Table: Lewisham Data – 12 months rolling total from January 2019.

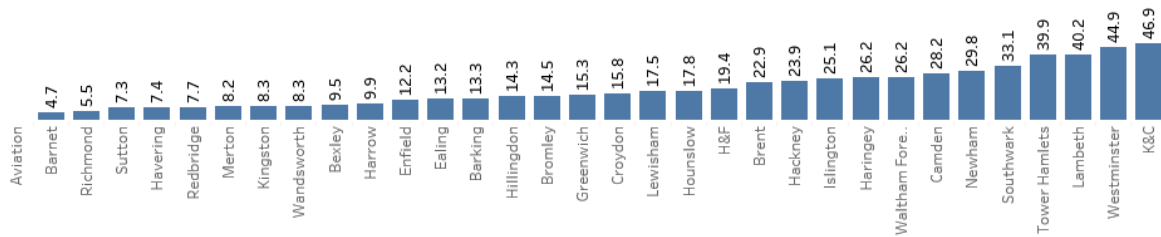


Stop and Search - Disproportionality

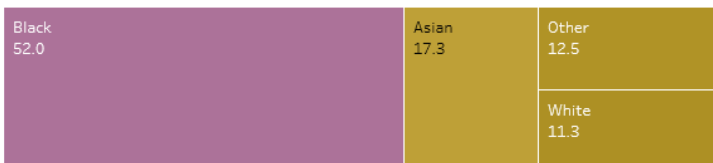
Choose date

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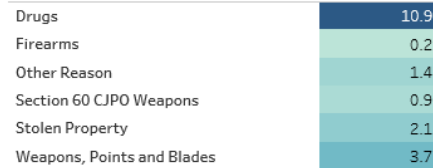
Stop and Search by Borough - Rate per 1,000 pop.



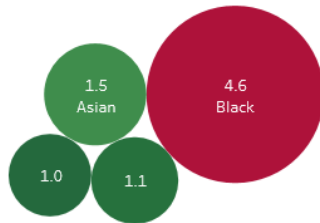
Ethnicity - Rate per 1,000 pop



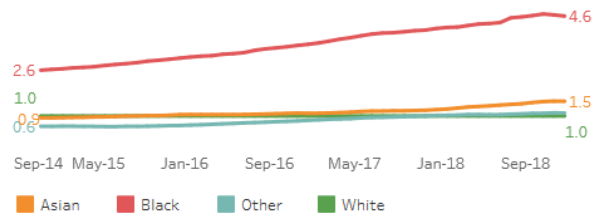
Search Reason - Rate per 1,000 pop



Disproportionality



Disproportionality rate over time



Note: Disproportionality shows the likelihood of an individual being Stopped and Searched based on their Ethnicity compared to another. Here, *disproportionality* is calculated using the Stop and Search rate per 1,000 population for the respective ethnicities. Here we divide the Rate per 1,000 for Individuals of different ethnicities by the rate for White Individuals.

- 5.33 The current structure of scrutiny at MOPAC is based around community monitoring networks and groups with the Mayor at the top with MOPAC underneath followed by the Community Monitoring Network and under that the local community monitoring groups. The mechanisms feed up and down. The CMGs report to MOPAC through their Chairs but they are completely independent. 28 out of 32 London boroughs currently have community monitoring groups set up, as discussed earlier in the report Lewisham is one of the 28 that has a Community Monitoring Group run by the Lewisham SNB.
- 5.34 The Committee heard that Community Monitoring Network meetings were an opportunity for representatives from the networks to hear from senior Police officers on changes to policy etc. For example, the officer in charge of Stop and Search for London regularly attends meetings. It was also an opportunity for local groups to feed into to London-wide policy and share the views and experiences of their local monitoring groups. The meetings take place quarterly.
- 5.33 The 1984 PACE Code states that scrutiny needs to be provided with representatives of the local community. MOPAC fulfils this through the community monitoring network and the community monitoring groups. They look at issues such as grounds, stop slips and disproportionality. Community

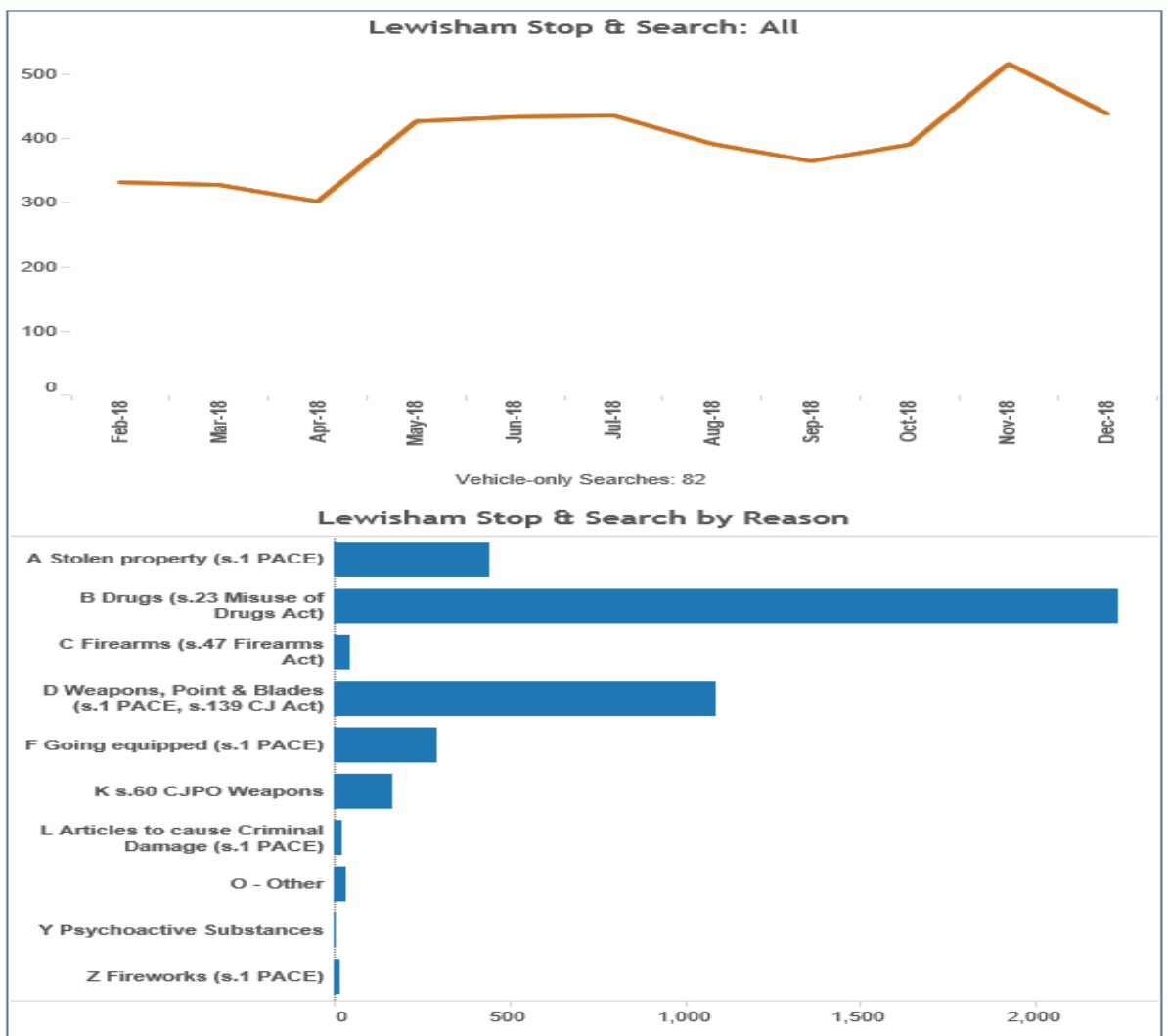
Monitoring Groups are informed when a section 60 is put in place. This is to help inform the local communities to help to reduce community tensions. Some members of the Committee felt that Councillors should also always be informed when a section 60 was put in place.

- 5.34 The Committee heard from Jamie that the feedback from the Community Monitoring Networks was that they generally support stop and search as long as it was targeted and intelligence led. Community Monitoring Groups (CMGs) tended to accept that stop and search was a reality and has a place in preventing violence. However the groups often raised the importance of the “quality” of the encounter. Young people in particular could get a very negative view of the police from a poor quality of stop and search which has the potential to alienate them from the Police over a long period. This was similar to the evidence the committee had heard from young people in Lewisham where the quality, politeness, and fairness of the encounter was seen as crucial.
- 5.35 The Committee was informed that disproportionality was a big concern for the groups. The question that is usually asked is “why are young black men being stopped more” and the response tended to be that young black males were more likely to be involved as victims or perpetrators of serious violence. This is then followed by the question “does that give the Police the right to target young black males with stop and search and the view from the community is that “no it does not” and that is backed up by law; you can’t just stop people based on generalisations in the statistics. The evidence from the Monitoring Group in Lewisham also showed a high level of concern about the disproportionality rates and a strong focus on this area.
- 5.36 The Committee heard that there was not currently much Council involvement in the Community Monitoring Networks and that as Councils had a very good understanding of their local communities and of issues and concerns in their area, increasing council involvement in the monitoring network could be very positive. This linked to the evidence the Committee received from the Chair of the CMG and from attending the CMG meeting and was felt to be a positive way to support the network.
- 5.37 The Committee heard that Community Monitoring Groups tend to have positive relationships with their local Police. The groups have also been able to contribute to local training and pan-London training. For example there have been a number of members who have gone to Hendon to be involved in the training of local officers. One of the biggest challenges was about maintaining a positive and strong relationship between the communities most affected by stop and search and the Police. Opening up pathways for engagement is important. Community engagement needs to be a key part across the borough.
- 5.38 The Committee heard that at MOPAC there is an emphasis on increased transparency and accessibility to local communities and improving outreach work. MOPAC is commissioning 40,000 “know your rights” leaflets which will

go out to young people across London to help people understand their rights in relation to stop and search.

Acting Chief Superintendent Andy Carter

- 5.39 The Committee requested hearing from the South-East Borough Command Unit and were pleased to welcome Acting Chief Superintendent Andy Carter to provide evidence to the Committee.
- 5.40 The London context over the last few years has been of violence increasing and in particular knife crime at a time when stop and search had been falling for a number of years. The Police have been working on using stop and search in an effective way and increasing understanding of the use of stop and search as a Police tactic. Performance data locally and London-wide was an important monitoring tool.
- 5.41 The recent rise in serious violence has meant there has been an increase in stop and search with December 2018 seeing the highest levels of stop and search across London in the last few years.



SOURCE: Met Police Data dashboard

- 5.42 Stop and search is seen by the Police as a critical tool in how to tackle violence and protect the local community. Last year across London stop and search resulted in over 2400 arrests for weapon offences. The Police recognise that it is about using stop and search powers lawfully and respectfully and there being the right level of scrutiny around it.
- 5.43 The arrest rate across London was approximately 16%. The figure for Lewisham over the last 12 months was 21% therefore higher than the London average. In 12 month period ending November 2018, across London there were 335 complaints from stop and searches. In Lewisham there were 39 in this period which, the Committee heard represented a 90% fall from the previous year. Of the 39 complaints, 3 were upheld.
- 5.44 There were 4352 stop and searches conducted in Lewisham in the last year. 51% of the stop and searches were related to drugs with 25% for weapons. This is higher than London average for weapons and lower for drugs. The local community supported more emphasis on weapons compared to drugs in the approach to stop and search.
- 5.45 The Committee heard that Lewisham Police invested a lot in training officers in the local context of stop and search and the need to conduct themselves professionally. They have also developed a local stop and search strategy. There is intense scrutiny internally and highlighting examples of good practice. Coaching was seen as important.
- 5.46 The use of body-worn video has reduced the number of complaints, it also gives confidence to the police in carrying out their duties relating to stop and search. Members of the Committee who attended the Youth Independent Advisory Group (IAG) at Lewisham Police Station also heard from officers present that the use of body worn cameras was a positive thing from their point of view as they felt it was clear and more transparent. It is worth noting though, that some of the young people felt confused and sometimes threatened by the use of body worn cameras and that perhaps this was an area around which there could be more discussion with young people and the community so the use was better understood.
- 5.47 Acting Chief Superintendent Carter informed the committee that Section 60s had been a major contributing factor as to why stop and search had been increasing over the last year or two. It was felt to be a unique preventative power preventing serious violence. He stressed that it was authorised only by very senior officers of Superintendent level or above and always discussed with the Borough Commander before being implemented. Although the power allowed searches without reasonable suspicion, officers still need to use their discretion and judgement. He stressed the use of section 60s was scrutinised extensively through MOPAC and the monitoring boards.
- 5.48 Superintendent Carter felt it could be difficult to quantify the success of section 60s as it is a preventative measure to stop further violence. Serious youth

violence/ gang related violence, significant levels of disorder etc. are some of the grounds for using section 60s.

- 5.49 Following the evidence there were a number of suggestions for ways to reduce the use of section 60s from the public and the Committee: These included working more extensively with youth and community workers and schools officers on an on-going basis to reduce potential conflicts. An example was given that, in a scenario where an issue/conflict had been identified amongst pupils in particular schools they could have a method to immediately focus afternoon lessons on assemblies etc. looking specifically at the issue with the aim of reducing potential conflict.
- 5.50 Judgement exercise workshops with the Police and young people was raised as a way of better working together. The Committee were informed that there was a judgement exercise workshop that the central Police Stop and Search team ran and they invited representatives from the local community monitoring groups to take part. This had potential to be rolled out further.

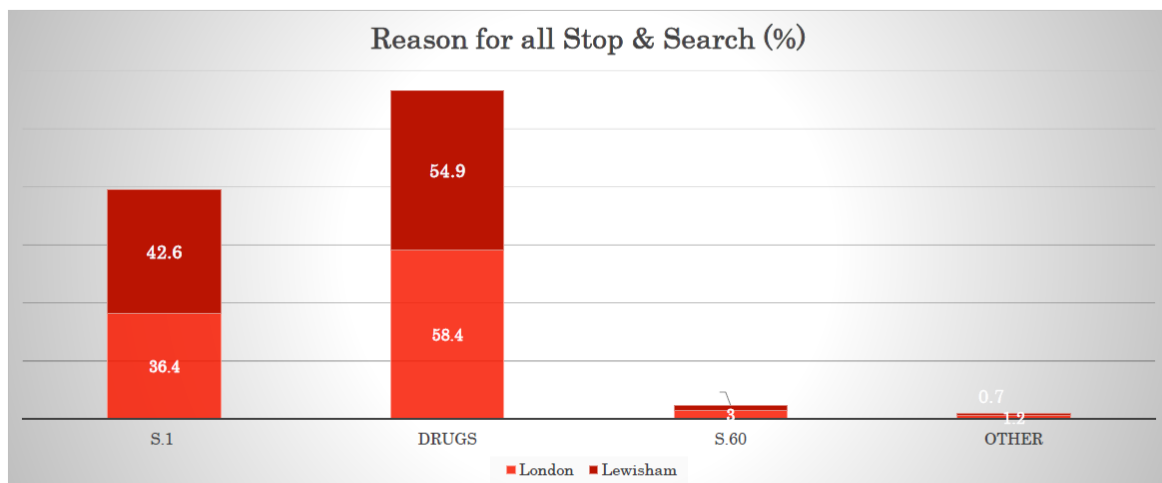
Neena Samota, Stopwatch and Programme Director Criminology and Sociology, St Mary's University

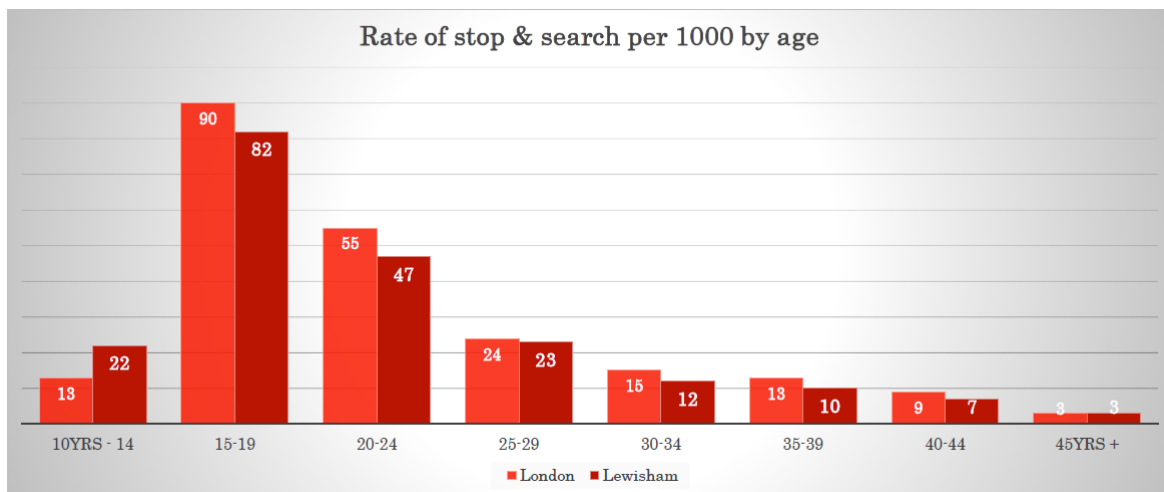
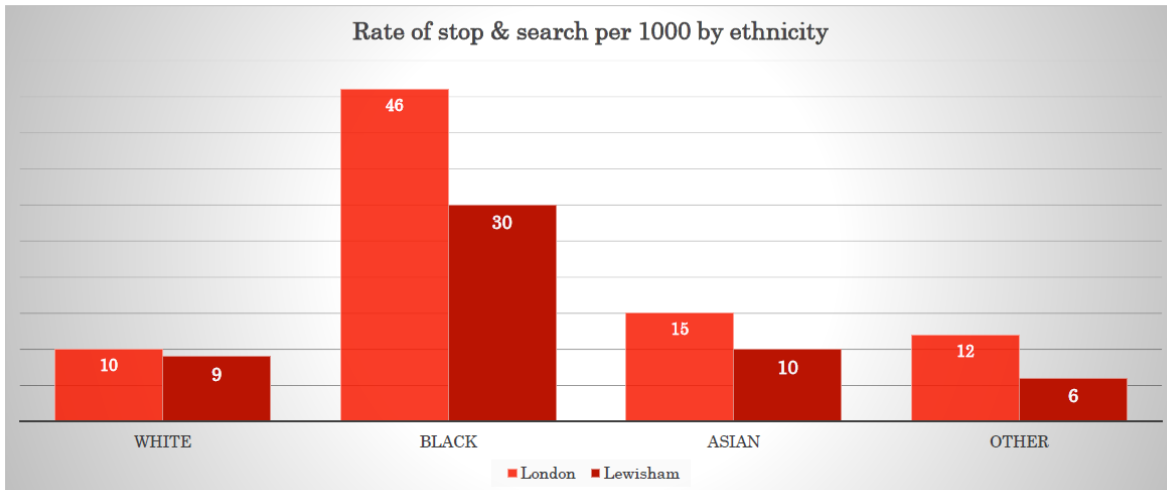
- 5.51 The Committee were grateful to Neena Samota for giving evidence to the committee at their meeting on 4th February.
- 5.52 Stopwatch is a research and action organisation for fair and accountable policing group. It is a coalition of academics, lawyers, community action groups, young people and civil society groups. The aim of the organisation is to promote fair, effective and accountable policing. The organisation has campaigned against disproportionate use of stop and search since 2010, and the use of exceptional stop and search powers and the weakening of associated scrutiny mechanisms.
- 5.53 Stopwatch published their report "The Colour of Injustice" at the end of 2018. The report's findings highlighted that "Black people were stopped and searched at more than eight times the rate of white people in 2016/17. Asian people and those in the 'mixed' group were stopped and searched at more than twice the rate of whites." The report is also deeply critical of the disproportionality amongst drug searches and the emphasis on drugs searches in all stop and searches. This disproportionality is a driver into disproportionality into the criminal justice system more generally. The report also showed that Black people were actually less likely to consume drugs.¹⁹
- 5.54 Stopwatch welcomed the 2013 review of Police stop and search powers by the then Home Secretary and felt that this was an important point for driving more community work and having a greater understating about how these

¹⁹ The Colour of Injustice <http://www.stop-watch.org/news-comment/story/the-colour-of-injustice>

powers were used by the Police and what their impact on local communities could be in particular BAME communities.

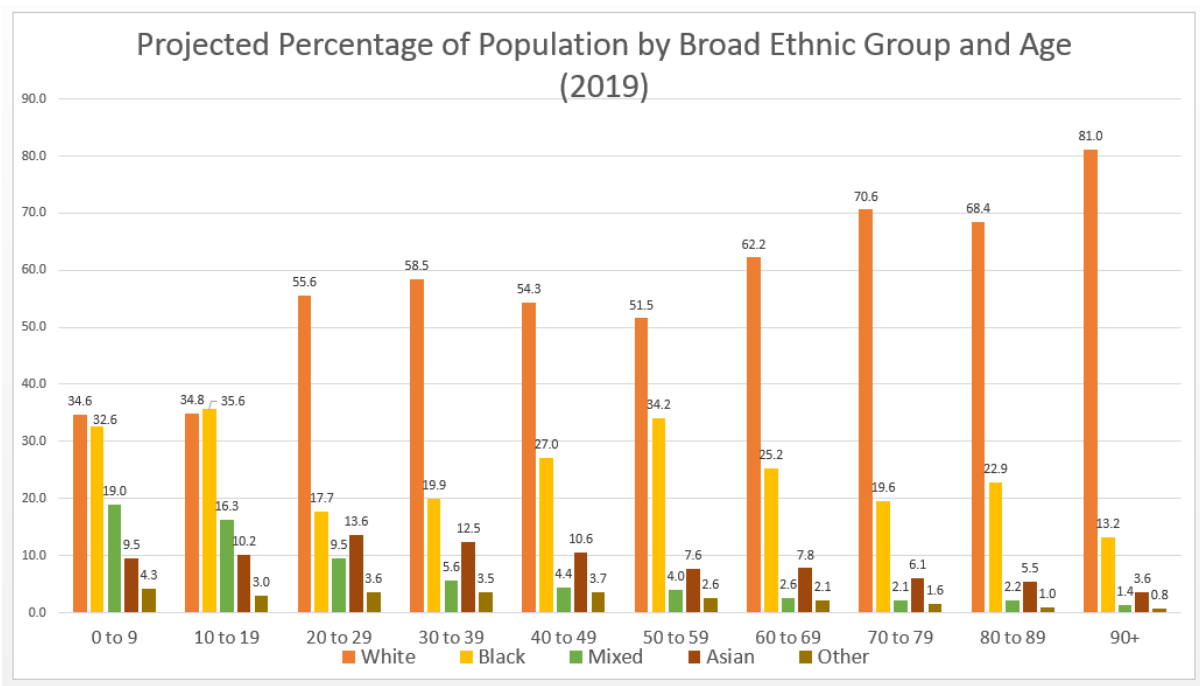
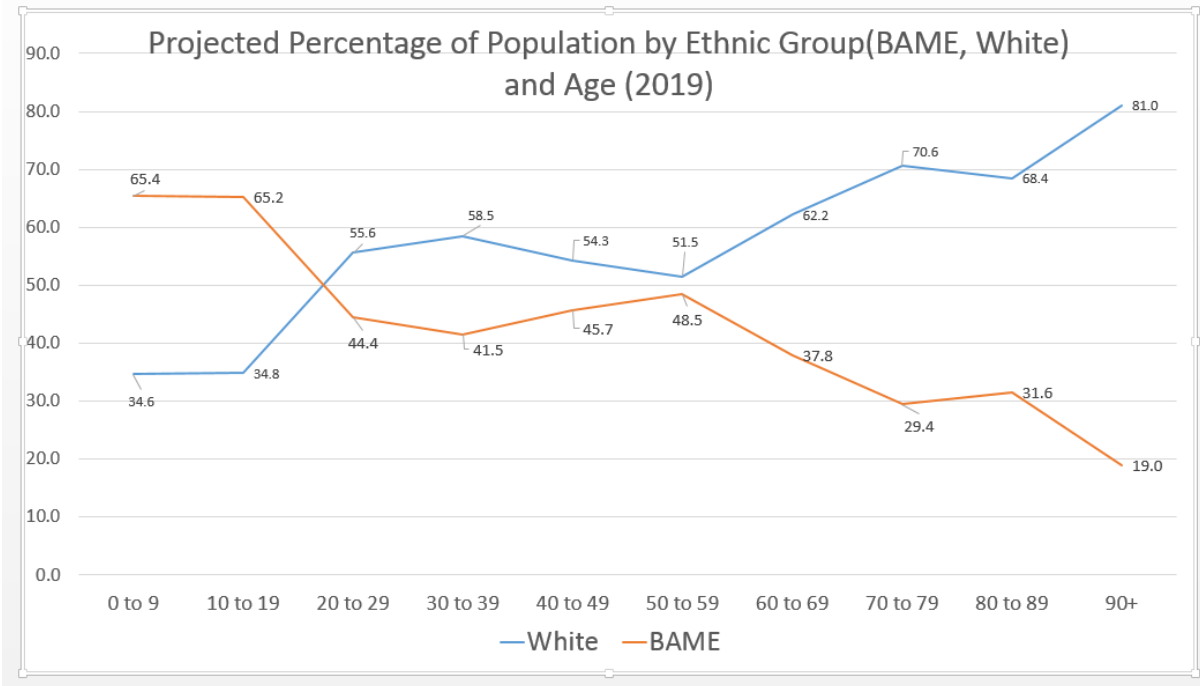
- 5.55 Following the Young Review and the Lammy Review it was a good moment to look at disproportionality generally and stop and search.
- 5.56 Nationally the use of stop and search has dropped significantly since 2012 representing an almost 75% decrease in use of those powers. However, at Stopwatch they believe that the residual use of the power focusses more on policing Black and ethnic minority groups and this is therefore problematic because it is a key driver of disproportionality into the criminal justice system and thereafter disproportionate outcomes.
- 5.57 It is useful to study the Lewisham data compared the Met average to understand what is unique and what is working well. Working with local organisations to get a good picture of the situation locally was important. Neena felt it was positive that the Safer Stronger Communities Select Committee was looking at this matter and having open meetings inviting a range of groups to better understand the local picture. The statistics below are based on December 2017 to December 2018 from the Met Police Data Dashboard.





- 5.58 The reasons for stop and searches remains consistent that the primary reason is looking for drugs. At a London level this is 58.4% compared to 54.9% in Lewisham. The use of section 60 powers came down dramatically after the 2013-14 review across London. Proportionality in relation to section 60 was where a lot of the problems were felt in relation to local community groups as it was a suspicion-less power. The Roberts Case was tested in the Supreme Court which ruled that Section 60 powers must be applied only when strictly necessary.
- 5.59 The rate of stop and search per 100 per ethnicity shows that if you are black you are 3.3 times more likely to be stopped and searched compared to a white person in Lewisham in December 2018.
- 5.60 The rate per stop and search per 1000 by age were based on the 2011 census data in terms of ethnicity and was based on the borough as a whole not broken down per age category. It could be useful to look at the mid 2015 population estimates or even the annual population estimates. In Lewisham the Committee has noted this on other occasions that comparing the rate of stop and search for the younger age groups compared with the overall

ethnicity in the whole borough based on the 2011 census did not necessarily provide an accurate representation of the level of disproportionality. The Committee requested separately information based on the GLA 2016-based Round of Demographic Projections: Local Authority Population Projections – Housing-led ethnic group projections which can be seen in the two tables below. These highlight that ethnic groups in the borough are not a static percentage at all age groups.



- 5.61 Section 23 misuse of drugs act searches per 1000 population in Lewisham also show higher rate of searches for Black people. If you look at males only, the disproportionality increases. The majority of stop and searches in London and in Lewisham result in “No further action” but this is slightly lower than the London wide figure. (67.3% in Lewisham versus 70.01% in London.)
- 5.62 Positive outcomes in terms of ethnic groups is a different picture in Lewisham showing the highest number of positive outcomes in relation to drugs was for Asian groups. In terms of positive outcomes for “going equipped” and weapons offences the highest numbers of positive outcomes were in the white and Asian groups.
- 5.63 Neena highlighted that she felt in terms of future focus, interrogating the data and the scrutiny element is very important, as well as working with local community and youth groups to understand the reality behind the data.

Councillor Joani Reid, Cabinet Member for Safer Communities

- 5.64 The Committee were grateful to the Cabinet Member for giving evidence to their review.
- 5.65 Councillor Joani Reid reported that Stop and Search was a major issue for the community and people cared passionately about it. The Council’s new Corporate Strategy committed to working with the Police to ensure stop and search was used in a responsible and intelligence-led manner and to ensure it is fairly carried out.”
- 5.66 Intelligence-led policing is important but the “reasonable grounds” in the stop and search legislation is not considered sufficient by some within the community as there are young black men who feel harassed and victimised because they are repeatedly stopped and searched.
- 5.67 Positive outcomes often result in personal drug use offences whereas the majority of the public who support intelligence-led stop and search feel there should be an emphasis on more serious crime such as knife and weapons offences. Therefore there are potentially two separate ideas about what constitute “reasonable grounds” and what it should be used for.
- 5.68 Many members of the community are concerned by the high figures of around 70% of stop and searches that result in no further action.
- 5.69 Community-led changes are important particularly involving those most affected. The Community Monitoring group is now starting to meet more frequently. The data they were presented with initially was not easy to navigate. The Council has supported the group with data analysis skills.
- 5.70 The Council can support the group with qualitative data as well such as helping with organising to shadow the Police etc. and analysing body-camera footage etc. This requires reaching out to communities to get a cross-section of people engaged.

Public attending Committee

- 5.71 The Committee were keen to hear from voices from the Community and welcomed members of the public who attended committee and requested speaking rights. This section highlights some of the comments raised by members of the public during meetings and the comments during the discussion by Councillors.
- 5.72 A comment was raised that engagement was a wider issue between community and Police and the Council in general and that National Schemes such a Mini Police – a volunteering opportunity for 9-11 year olds would be good. These schemes had been very successful in some areas and would be a great opportunity for the Police and young people to work together to provide a positive face and role models within the Police force. The Committee had heard that in Lewisham the Police’s current focus with their Schools Officers was in secondary schools as they didn’t have enough resources to work in primary as well as secondary. Members of the Committee also felt work should start at Primary school and highlighted that a lot of people have inherited from their parents a distrust of the Police from historic policing that disproportionately targeted particular communities. Primary school would be key to changing these perceptions.
- 5.73 Unconscious bias training was raised as an issue. Jamie Keddy stated that unconscious bias training had been raised at the Community Monitoring Network meetings and the central Police Stop and Search Team in the Met Police were rolling out a lot of training in unconscious bias and also doing this for new recruits.
- 5.74 Improving communication around section 60s was raised as a potential improvement.
- 5.75 Andy Carter informed the Committee that it was important that the Police were involved in local workshops and it was concerning if people were reluctant to engage with the Police and therefore more had to be done to ensure positive relations. He would welcome any support from the Council or local community groups on how to positively engage.
- 5.76 Sustained support for the community monitoring groups was important to avoid fractures and groups breaking down etc. MOPAC would be carrying out a base-lining exercise to assess where all the groups were at asking for details of group’s structures, numbers, ages of members and how they feel we can support them to get what they need.
- 5.77 The “know your rights” leaflets could be positive to help Londoners understand their rights if they are stopped and searched and what they can do if there is an issue. The aim is to reach young people in particular.
- 5.78 A member of the Committee raised the importance of increasing diversity within the Police to better reflect the communities they serve. It was also raised that many young people who the Committee members had met at the

Youth Independent Advisory Group at Lewisham Police station had raised issues around how they had been spoken to or dealt with by the Police. They were not against the idea of stop and search in itself or even being stopped but they wanted to be treated fairly and with respect and politeness.

- 5.79 The data needed to be improved to help look at more evidence around outcomes and the quality. For example in more well-to-do neighbourhood's people are not being stopped with such high intensity. There was also links to the modern slavery agenda and potential disproportionality within that.
- 5.80 The mistrust of the Police was deep in certain communities and there were many interventions that were potentially needed. There was a big piece of work at a national level to be done.
- 5.81 It was also noted that there were many community members from all parts of the Lewisham community who supported stop and search to tackle serious violence.
- 5.82 A member of the Committee raised a concern regarding the complaints statistics across London and that 355 complaints in London represented only 0.2% of all searches which seemed implausible low and that maybe this was indicative that the people being stopped, primarily young people, may not know their rights or the mechanisms for doing this. The complaint had to be made specifically against the conduct of the officer for this to be considered a complaint.
- 5.83 Close supervision of officers to ensure the best possible behaviour including challenging peers etc. was important.

SUMMARY

- 5.84 The Committee received evidence over the course of the review highlighting many aspects of stop and search and the background to the policy. The main themes in the evidence were around the high levels of disproportionality of those stopped with Black people being substantially more likely to be stopped than White people. The evidence highlighted the young age profile of those stopped which was a concern to many committee members. The Committee heard from MOPAC, young people and the public all highlighting the importance of the "quality" of the stop and search and the importance of it being fair and polite. Many were broadly supportive of stop and search as a policing tactic if it was fair, proportionate, polite and targeted, however there was some evidence questioning the value of it as a policy and highlighting the damage it could do to Police–Community relations. Other areas highlighted included the importance of people knowing their rights in terms of stop and searches which was highlighted by MOPAC, young people and the evidence from Stopwatch.
- 5.85 The Committee heard suggestions from community groups and young people focussing on the importance of positive interactions with the Police such as through Schools Officers and other schemes aimed at young people such as Mini Police. The Committee heard evidence on the importance of on-going scrutiny and the emphasis on this in recent changes to national legislation and best practice models. The crucial

role of the CMGs in this respect was highlighted as well as how the Council could potentially support the CMG in delivering on-going scrutiny and working with the local community.

6 PREVENT

- 6.1 Prevent is part of the UK Government's "Contest Strategy"²⁰ under the legislation from the 2015 Counter-terrorism and Extremism Act²¹. Its aims are "to stop people becoming terrorists or supporting terrorism" with the Act defining the primary outcome as "reducing intent". It forms part of the strategy's focus on the 4 areas: Prevent; Pursue; Protect; Prepare; and is part of the Government's response to the continuing terrorist threat facing the United Kingdom and the threat risk from International Terrorism in the UK remaining at Severe. A key part of the Prevent Strategy is Channel which can be defined as "a multi-agency approach to identify and provide support to individuals who are at risk of being drawn into terrorism."²²
- 6.2 The Counter-terrorism and Extremism Act puts a duty on public bodies such as: schools, colleges and universities; prisons and probation services; healthcare services; and local authorities to assess the risks to their clients and the community and ensure robust safeguarding policies and procedures are in place. Local Authorities have additional duties in respect of partnership working and coordinating and are required to:
- establish or make use of an existing local multi-agency group to agree risk and coordinate Prevent activity
 - make links to other statutory partnerships such as Local Safeguarding children's and Safeguarding Adults' Boards.
- 6.3 The diagram below is from the Government's Contest Strategy and highlights how the Government defines the objectives and some achievements of the Prevent programme:

²⁰Contest – The UK's strategy for countering terrorism, June 2018

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/716907/140618_CCS207_CCS0218929798-1_CONTEST_3.0_WEB.pdf

²¹ Counter-Terrorism and Security Act 2015

<http://www.legislation.gov.uk/ukpga/2015/6/contents/enacted>

²² Channel Duty Guidance HM Government 2015

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/425189/Channel_Duty_Guidance_April_2015.pdf

Prevent objectives

100 The **objectives** of Prevent are to:

- Tackle the causes of radicalisation and respond to the ideological challenge of terrorism.
- Safeguard and support those most at risk of radicalisation through early intervention, identifying them and offering support.
- Enable those who have already engaged in terrorism to disengage and rehabilitate.

Fig 2.3 Important achievements of the Prevent programme



Source: Home Office

6.4 There are three tiers of local authority defined as part of the Prevent Strategy. TIER 1 is for areas deemed most at risk and these areas receive the most funding through from the Home Office. Lewisham is currently in TIER 2 and receives Home Office funding for a Prevent Manager and one additional officer. This will be reviewed in April 2019. TIER 3 authorities still have their obligations under Prevent but receive no funding.

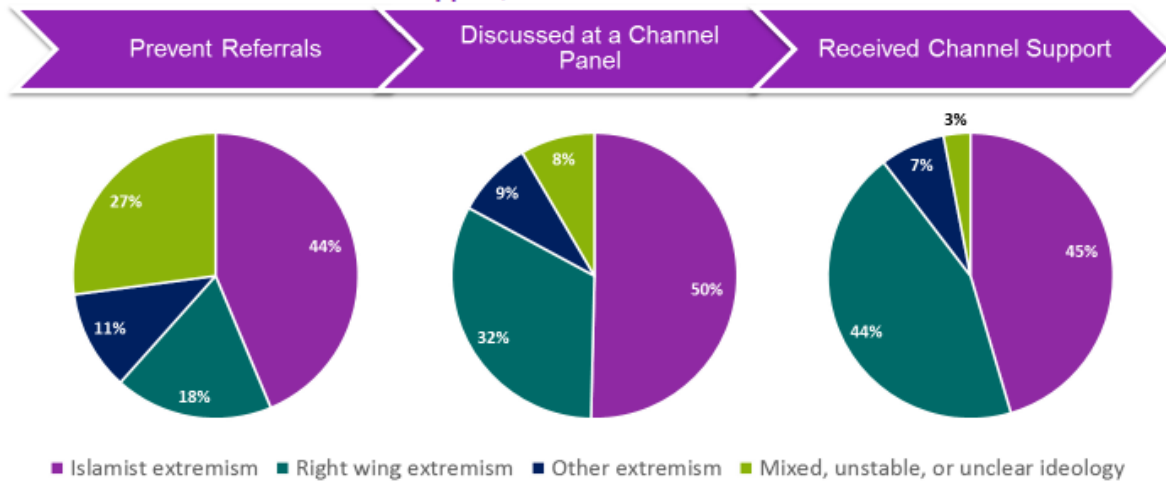
6.5 A number of organisations have raised concerns about the Prevent strategy, arguably the most high profile being the UN Human Right's Council in their report of June 2017. One of the particular criticisms was listed as being "the focus on countering non-violent extremism without a narrow and explicit definition".

6.6 The UN special rapporteur also highlighted concerns heard from civil society groups, students and faith groups as part of the evidence he gave. His report stated: "The Prevent strategy appears to draw a nearly automatic link between extremism and terrorism". The Rapporteur stated that perception of the programme was negative for some groups and that "some families are

reportedly afraid of even discussing the negative effects of terrorism in their own homes, fearing that their children would talk about it at school and have their intentions misconstrued.”

- 6.7 The Government publishes statistics at a regional level and the 2017/18 releases was looked at as part of this review.²³ The Table below shows the types of referral received as a percentage of overall referrals in 2017/18 and Shows that the majority (44%) were referred for Islamist Extremism. In terms of the percentages receiving Channel support 45% was for Islamist Extremism and 44% for right ring extremism.

Figure 4.37: Type of concern of those referred, discussed at a Channel panel and who received Channel support, 2017/18



- 6.8 Of particular concern to the Committee was the high number of children and young people making up referrals and those receiving Channel support. In 2017/18, 57% of the 7318 individuals referred to Prevent in England and Wales were aged 20 years or younger. They also made up 62% of those discussed at Channel Panel and 68% of those receiving Channel support. In addition to this, of the 3,197 individuals referred for concerns related to Islamist extremism, the age category with the largest proportion of referrals were those aged under 15 (841; 26%).

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/763254/individuals-referred-supported-prevent-programme-apr2017-mar2018-hosb3118.pdf

Figure 4.4⁹: Regional distribution of those referred, discussed at a Channel panel and who received Channel support, 2017/18

Region	Prevent Referrals		Discussed at a Channel Panel		Received Channel Support	
	Number	Proportion	Number	Proportion	Number	Proportion
East	457	6%	119	9%	23	6%
East Midlands	686	9%	195	15%	36	9%
London	1,660	23%	262	20%	27	7%
North East	1,223	17%	129	10%	33	8%
North West	1,063	15%	163	12%	83	21%
South East	765	10%	125	10%	64	16%
South West	469	6%	42	3%	27	7%
Wales	353	5%	31	2%	20	5%
West Midlands	642	9%	248	19%	81	21%
Total	7,318	100%	1,314	100%	394	100%

Source: Table D.04, Home Office

Prevent in Lewisham

- 6.9 As a Prevent Priority Area, the Home Office provides Lewisham with funding to employ a Prevent Manager and a Prevent Officer, who are responsible for developing and implementing a strategy and delivery plan with key partners in order to address identified threats. A number of Prevent-related projects have also been commissioned in Lewisham over the past few years. The Lewisham Prevent Team also delivers training to frontline staff, including teachers and social workers. Most secondary schools in the Borough have received such training along with many primary schools. A key element of local delivery is the Channel Programme, which is a multi-agency safeguarding panel to which people at risk of radicalisation and extremism are referred.
- 6.10 Prevent-related activity is driven by a risk assessment, which is undertaken in order to gain a thorough understanding of the risks arising from the threat of radicalisation, extremism and violent extremism in Lewisham. This in turn informs the development of a comprehensive delivery plan which addresses and mitigates these risks. The basis for the risk assessment is the Counter-Terrorism Local Profile (CTLP), which documents these risks and offers up mitigating activity in the form of recommendations.
- 6.11 The second major factor to inform the risk assessment is the requirements of the Counter-Terrorism and Security Act 2015. The Act's statutory guidance sets out duties for all affected authorities and institutions, the implication of which will necessitate additional activity in order to achieve compliance. The activity required to comply with the Act can be summarised as follows:
- A Prevent Delivery Group must be in place to provide leadership, agree risk and coordinate activity

- Understand the range of activities and settings affected by Prevent duties and establish strategic and operational links
- Develop and implement a local risk assessment process which is reviewed against the CTLP.
- Engage with community organisations and places of worship in LB Lewisham
- Ongoing Delivery of WRAP Training to frontline staff from affected agencies
- Support schools etc. to develop robust IT policies
- Equip LBL Members with the skills required to counter extremism
- Develop and disseminate a catalogue of resources
- Embed Prevent in Borough safeguarding policies and training, ensure organisations with whom LA has a relationship are signed up to safeguarding, develop and communicate clear referral pathways
- Ensure publicly-owned venues and assets are not used by extremist groups or individuals
- Understand the range of activities and settings in supplementary schools and tuition centres that support home education and take appropriate and proportionate steps to ensure that children attending such settings are properly safeguarded
- Delivery of Channel and Prevent Case Management Programme
- Respond to terrorism incidents in line with LLAG (London Local Authority Gold) response arrangements

6.12 The Following projects and programmes operate in Lewisham:

- **Lewisham Muslim Outreach (Women's) Programme**
In an attempt to bypass traditional community 'gatekeepers', this project directly targets Muslim mothers utilising ESOL, citizenship and other practical advice, combining these with sessions on radicalisation, terrorism and violent extremism. This project has been delivered by the Afghan & Central Asian Association.
- **Shadow Games Theatre Project**
Delivered by the Second Wave Youth Theatre, this short drama production examines how young people can be groomed and radicalised online in order to commit terrorist offences. With the addition of a post-production interactive question and answer session, this programme has been commissioned for a number of years for delivery in local secondary schools. The success and innovative nature of this project has led to national recognition for Second Wave, and its inclusion in the national catalogue of best-practice Prevent projects.

Evidence at Committee:

6.13 The Committee heard evidence from Abu Ahmed, Head of Local Delivery and Communications at the Home Office. His evidence covered three areas: the

current UK threat level; why they believe people are being drawn to terrorism; and the Prevent model.

- 6.14 The threat from terrorism in the UK is severe. The main threat the government is concerned about is from international terrorism and within this the particular concern is from Daesh. The government has made a conscious decision not to call the group “Islamic State” as they don’t believe they are Islamic or a state. There are a range of other threats faced by the UK including the threat from Northern Irish related terrorism in Northern Ireland and a threat from al-Qaida.
- 6.15 Terrorists recruit and radicalise in a different way now to in the past – for example increasingly using social media such as Twitter, Facebook or Instagram with slick sophisticated propaganda. In this way they reach out to a broader range of people than groups such as al-Qaida did 10-15 years ago.
- 6.16 Around 900 people from the UK have travelled to conflict zones in Iraq and Syria. Around 40% of those people have returned to the UK. Around 20% of people who went have sadly lost their lives. As Daesh’s territory has contracted their calls had become less about people travelling and more about inspiring so called ‘loan actor’ attacks in the UK and other parts of the world.
- 6.17 There were four Daesh inspired terrorist attacks in the UK last year. The UK Police services have disrupted 25 Daesh inspired plots since 2013, 12 of which were in the last year. Toxic, manipulative propaganda leads to vulnerable people becoming involved in terrorist activity.
- 6.18 After every Daesh inspired terrorist attack, the UK sees a rise in far right and extreme right wing activity, using the attacks to create division. Nationally, there has been a surge in the threat from the extreme right wing around the country in recent years. The ideology is explicitly violent for example National Action and there have been a number of arrests in recent years. The propaganda from far right groups is now focusing increasingly specifically on anti-Muslim rhetoric, sometimes mainstream media outlets pick up on misguided reports which can perpetuate Islamophobic or anti-Islamic narratives.
- 6.19 The reasons people get radicalised are diverse and there is no single profile. The majority of people are male but there are women and girls who become involved in terrorism too. There is a range of ethnicities and education levels of people who become involved in terrorism. Few people have a deep knowledge of faith, this can then be exploited. Some patterns regarding past criminal activity and people who have problems with alcohol or substance misuse. Mental health problems in individuals is a factor and groups with nefarious intent can use this to exploit vulnerable individuals, the same is the case with people on the autistic spectrum who also have the potential to be exploited and manipulated. Those without a supportive network of people or who have experienced a particular challenge in life they are struggling to overcome are also vulnerable.

- 6.20 Prevent is focused on developing a programme of work that intervenes in some of the above drivers. The Prevent model is about safeguarding people from getting involved in terrorism. The Home Office were hoping to involve building resilience in local communities, creating safe online spaces and a strong focus on safe-guarding for those at risk. This could include support through mentoring, helping family etc. This would be through the Channel Panel. The newest part of the Prevent programme is the Engagement Programme which is focused on rehabilitating people within the prison system.
- 6.21 The foundation of the Prevent program is about working with community groups on the ground such as KIKit Pathways in Birmingham, an organization visited by the Committee, and working with parents and schools. Over 1 million frontline workers had been trained as part of the program to understand the safeguarding concerns around radicalisation, helping people to know where to go if they have concerns about people. Prevent tackles far right extremism as well. Every area around the country has a duty around Prevent.
- 6.22 Prevent has been seen as controversial. The Government was trying to increase transparency by publishing regional data and rolling out community engagement programs and to better understand the concerns of local communities.
- 6.23 The Desistence and Disengagement Program (DDP) is the mandatory part of Prevent used for example when an individual is released from Prison on Probation. On Channel, consent is required and where there is no consent to take part the Police need to manage on a case by case basis. Currently the DDP is a pilot programme. The review function is currently through the Prevent Oversight Board led by the Home Secretary. Different elements of the Prevent Programme have different levels of scrutiny.
- 6.24 In order to address the sometimes negative narrative in mainstream newspapers and sometimes inaccurate reports both on Prevent issues and in terms of promoting stories with racist currents and undertones, the Home Office is trying to engage with local communities to increase understanding and talk about the Far Right threat more. It is not the Government's role to control the press and there were complex issues around freedom of speech etc. so increasing understanding was seen to be key. The Government also has an integration strategy and an "Anti Muslim-Hatred Working Group" within the Ministry of Housing and Local Government (MHLG).
- 6.25 Members of the Committee felt that more needed to be done at Government level to understand the link between Anti-Muslim narratives in the press and the rise of the far right and extreme right.
- 6.26 Members of the Committee also raised concerns they had heard from constituents around Prevent around the duties on and effect on front-line staff. For example "turning frontline staff into border guards". Training staff around Prevent could create a culture of suspicion. There should be more scrutiny of what the program was doing.

- 6.27 The model of Prevent is about Safeguarding – individuals are groomed in the same way that they could be around a range of issues. The Home Office is reviewing their training, targeting the designated safeguarding leads and additional training around Channel Panels. There are still mistakes being made such as the Parson's Green bomber. The subjects of Channel Panel are considered victims often in the same way that those of other cases of grooming.
- 6.28 The Police have said there are 3000 individuals who were of special interest in terms of terrorism and 20,000 who were known. Plots were moving from conception to execution very quickly. Therefore it was increasingly important to help vulnerable individuals early.
- 6.29 When asked "who monitors the success of the programme and community groups that are funded?" the Committee were informed that some things were easy to quantitatively prove i.e. how much terrorist propaganda had been taken down. The range of projects funded was diverse. An example of the organisation "London Tigers" was given where feedback forms before and after the workshop to measure a change in opinion were completed. The Home Office had Commissioned Manchester University to look at analysing the success of projects on the ground.

London Borough of Lewisham

- 6.30 Gary Connors, Strategic Crime, Enforcement, and Regulation Service Manager, and Martin Gormlie, Prevent Manager, presented to the committee.
- 6.31 Lewisham was a Tier 2 borough based on a government model of assessment of risk. Lewisham had a Home Office funded Prevent Manager and a Prevent Education Officer. Lewisham also received Home Office funding to help support individual local projects.
- 6.32 The Home Office Good Practice models currently included a Lewisham Project: Second Wave, who's "Shadow Games" project focused on radicalisation. There was currently a Lewisham project drawn up focusing on the Extreme Right threat and Lewisham was working with LB Bexley and RB Greenwich on that.
- 6.33 Lewisham had trained around 1000 people on Prevent in the last year and a half. The training package was felt to be good and members of the committee were invited to attend a training session.
- 6.34 As a Prevent borough Lewisham had to have a Prevent Delivery Group. The group met quarterly and was made up of a range of officers including representatives from: Probation, Children's services, Goldsmiths University, SLAM, Counter-Terrorism Police colleagues and different community groups. The current two community groups that sat on the board were Second Wave and the Afghan and Central Asian Association.

- 6.35 Lewisham also delivered a range of training to different organisations within the borough including GPs, Children’s Services practitioners, teachers, youth groups etc. as well as briefings to colleagues and partners. Lewisham’s duty also involved developing a local risk assessment. Any organisation with whom the Council has a contracted relationship had an obligatory Prevent duty.
- 6.36 Lewisham engages with a number of community groups through different mechanisms such as the Interfaith Forum. The team had done work with schools and libraries around embedding safe IT usage. The team also worked with Councillors and delivered training sessions and made proactive contact after major events.
- 6.37 As listed in paragraph 6.12, there had been two main projects over last few years in Lewisham funded by the Home Office through Prevent – a Lewisham Muslim outreach project for women run by the Afghan and Central Asian Association and the Shadow Games Theatre Project run by Second Wave around how someone could be radicalised online.
- 6.38 Counter-extremism strategies looked at the wider harms of extremism not limited to radicalisation this could include hate crime, community cohesion etc. The role works across Faith Groups and works with the Lewisham Interfaith Forum. This would also include looking at extremist speakers. The role also provided community groups support to bid for Home Office funding.
- 6.39 Members of the committee repeatedly requested that further information on Lewisham specific Prevent figures be shared. However, they were informed that the figures for Channel were owned by the Home Office and that the Home Office did not publish at sub-regional level as it could be possible to identify individuals or families as the numbers were sometimes so small. The committee felt that the remit of their review required the information and that specifics of an individual case, i.e. the person’s exact age or schools involved, was not required, just the overall numbers by ethnicity. The Committee felt that the Home Office Policy of not disclosing this data potentially opened it up to charges of a lack of scrutiny. If there was a National Review, the Committee felt strongly that building in a method of regional scrutiny was essential. It is useful to note that since the Committee received this evidence, the Government has now announced (January 2019) an independent review into Prevent Policy.
- 6.40 The Committee heard that although the NUT publicly spoke against Prevent Policy, the Prevent Manager’s experience in Lewisham was that the training had been well received and people understood the purpose and place of Prevent sitting in the school’s safeguarding responsibilities.

18 April 2017

Commenting after the debate on Motion 46, Kevin Courtney, General Secretary of the National Union of Teachers, the largest teachers' union, said:

"The NUT thinks the lack of confidence in aspects of the Government's Prevent strategy is undeniable.

"Prevent reinforces an 'us' and 'them' view of the world which divides communities and sows mistrust of British Muslims. It should be replaced by strategies based on dialogue, transparency and openness.

"The most sensitive and high-profile aspect of Prevent is the operation of the Prevent duty in schools and colleges. The NUT believes the Government should withdraw schools and colleges from the Prevent duty. We hope the Government will work not only with the teaching profession, but also safeguarding experts and curriculum experts to design a better strategy for supporting young people to stay safe, identify risks, think critically and debate controversial issues.

"Teachers want an education system which enables children and young people to think for themselves but act for others, within our multicultural society. Children need imagination, understanding and curiosity. We need safe spaces in schools, overseen by highly skilled teachers who can enable an informed and reflective discussion about some very difficult, highly emotive questions. Prevent has made too many children and teachers wary of open debate and discussion in schools.

"The NUT will continue to monitor the impact of the Prevent duty in schools."

SOURCE: NUT Conference 2017²⁴

COMMUNITY ENGAGEMENT

- 6.41 As part of the Committee's review the Committee were keen to hear from organisations and community groups who had experience of Prevent.

Interfaith Forum

- 6.42 Members of the Committee attended the Lewisham Interfaith Forum to seek opinions as part of the research for the Committee's review. A number of comments were raised regarding Prevent:

A Member of the forum commented that there were concerns that in some communities felt unsupported by the Police and that the Muslim community sometimes felt particularly stigmatised and targeted by the Prevent policy. It

²⁴ <https://www.teachers.org.uk/news-events/conference-2017>

could feel like communities were being spied upon. Those with the wrong concepts of Islam were likely to be reluctant to engage therefore there was a question as to whether it was effective. There was a feeling within the Muslim community that Prevent only targeted Muslims.

- 6.43 A member of the Forum commented regarding the Prevent strategy in terms of the duty on schools and colleges. They felt the duty on educational institutions could make people feel more nervous around faith generally and suspicious of people with any faith. It was therefore felt that it could be counterproductive. It should be implemented differently to ensure it is not making people nervous about faith and damaging positive relations.
- 6.44 Goldsmiths University was working on more multi-faith support for all. It was felt that it was positive for everyone to see different faiths and those of no faith working together.
- 6.45 A comment was made that in the past, Prevent had made people feel very nervous. Some people would not engage with particular charities because they were working with Prevent and felt the organisations were taking money to “spy” on people. It appeared to be more open now. There was an event at Mitcham Mosque on 21st February 2019 on a question time on the subject of Prevent.
- 6.46 A member of the Forum commented that they felt many teachers and lecturers felt like the Prevent duty felt like they were being asked to spy.

Monitoring Feedback on Prevent Training

- 6.47 The Committee felt it was important to see the Prevent training the Council delivered as well as look at the feedback from those who had been on Prevent training delivered by the Council through their Prevent Manager. Feedback forms for all trainings delivered in the last two years were accessed in February 2019 by the Scrutiny Manager on behalf of the Committee.
- 6.48 In total 140 responses were considered representing schools and partner organisations who had undertaken training in the last two years.
- 6.49 The responses were divided into those where all the responses were listed as “excellent” or “Good” post training and those where they were anything below that so at least one comment being “fair” or below or a response of “No” to the question “Do you have a better understanding of how Prevent fits into your day job?”. There was a third category for where the questionnaires were not fully completed.
- 6.50 Overall 107 responses representing 76% were in the first category with every response post training being “excellent” or “good”. 29 responses (21%) were in the latter category and 3% of responses were not fully completed. Out of the 21% of responses with at least one comment of “fair” it is important to note that none of them had any responses listed as “poor”.

- 6.51 There were not many comments listed in the comments sections of the forms but the majority were positive. Comments included: “very informative” “fantastic” “useful – I feel like are school has really good processes in place”.

KiKit, Birmingham <http://www.kikitproject.org/>

- 6.52 Members of the Committee visited KiKit in Birmingham on 11 January 2019. Councillors met Mohammed Ashfaq, Founder and Director of KiKit Pathways to Recovery. KiKit is recognised by the Home Office as a best practice model for Prevent.
- 6.53 KiKit was formed by Mohammed Ashfaq and he was passionate about addressing inequalities around drugs and gangs. He reported that his personal experience had showed him that there was very little support that was culturally sensitive. He questioned why were BME people not accessing services? He felt commissioning was not focussing on BME communities and had previously not been affective. KiKit was set up to address some of those issues.
- 6.54 KiKit was based in one of the most deprived areas of Birmingham. The community had struggled with cohesion issues and in the past there had been times when there was very little consultation done before new settlers. For example, recently there had been 5 coaches of women and children resettled by central government. This had been with no prior knowledge by the local community and no consultation. Community groups had to sort out issues afterwards such as helping people understand the locality and systems including anything from booking GP appointments to when to put bins out. MA noted that this sort of issue can divide communities if not well handled.
- 6.55 The building had been donated by a local business person. Local tradespeople had donated time. MA went back to college to study. The organisation had employed local people including young people and women to address some of the issues faced by women in the area.
- 6.56 KiKit had become one of leading BME services in the country around substance abuse. KiKit had also been commissioned to provide sexual health services and for support around gangs and reducing crime. KiKit was a partner on the local Police Independent Advisory Group. KiKit are a sub-contractor to [Change Grow Live](#). KIKIT deliver BME provision around health. KiKit also work with the Police and Crime Commissioners Office around gangs’ issues. In addition to this, KiKit work on Prevent.
- 6.57 Starting the work on Prevent had been a challenging time as perception of Prevent was about spying and targeting particular groups. There were concerns they (KIKIT) may lose credibility. However, two of KiKit’s service users were arrested and on national news. The two individuals were groomed because of their vulnerability. Prevent sat under safeguarding and it was important to remember that it was addressed in exactly the same way as safeguarding for vulnerable individuals in other areas.

- 6.58 KIKit is now a Home Office national example of best practice. The model used had been evaluated by Coventry University and a vulnerability assessment developed looking at what to do with each individual. The model focussed on cross vulnerabilities to help individuals. These could be around mental health, drugs and alcohol, sexual exploitation etc. and there was a focus on safeguarding. The model was jointly developed with Home Office Psychologists based on push and pull factors and scoring them. This combined a needs assessment and vulnerability toolkit. MA believed KIKit was unique in this development of this approach.
- 6.59 KIKit's work was cross-cutting over three areas - Health and wellbeing - drugs and alcohol - community safety. For the alcohol programme, KIKit had worked closely with Alcohol Anonymous (AA). Mohammed commented that this was originally a Christian faith based organisation. They had worked with AA and with local mosques to adapt the AA model to fit it with Islamic traditions. This developed a 12 step programme to work with via the local mosque. Councillors were shown information about the organisation's 5 phase multilingual support delivered in partnership with Reach Out Recovery.
- 6.60 The diversity in recovery and Muslim Recovery Network focused on addiction. The aims were to develop a care plan based on the addiction. For example, dealing with cravings using CBT (Cognitive Behavioural Therapy), looking at obstacles and barriers for example language and cultural barriers could be looked at in more detail.
- 6.61 KIKit had been operating for 10 years. They felt that patterns for becoming addicted such as peer pressure and experimental use were mirrored across all groups but barriers and obstacles to support and treatment were different. The treatment system appeared to be designed for average white male person and there were very few culturally sensitive services.
- 6.62 Regarding community perception of working with Prevent, Mohammed felt "either we go with what the community says or what the evidence says". At first, Prevent seemed to focus on the Muslim community, "once we started working on it we realised there were a lot of scare tactics being mentioned about it without a base. Nobody has ever asked us for information on the community".
- 6.63 When KIKIT developed a model it was evidenced through the community as to how it would show benefit. The organisation obtained the trust of the community by helping people in the local mosques. 3 case studies are available on KIKIT's website highlighting individuals' journeys.
<http://www.kikitproject.org/about-us/>
- 6.64 KIKit used a social value database that calculated savings for local authorities based on the prevention work that had been done. This model showed the work had an added value of approximately £12 million.
- 6.65 Pathways project - pathways in community on issues of radicalisation and extremism. At the beginning the Prevent Policy was not been rolled out

appropriately. There had been blurred messages and there was a negative perception in some communities. Now there was much more balance.

- 6.66 The aim was about establishing pathways within the community, so people in the community could highlight issues and concerns which could be dealt with within the communities' themselves.
- 6.67 Mohammed gave an example of "a mother whose son was looking up extremist Islamic content on the internet, the son then started saying to the mum that she should cover her face/pray in a certain way. There were also a range of other issues including autism and previous drug abuse. He started to just concentrate on religion and was hanging out with a new similar friend who she didn't know. She didn't know where to go for help and was concerned if she went straight to Prevent could be negative for everyone. She then found out through the local mosque that KIKit could help. Through the mosque she was referred to KIKIT. KIKIT went to her home and were introduced to her son. Counsellors started the process - engaged a mentor – and started to implement the framework. The young man agreed to do the programme and was introduced to a theology expert. He had a manipulated view of the Koran and the specialist was able to show what the Koran actually was. The programme was delivered by the Muslim community in the Muslim community. There were no statutory bodies involved. The mother got help from female support workers. Protective measures were put in place so there was no need to go to channel. The programme sits alongside channel."
- 6.68 The programme works in local mosques - working with Muslim community through the Mosque. Staff and the Imams are trained so that they have pathways in place. The training is on a range of cross-vulnerabilities - drugs/gangs/radicalisation and provides information on services through the local authority. There could be mentoring support either 1:1 or lived experience, or through channel mentor.
- 6.69 At the beginning there was some resistance – people were worried about a range of issues such as drugs/gangs/knife crime/radicalisation. The model was to address the concerns and set up specific pathways for support. If had focussed on Prevent alone it would not have been the same. They developed a vulnerability assessment which they only used when they were concerned someone was being radicalised or groomed.
- 6.70 KIKit was working with the Home Office as an approved channel intervention provider. This meant that referrals directly from Channel could come to KIKit. The organisation was becoming an official channel mentor.
- 6.71 Sometimes programmes were delivered and advertised at Mosques. Some Mosques and individuals were happy to engage with this, others could be a bit more resistant. KIKit found often younger people were happier to engage in this way.
- 6.72 KIKit had worked looking at the work of Dr Lewis Herrington. His research had looked at the propensity of those involved in loan actor terrorist offences of

having a history of substance misuse and their vulnerability to grooming. He considers the importance of the 12 step recovery programme.

- 6.73 KIKit representatives sat on the Community Safeguarding Panel within the Local Authorities safeguarding structure. This sits alongside Channel and people were recruited for membership in a similar way to school Governors recruitment process (skills match and interview/ DBS check etc.). They also worked with the local police Group and partners in the community and voluntary sector. The Schools Prevent Officer also sat on the panel and the panel was supported by Council Leaders. There are options for the community to contribute.
- 6.74 Mohammed noted that some organisations were very strong opponents of Prevent such as CAGE. Sometimes, when errors occurred in national policy these were highlighted to national media and sometimes promoted in certain areas, potentially to turn community against Prevent. He felt that there are some people in the community who do not want the programme to work.
- 6.75 The 2016 Casey Review also contained similar comments and stated in some cases “local leaders have been too ready to complain about Prevent without any real understanding of its work or knowledge of its community-based projects and partnership working with local people on the ground.” Her review goes on to state that: “In order to undermine Prevent these opponents have deliberately distorted and exaggerated cases by purporting to show that teachers have acted disproportionately. Media coverage has often echoed and distorted these criticisms.”²⁵
- 6.76 KIKit was working with 30 mosques - winning over hearts and minds. They often carried out ice-breaker exercises looking at cross-vulnerabilities. Part of their role was around educating the community and developed hubs. Every Friday their practitioners were at the mosques, working in youth services and local colleges. They worked alongside an online project with schools programme around grooming which was separate from KIKit.
- 6.77 KIKit’s Pathwayz programme had engaged over 17 individuals in 2017-18. 375 individuals in total had been provided low level support. Two service users with tickets to Syria were helped, engaged, and educated; they learnt they were victims. 70 individuals had been offered more intense support.
- 6.78 Councillors were shown a video about an extreme right group targeted vulnerable crack addict who was ex-army. <http://www.kikitproject.org/about-us/>
- 6.79 Confidence building in community needed a structure and process. Manchester Council had just commissioned KIKit to set up structures to support the community. Mosques that had been reported as being totally anti-Prevent were happy to work with them through these new structures. There

²⁵ The Casey Review

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575973/The_Casey_Review_Report.pdf

was a 2.5 year commissioning plan. The links made could draw in other faiths for example the Hindu and Sikh community. Other communities suffered from anti-Islamic hate crime and racism.

- 6.80 When working with vulnerable individuals vulnerable, KIKit worked with mentors and outreach workers who reflected the community they were working. This helped people to be actively engaged. The initial connection was very important and once these initial engagement barriers were broken down it became easier. KIKit supported all communities and recognised that marginalisation can take place in all communities.
- 6.81 A really good community cohesion strategy worked to fight extremism and radicalisation. Part of this was through schools and community workshops. Themes such as drugs and gangs and using video clips and case studies on range of issues could help to engage. There was lots of under reporting of issues and challenges faced within the communities.
- 6.82 The Home office allocation from Prevent funded 2 members of staff. Community safety budget could be used for community cohesion events. Mohammed recommended that the Home Office could be approached for funding through their community engagement funding mechanisms.
- 6.83 There could be a challenging relationship between bodies delivering Prevent and the local community and there was not always the same degree of community partnership in this model. It could possibly be seen as “doing to rather than with”. MA felt that Prevent funding should only be allocated where people acknowledge the funding openly and don't keep it secret. He felt organisations who won't openly disclose the funding undermined organisations that do.
- 6.84 KIKit was now working with Luton, Cardiff, Manchester Bradford, Coventry and Birmingham and had been asked for Leeds, Liverpool and Newham.
- 6.85 Mohammed felt that if training for teachers was good, teachers were empowered to only act where necessary and made less referrals. It should be kept in the context of all safeguarding. KIKit had worked with schools and had very good feedback. KIKit encourage schools to work with parents and talk about cross vulnerabilities in the community so the parents are equipped. KIKit found in their experience, once parents understood they were supportive. KIKit worked with Birmingham Council's Prevent Coordinator on this.
- 6.86 Following a question regarding community groups, Mohammed stated that Local Authorities should do more and really hold to account groups they are funding including through proper evaluation. He felt this should be core part of commissioning process which should also include commissioning culturally sensitive services. He felt if it was in the contract etc. that X amount of the BME community had to be engaged then it will be done. It was important that investment in the community and voluntary sector was done well.

- 6.87 At KIKit, clients confidentially did not go to Home Office. The Home Office did not know the names of the people just the details of vulnerabilities etc. and common trends etc.

Summary

- 6.88 The Committee received evidence over the course of the review highlighting many aspects of the Government's Prevent Strategy, including community views and good practice examples. The evidence presented to the Committee also includes the regional statistics on Prevent that are publicly available.
- 6.89 The findings have shown that the policy itself is based on safeguarding, embedding it in settings such as schools and colleges to ensure that safeguarding responsibilities are followed and signs picked up where vulnerable individuals are at risk of being groomed. Where the policy was being implemented successfully there were positive outcomes for community groups and wider society and many community groups and establishments understood and supported the safeguarding emphasis and the necessity for this to be embedded.
- 6.90 However the Committee was very concerned regarding the lack of data available at a local level. The National and regional figures highlighted the number of referrals of children and young adults. There was concern that the local figures were not available even confidentially and that there was a lack of transparency in the policy.
- 6.91 National examples of good practice and ways of working were highlighted, however some negative comments persisted and so committee members highlighted that more needed to be done to engage with different community groups at a National level as well as locally to challenge myths and to ensure rigorous scrutiny including by local communities.

7 Conclusion

- 7.1 The Committee were grateful to all those who gave their time to meet and give evidence to the Committee on this review and felt the voices from the community and in particular from young people had really added value and helped shape the final recommendations.
- 7.2 The Committee was very concerned about the levels of disproportionality that existed in terms of Black, Asian and Minority Ethnic men and boys that are stopped and searched and concerned about the number of very young people being stopped and searched. The recommendations put forward were to help to address and mitigate these concerns.
- 7.3 The Committee was concerned about the lack of available local data on Prevent and felt strongly that this reduced the ability for scrutiny at a local level and fully understanding whether there are disproportionate effects on

particular communities. The Committee felt that better community dialogue was a crucial part of the Council's work in respect of Prevent.

8 Monitoring and ongoing scrutiny

- 8.1 The Committee expects to receive an update on the implementation of any agreed recommendations approximately six months after receiving the Mayoral response to this report.

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