

Safer Stronger Communities Select Committee Supplementary Agenda

Tuesday, 12 March 2019

6.30 pm, Committee Room 4

Civic Suite

Lewisham Town Hall

London SE6 4RU

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This meeting is an open meeting and all items on the agenda may be audio recorded and/or filmed.

Part 1

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SAFER STRONGER COMMUNITIES SELECT COMMITTEE			
Report Title	Local Assemblies Review 2018-19		
Contributors	Paul Gale Local Assembly Manager Winston Castello Community Enterprise Manager		
Class	Part 1	Date: 12.03.19	Item 6

1. Purpose

This report provides an update on the work of the 18 Local Assemblies in Lewisham for the Safer Stronger Communities Select Committee.

2. Recommendation/s

Members of the Safer Stronger Communities Select Committee are recommended to note the content of this report and the future actions listed in section 5.

3. Policy Context

- 3.1 Section 138 of the Local Government and Public Involvement in Health Act came into effect on 1 April 2009. It places a duty on a local authority to involve local representatives when carrying out 'any of its functions' by providing information, consulting or 'involving in another way'. The Local Assemblies programme is a key aid to the London Borough of Lewisham in fulfilling this duty.
- 3.2 Prior to the Act, in May 2007, the Mayor's Commission on Empowering Communities and Neighbourhoods recommended that the London Borough of Lewisham introduce local ward assemblies for each of the borough's 18 wards. The Commission's objective was that these localised bodies, defined by the active involvement of ward councillors, would enable the people living and working in each ward to have a stronger and more direct influence in shaping their local community, supporting an ongoing process for identifying and resolving local concerns and implementing local solutions. The Local Assemblies programme was established in March 2008.
- 3.3 The Local Assemblies programme particularly helps to deliver the Lewisham Sustainable Community Strategy priority outcome 'empowered and responsible – where people can be actively involved in their local area and contribute to supportive communities'. The programme is also helping to deliver the corporate priority 'community leadership and empowerment – developing opportunities for the active participation and engagement of people in the life of the community'. Individual projects funded by the assemblies also help to deliver other corporate priorities.

4. Local Assemblies Update

- 4.1 This section provides an update on Local Assembly activity in the last year.

- 4.2 2018-19 represents the eleventh full year of the Local Assembly programme. Average attendance at Assembly meetings for the full 2017-18 year was 151 compared to 163 the previous year. This figure includes community events held by many assemblies, which attract a larger turnout. If community events are not included, the average attendance for formal Assembly meetings is 82, as at the end of February 2019. It should be noted, though, that we have seen some very large formal Assembly meetings including 170 attendees at Catford South and 134 attendees at Grove Park.

Information collated from Assembly Feedback forms indicates that 29.1% of attendees are attending a ward assembly for the first time and that 85% of attendees will attend a further assembly meeting with 14% responding as maybe.

- 4.3 Coordinating Groups continue to play an active role in the planning of the assembly meetings and at present we have 134 active Coordinating Group volunteers (not including ward councillors). Coordinating Groups are integral to the programme and a good Coordinating Group will fulfil many functions including:

- Planning the assembly meeting
- Evaluating the feedback, what worked / did not work
- Ensuring that the assembly is representative of the ward and fully inclusive
- Helping to promote the assembly
- Provide information to assemblies to assist them in making decisions
- Where relevant, help to assess funding applications to ensure that they meet the assembly's agreed criteria, benefit the ward, are value for money, that there is evidence of local need and that they are not duplicating existing provision.

Several Coordinating Group events, bringing representatives from all Coordinating Groups together, have now been held at the Civic Suite with the last event taking place in October 2018. These events are very well attended by both Ward Councillors and Coordinating Group volunteers and represent an ideal opportunity for the Groups to get together to exchange views and ideas. Key Speakers are invited to these events and the subjects covered at October's event included the Local Democracy Review, the Local Plan and Lewisham's Transport Strategy.

- 4.4 Local Assemblies have acted as a catalyst for some key areas of community development. In some cases, Assemblies have used Assembly funds as a way of pump priming activities. In many cases, the Assembly has also provided a network for bringing communities of interest together to develop activities to address local priorities. The case studies provided below demonstrate the wide range of initiatives that have been developed – some of which are very locally specific but some have wider applications in other parts of the borough. Many of the case studies demonstrate innovation achieved through partnership working.

Telegraph Hill Assembly, Honor Oak Estate Steering Group - In 2018 a steering group for The Honor Oak Estate was established in response to community concerns around safety following gun & knife incidents on the estate. The meetings are Chaired by a Councillor & partners include community teams from both the social landlords, the TRA, the community centre steering group, Youth First, the Head Teacher of Turnham School, the community garden & Ward Assembly Development Officer. This group

identifies projects that can be undertaken by the group & its various partners. They also call on specialist support such as organisations who address youth violence. This joined up approach allows a quick response to any issues that are identified by the community.

One such project was led by the TRA who held a Windrush Compensation Surgery with Home Office which was held prior to their AGM. The Assembly led the Twitter campaign & around 50 people attended. This was reported at the Independent Committee looking into the Government's handling of Windrush & is now being called the 'Honor Oak Model', cited as best practice on how Councils can support their communities by the Home Office.

New Cross Assembly, Reaching out into the Estates - A pop-up Assembly event was held on the Crossfields Estate so that the Assembly could engage with parents & children who were coming home from school. The event was organised in partnership with Lewisham Homes and the Albany's Gardening project, with each partner providing activities for the children. This gave the opportunity to carry out consultation on a mural (generating ideas for the design), together with interest in community gardening and estate improvements together with any specific issues and what activities young people wanted. Young people were asked whether they used the Richard McVicar Adventure Playground. Whilst some did, many children did not use it as it was seen as being too far (even though most of the children did go to Deptford Park which was almost twice the distance). To combat this they were able to allocate Tideway funding to a walking bus service from Tidemill Academy and St Joseph's School which will start in Spring 2019. More pop-ups will be planned for 2019.

Evelyn Assembly, Tackling Food Poverty – This is one of the main objectives in Evelyn Ward with 3 of its 10 Local Super Output Areas (LSOAs) in the bottom 20% against the Income deprivation Affecting Children Index and a further 6 LSOAs in the bottom 10% which one area, ranked 279th is in the bottom 1% in the country.

Deptford Play Club is an award winning, volunteer led project which is leading on Sugar Smart & healthy eating agendas They provided food for the autumn Assembly event, at which the children took part in forest school activities and planted as part of the Evelyn 200 project . This was to celebrate the 10th anniversary of services. The community and the Assembly have also been working with Lewisham Homes on the People's Supermarket in two community centres. This provides members with a range of healthy food for a small membership fee each week (average savings in similar projects are circa £37 per week). The Assembly has funded the volunteer training programme and S106 funding has ensured that the IT systems and Wi-Fi improvements are undertaken to support the project which will run from Evelyn & 2,000 Community Action Centres. Lewisham Homes will also be providing advice and employment services during opening hours.

Sydenham Assembly, Fun Palaces - In March 2018, Sydenham Assembly took the decision to support a Fun Palace the following autumn, as a way of bringing the whole community together, create a sense of pride in Sydenham, reach out to people who may be isolated and may not engage with Assemblies, and increase people's confidence and engagement with arts and science in the broadest sense.

The Fun Palaces were a resounding example of community action, with 98 Fun Palace "Makers" (the people who pitch in to make it all happen) across Sydenham, of which 47 were volunteers. The Fun Palaces took place at four very different community venues, each opened up free of charge for the weekend, and were attended by over 500 people.

Chair of Sydenham Assembly, Councillor Liam Curran said: “The Assembly voted to try our first-ever Fun Palace and it was a resounding success. It’s a great event that helps to build community spirit, enables people to learn more about their neighbours and their neighbourhood and can spark new social action and activities in the area.”

All sections of the community rose to the challenge including young people, the police, beekeepers, artists, singers, dancers, gardeners, cooks, photographers, piano players and many more besides.

The Maker teams were very inclusive including people aged under 18, over 65, disabled people and people from BME backgrounds. Maker teams all met new people and made connections, with several plans emerging for more partnership working in future. The community were so enthused by the Fun Palaces experiment that a steering group has formed to plan the next one, with several funding bids in to the Festival of Creative Ageing for age-related Fun Palace projects.

Growing out of the Fun Palaces, James Ross from Hunter Youth Support, a local Sydenham community group that works to prevent youth and gang violence and grew out of the tragic death of a young man in Sydenham 5 years ago, is now partnering with local arts company Spontaneous Productions to deliver a project for young people in Sydenham Ward affected by violence and youth crime to tell their stories through theatre. This exciting community development will give the young people an opportunity to be involved in workshopping ideas and working with professional actors to present a show which will be performed free at the TNG youth centre as well as at a ticketed event at the Sydenham Centre.

Perry Vale Assembly, Engaging with hard to reach communities at Lark in the Park - Perry Vale’s annual free community festival has grown significantly from being attended by around 500 people in 2015 to 1500 in 2018. This has been achieved through reaching out to wider community including local businesses and “harder to reach” community such as newly-arrived refugee groups, and partnering with local arts organisation Sydenham Arts who worked with a variety of schools and community groups to deliver a music and performance element to the festival.

The Development Officer worked with Syrian refugees group Min Albi to enable them to take part in Lark in the Park and build their social enterprise providing employment for newly-settled Syrian refugees. A small amount of Cllrs Discretionary Funding was provided to pay Min Albi to provide lunches for the festival volunteers and police cadets. This gave the group sufficient guaranteed takings to enable them to bring a food stall to the event. A large group of refugees took part including families with young children. They enjoyed being at the event and meeting the community and felt valued by contributing to a festival. Their food was extremely popular resulting in them at least covering their costs and gaining sufficient confidence to move further forward with their social enterprise plans

Perry Vale Assembly Fund also supported Bloom Bakery which provides training for unemployed people. In return Bloom Bakery supplied cakes to local groups such as Carers Lewisham and local Assemblies, which enabled the unemployed trainees to feel valued for their contribution.

Brockley Assembly, supporting Luxmore Gardens - Friends of Luxmore Gardens (FoLG) is a constituted community group, formed in Autumn 2016, with the aim of bringing about much needed improvements to Brockley’s rather neglected local ‘pocket park.

In November 2016 FoLG were awarded a £1,000 Brockley Assembly grant which was used to carry out a comprehensive survey of park users to establish local priorities for improvement. The grant also provided funding for

community events in the park – the ‘Luxmore Gardens Party’ and an Easter Egg Hunt celebrated the park plus a series of nature-based activities and planting sessions were run to observe and enjoy nature in the park throughout the seasons.

Thanks to this initial funding FoLG had a strong base to successfully apply to the Mayor’s Greener City Fund which aims to increase access to green spaces and nature and encourage biodiversity in the capital. This grant was awarded in Dec 2018 and the ‘Love Luxmore’ project has seen FoLG transform the park, with thousands of new plants, a ‘bug hotel’, new seating and a layout overview which has seen many of the mature bushes and trees pruned and reshaped to create light and a sense of openness plus safe den areas for children to play in the bushes.

‘Play Luxmore’ is Friends of Luxmore Garden’s most recent success came in September 2018, when they secured £60k funding from the Veolia Trust to refurbish and reimagine the play area and create a wider range of play and leisure opportunities in the park that appeal to all ages. They have attained some match funding via a section 106 agreement from the development adjacent to the park, Sport England and they were successfully awarded £1,973 from the 2018/19 Brockley Assembly which were requirements to secure the Veolia Trust 60k.

The ‘Play Luxmore’ project aims to offer physical and natural play opportunities and encourage social interaction between different ages. The current play apparatus is suitable for children up to the age of approx. 7 years of age. The play area will be enhanced with new swings and a wooden climbing structure to suit a broad range of ages. Natural play and interaction with nature will be encouraged with a den area, a mud kitchen and other measures. A drinking water fountain will provide free water to park users. The icing on the cake will be the installation of a permanent table tennis table – this was one of the most popular items with all ages in their original survey.

Crofton Park Assembly, Supporting Community Groups – Over the past few years the partnership between the Local Assembly Development Officer and the Community Forum Development Officer has seen the formation of some significant community partnerships within the ward. New organisations such as Cinderella Line continue to be supported as they work towards improving the train service from Crofton Park. This year the assembly has supported the Crofton Park Community Association as they try to take on the management of the old Barclays Bank building and turn it into a community centre and small community premises such as Ewart Road Clubhouse have been supported financially as well as encouraged to hold assembly meetings.

Grove Park Assembly and Job Fair – In partnership with ChART (Chinbrook Action Residents Team), this took place at Coopers Lane School with the assembly meeting following on from the Job Fair. Nearly 150 attended the event with many staying for the whole duration. The Job Fair consisted of numerous local organisations and employers talking about opportunities and training as well as tackling money issues and healthy eating. The assembly itself ran a dementia awareness exercise which was very well received. Overall the whole event was a huge success and a further joint event will take place in the future.

Whitefoot and Downham Assembly, ‘Fix My Street’ - To counter the prolific fly-tipping in the ward, attendees have been asked to bring along their Smartphone to the assembly. They have then been shown how to download and use the ‘Fix My Street’ app as well as other council services.

Bellingham Assembly, Bellingham Together – Following the tragic fatal stabbing of Jai Hughes outside Morleys in Bellingham, the Bellingham Assembly supported the police with the Bellingham Together event held at Athelney School. The event was fully supported by the local community who attended in droves despite the cold weather. Ultimately, the message was clear and the Bellingham community came together on a cold Saturday afternoon to demonstrate its support for Jai and for the community as a whole. The Bellingham Interagency Meeting continues to be supported by all the local organisations and has now been running for nearly 10 years. Meeting bi-monthly and linked closely to the assembly, the Interagency along with the assembly acts a conduit so that events such as Bellingham Together can be organised with relative ease.

Lee Green Assembly, a conduit for change - Working with residents the Lee Green Assembly appointed a working group to work with Council officers to look specifically at measures to reduce rat running and commuter parking during peak times. The demand for traffic to be removed from local streets has increased dramatically as a result of heightened concerns about air quality, expectations linked to the new 20mph and drivers avoiding traffic on the A20. A traffic survey conducted by a local group LeeLive provided a better understanding of the depth of the problem and helped informed discussion around looking for possible solutions. As a result of the advanced work conducted by the Assembly around these issues, Lee Green was selected as one of the pilot areas for the new Transport Strategy programme 'Healthy Neighbourhoods Plan'. This plan will promote increasing walking, cycling and public transport use, reducing traffic and improving air quality at the heart programme. Lewisham transport division is also planning to consult residents in April 2019 on the introduction of CPZ in areas currently not covered by the scheme.

Ladywell Assembly, better streets - In spring 2018 Brockley Better Streets began building a network of residents from both Ladywell and Brockley wards who wish to work together to help make their roads safer and better, creating a "Healthier Streets Approach". Brockley Better Streets brought together the whole community, including people from all ages and backgrounds, to participate. The scheme attracted a network of volunteer street coordinators who reached out locally to their neighbours with the aim of making the streets they live in healthier, safer and used more by a more diverse range of people and businesses, and ultimately thrive. The Ladywell Assembly part funded a street tool kit used in facilitating the initial planning of the scheme. A series of workshops was used to consider options for street changes.

Catford South, the Family Friendly Assembly - The demographics of people living in the area are changing rapidly. We now have many more families with younger children living in the ward.

The assembly has worked hard to engage this group by making the assembly meetings accessible for families. This has been by putting on craft activities or sports activities during meetings. It was also agreed by the Coordinating Group to drop the lower age limit for voting as it was felt it was crucial to try and engage the children in civic responsibility at the earliest age.

At the last voting meeting children were proud to give in their ballot papers, and it was ensured that that they were told that by coming along and voting they were making a real difference to their area.

The assembly will be working hard in the next year to engage more directly with teens and young adults to ensure that their voices are heard.

4.5 Other Developments

During the course of the last year, Local Assemblies have worked with partners across the borough through a number of borough-wide initiatives. The Assemblies have provided a local forum in order to obtain local resident feedback, views and suggestions.

Clean Air

Lewisham has been awarded Cleaner Air Borough (CAB) accreditation and Local Assemblies are currently being used to inform attendees about Air Quality Monitoring in Lewisham, the Ultra Low Emission Zone, actions to tackle air pollution and invite people to sign the clean air pledge.

Mayor's Questions

Following local elections in May 2018, a programme to enable the new Mayor to visit each Assembly was put in place, enabling residents to put questions directly to the Mayor. This proved to be very popular, allowing residents to raise a wide range of locally specific as well as broader questions regarding the work of the Council. Feedback from those attending Assemblies suggests that these events have been welcomed by residents, who have, on rare occasions, also used them to express disagreement with Council policy.

Local Democracy Review

Local Assemblies hosted a number of discussions relating to the review enabling members to seek the views of local residents as well as to receive ideas about initiatives the Council and partners might undertake to ensure that our community is even more engaged and has greater knowledge regarding how it can affect change.

Neighbourhood Community Development Partnerships (NCDPs)

The last year saw the second year's operation of the NCDPs in the four neighbourhood areas. The development of the partnerships has resulted in a number of well-being based organisations becoming more involved in the work of the Assemblies, as well as working in partnership with organisations which traditionally only work through Local Assemblies.

- 4.6 Currently each Assembly is allocated a fund of £15,000 to run local projects. £2,500 of this sum is known as the Councillor Discretionary Fund and this can be utilised directly by Ward Councillors to address other areas which may arise during the course of the year or are not identified by residents as key priorities but which still have an impact on the local area.

All the Assemblies review their approach to the allocation of funds. Most assemblies are now using more of a Small Grants process to allocating funds. However, wards such as Catford South will ensure that applications are targeted into certain areas identified by the assembly.

A number of Assemblies simply advertise generally for applications. Prior to this the Coordinating Group will agree the criteria including the maximum amount that an organisation can apply for. This approach often results in an

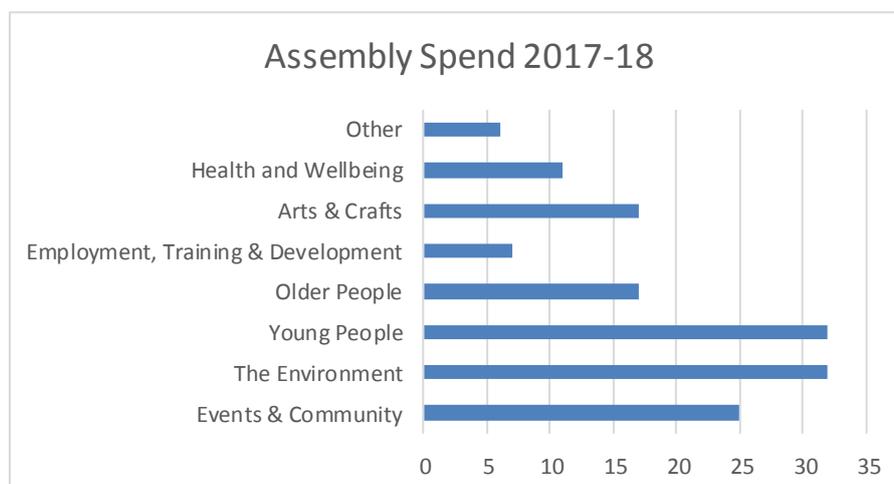
increased number of applications but requires the coordinating group to carefully sift and analyse applications to ensure they represent value for money, are robust / deliverable, benefit the ward and are not duplicating existing provision. This will mean that some applications are rejected upon application and others have been extensively worked upon and improved before going to the assembly.

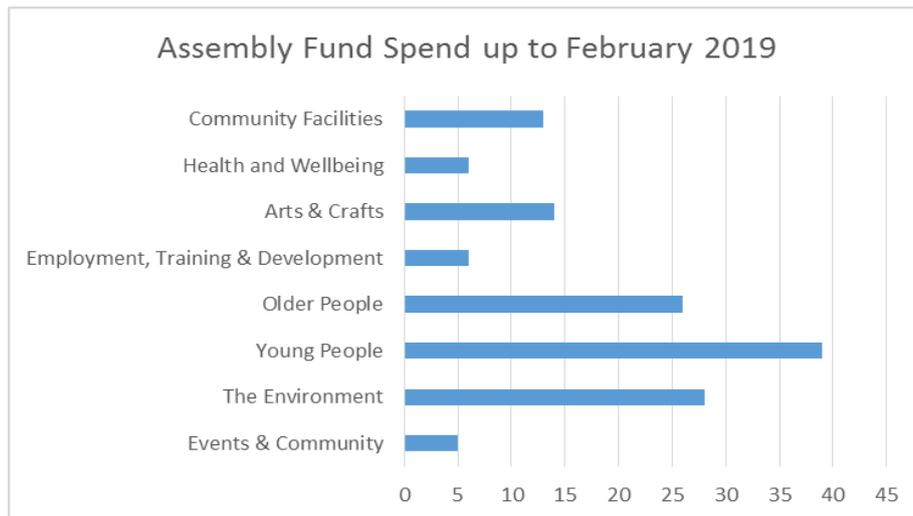
An increasing number of Assemblies use the marketplace approach to enable funding applicants to engage with Assembly participants. The marketplace allows for a dialogue to take place between residents and potential projects, followed by a voting process. This approach further increases resident engagement and ownership of projects, as well as offering an opportunity for vibrant dialogue between residents and local organisations. Marketplace Assembly meetings are hugely popular and extremely well attended. Feedback is generally very positive and residents welcome the opportunity to have a genuine say in which projects are funded and relish the informal atmosphere. Piloted at the Grove Park Assembly, the voting mechanism for the marketplace has now evolved with a fairer system in place which negates tactical voting, a common past criticism.

Once funds have been agreed, Assemblies require successful projects to provide regular updates at meetings. These presentations are often very popular because they enable residents to find out how projects are progressing and to review the work they have undertaken. This also provides an opportunity for groups to promote what they do, gain volunteers and enable residents to access their provision.

4.7 This section provides an analysis of the use of Assembly funds.

A total of 188 projects were funded in 2017/18. Of these, the highest award was for £8,060 in Lewisham Central ward for a project titled Greening Lewisham which is all about renewing public spaces within the town centre. In 2018/19 (as at the end of February 2019) 171 projects have benefitted from Assembly Funding. Of these, the highest figure awarded is £5,395 towards the community hub in Lee Green ward.





This year we are seeing a much greater variety of projects which benefit different areas particularly around supporting existing and new community facilities.

- 4.8 In 2019/20 due to the over pressure on the Council's budget due to Central Government cuts the Assemblies are to lose £12,500 of their funding with just the Councillors' discretionary fund remaining. In the absence of other developments this would have the potential to significantly change the nature of the Assemblies and reduce the appeal to some who attend.

This budget cut may also present opportunities as officers occasionally received feedback that some Assembly attendees find it frustrating that so much time is take up with allocating funding leaving less opportunity for community led action or discussion of local issues.

However, the Assemblies are likely to continue having a critical role in funding prioritisation and allocation as one of the main avenues for public consultation on Neighbourhood Community Infrastructure Levy.

4.9 Neighbourhood Community Infrastructure Levy (NCIL)

The community infrastructure levy (CIL) is a charge that has been collected by Lewisham Council since April 2015 and is due when development in the borough meets certain requirements. These requirements are outlined in the CIL regulations 2010 and through its subsequent amendments. It is charged on all developments that add one or more new dwellings or more than 100sqm of floor space. CIL is charged at a rate per square metre and varies according to land use and location. There are currently 2 CIL charging areas in Lewisham that span the entire borough split between the north of the borough and the south.

Neighbourhood CIL (NCIL) is a proportion of this fund which can be allocated locally and it is currently being considered whether the Local Assembly structure be used as the neighbourhoods for the purposes for CIL. This aligns with the government's guidance to use existing community consultation and engagement processes, and enables the Council to build on the existing competencies, local capacities, local assemblies process and the political representation that exists through the elected members.

This proposal is currently being consulted upon with elected members and officers will update the Committee as this policy develops.

5. Considerations for the future direction of Local Assemblies

The present Assembly Programme has been in operation for 11 years and a number of lessons can be drawn from its operation. These include:

- They are an effective way for Ward Councillors to engage with local communities;
- They provide an opportunity for active engagement on community-wide issues;
- There are still groups that are not attracted to attending formal Assembly meetings, e.g. young people and people with caring responsibilities.

In receiving this report, the committee is asked to consider the following in developing the Assembly programme for the future:

- How Local Assemblies can further develop the use of social media especially around promoting meetings to young people including targeted Facebook campaigns and Twitter with a coordinated approach and training for officers with clear guidelines.
- How local Assemblies can make best use of the opportunities provided by the introduction of a local approach to the allocation of NCIL
- How Local Assemblies can continue to engage with communities outside of meetings and maintain a strong and pro-active profile in challenging fiscal times.
- How Local Assemblies can continue to act as a forum for engagement between the Council and its communities and play an integral role in influencing policy.
- How Local Assemblies can provide a forum for local community organisations to better coordinate their services, working in conjunction with their NCDP.
- That the findings and recommendations of the extensive Democracy Review, currently being led by the Council, will provide an opportunity for a refocus of the work of Local Assemblies.

A key issue for Local Assemblies in the coming year will be to continue to work with local communities and support initiatives without access to Assembly funds at the previous level.

Safer Stronger Communities Select Committee			
Title	The Impact of Stop and Search and Prevent on Community Relations – Draft Report	Item No.	9
Contributors	Scrutiny Manager		
Class	Part 1	Date	12 March 2018

1. Purpose of paper

- 1.1 As part of the work programme for 2018/19 municipal year, the Select Committee agreed to carry out a review on “The Impact of Stop and Search and Prevent on Community Relations”. The scope of the review was agreed in September 2018 and evidence gathered at meetings in December 2018 and February 2019 and via additional visits and consultations as listed in the review.
- 1.2 The attached report presents the evidence received for the review. Members of the Committee are asked to agree the report and suggest recommendations for submission to Mayor and Cabinet.

2. Recommendations

- 2.1 Members of the Select Committee are asked to:
 - Agree the draft review report
 - Consider any recommendations the report should make
 - Note that the final report, including the recommendations agreed at this meeting, will be presented to Mayor and Cabinet

3. The report and recommendations

- 3.1 The draft report attached at **Appendix 1** presents the written and verbal evidence received by the Committee. The Chair’s introduction, and recommendations will be inserted once the draft report has been agreed as will the Executive Summary and conclusion. The finalised report will be presented to a Mayor and Cabinet at the earliest opportunity.

4. Legal implications

- 4.1 The report will be submitted to Mayor and Cabinet, which holds the decision making powers in respect of this matter.

5. Financial implications

- 5.1 There are no direct financial implications arising out of this report. However, the financial implications of any specific recommendations will need to be considered in due course.

6. Equalities implications

- 6.1 There are no direct equalities implications arising from the implementation of the recommendations set out in this report. The Council works to eliminate unlawful discrimination and harassment, promote equality of opportunity and good relations between different groups in the community and to recognise and to take account of people's differences.

For more information on this report please contact Katie Wood, Scrutiny Manager, on 020 8314 9446

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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Chair's Introduction

(Chair's Intro will be inserted once the Committee has made their recommendations)

Photograph of Chair

Councillor Pauline Morrison
Chair of the Safer Stronger Communities Select Committee

Executive summary

[Exec summary will be inserted once the Committee has made their recommendations]

[Exec Summary should include the key findings of the review]

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Recommendations

The Committee would like to make the following recommendations:

[Insert recommendations]

DRAFT

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.

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.

Prevent Training – 26 February 2019

- Members of the Committee were invited to attend the Prevent Training delivered by the Council.

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 18/19"⁵ includes consideration of work on disproportionality in particular the review by David Lammy MP, Dame 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

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

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>

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 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 searched 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 100 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.

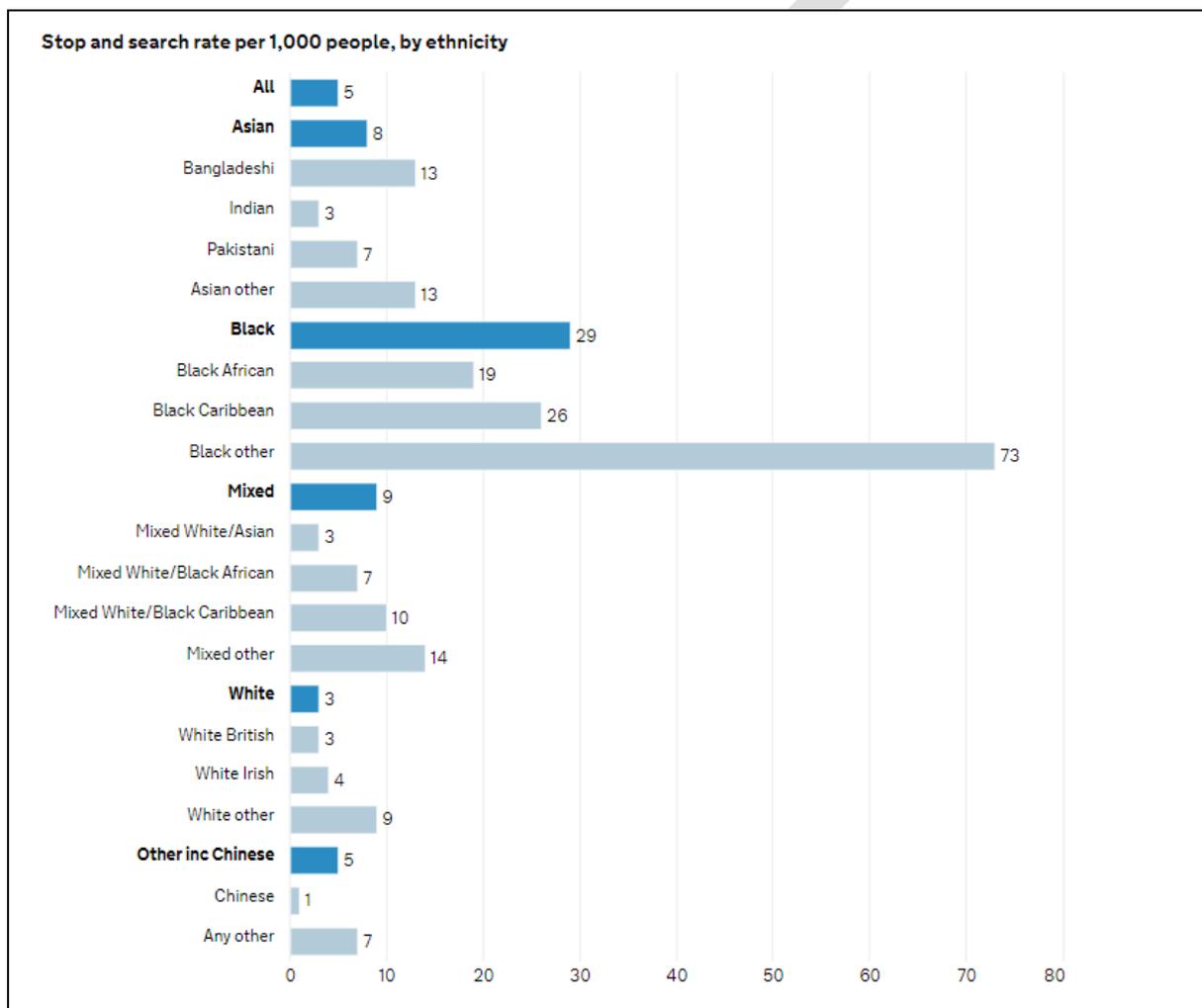
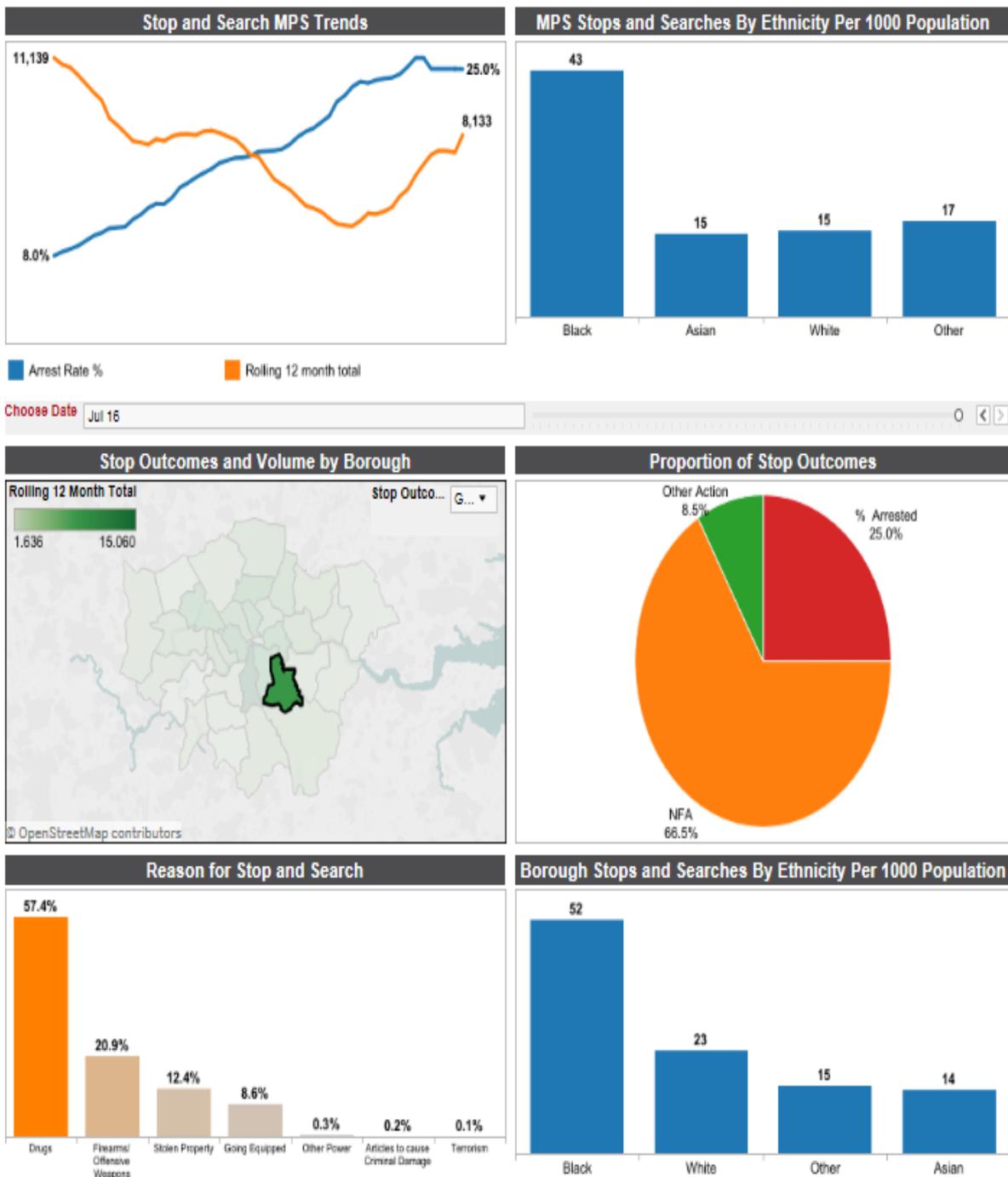


Table 1 - Stop and Searches per 1000 population in England and Wales 2017/18¹⁵

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.

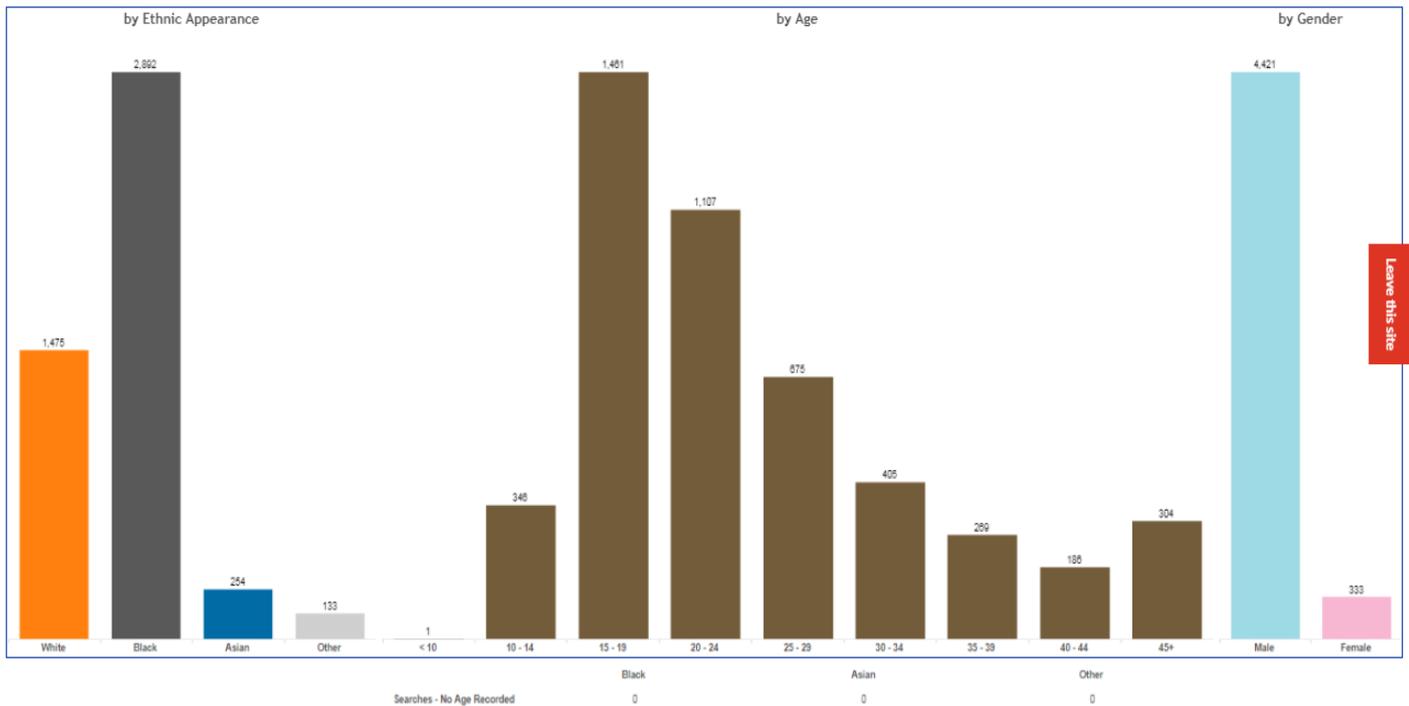
Once you do get stopped, it makes you feel quite powerless. You feel like there is nothing you can do. You cannot get away or anything. You cannot. You just know you have to just face it. There is a point where young people might have nothing on them but they just run away. They do not want to be in 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 finding 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 wouldn't 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 don't know 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 didn't 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 Disu, 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; and that 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 X 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

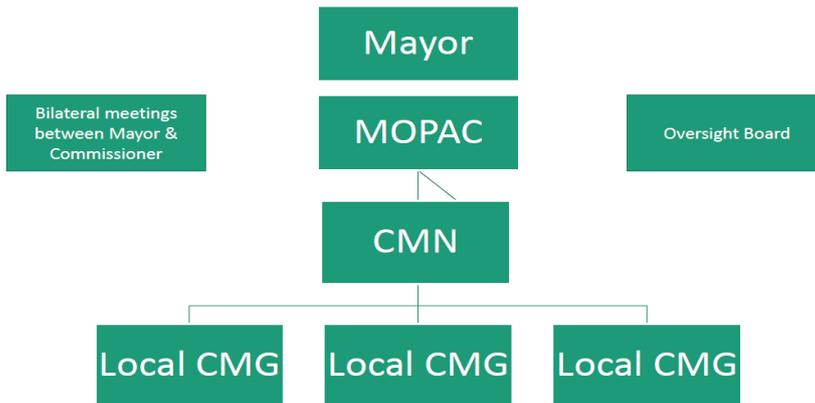
- 5.29 The Committee heard from a number of local, regional and National organisations at their committee meetings. These have been separated into the following areas: MOPAC; local Police; and Stop Watch. In addition to this the Committee heard from the Cabinet Member for Safer Communities.

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.

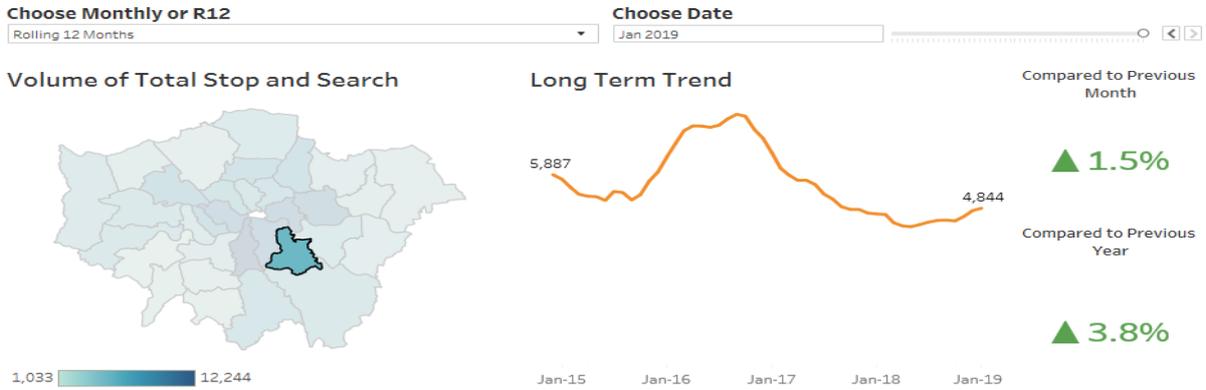
5.31 The Mayor of London is the Police and Crime Commissioner for London. MOPAC provides Police oversight and scrutinises the Police on a range of issues. In terms of stop and search, MOPAC’s role is to ensure the Police use their powers fairly, ethically and professionally. MOPAC uses the terms “Oversee; 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.

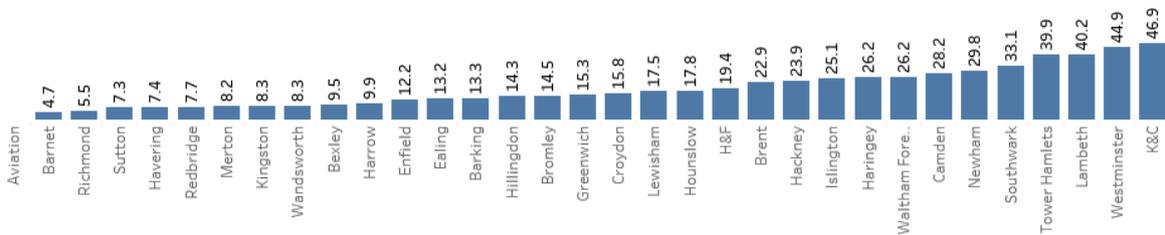
Table: Lewisham Data – 12 months rolling total from January 2019.



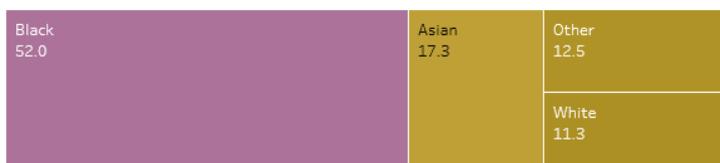
Stop and Search - Disproportionality



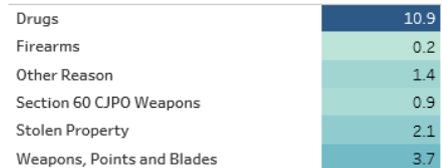
Stop and Search by Borough - Rate per 1,000 pop.



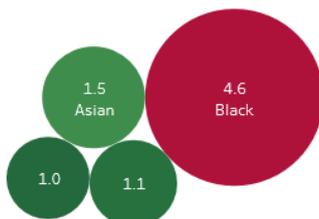
Ethnicity - Rate per 1,000 pop



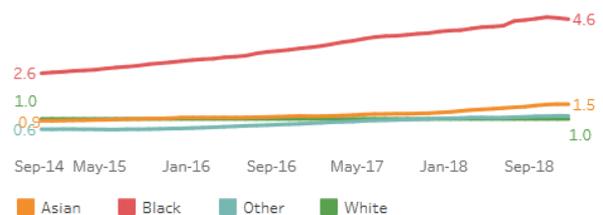
Search Reason - Rate per 1,000 pop



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.

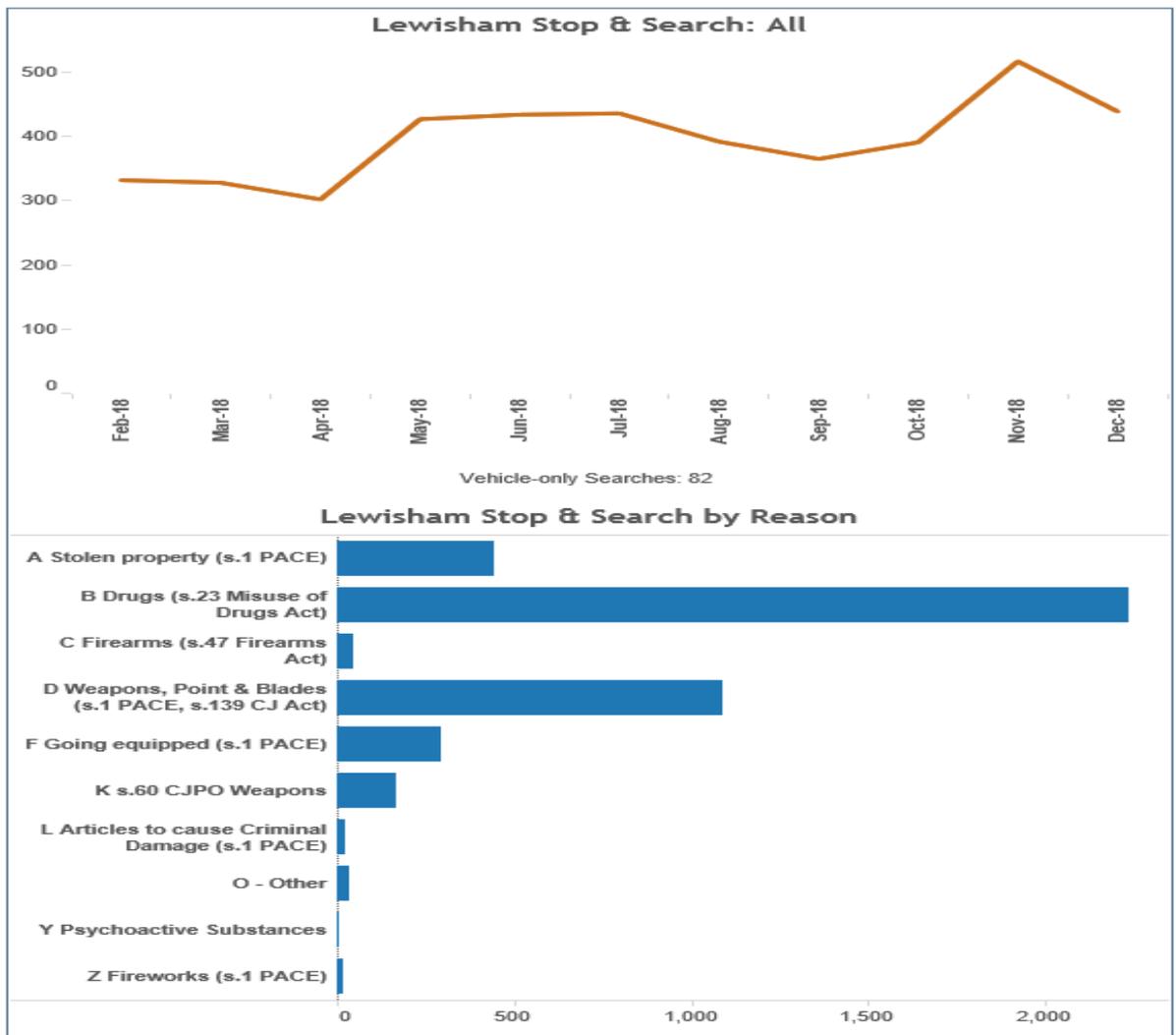
- 5.33 The current structure of scrutiny at MOPAC is based around community monitoring networks and groups with the Mayor at the top with MOPAC underneath followed by the Community Monitoring Network and under that the local community monitoring groups. The mechanisms feed up and down. The CMGs report to MOPAC 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 concerns 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 Council's 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 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 protects the local community. Last year across London stop and search resulted in over 2400 arrests for weapon offences alone. The Police recognise that it is about using stop and search powers lawfully and respectfully and there is 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.

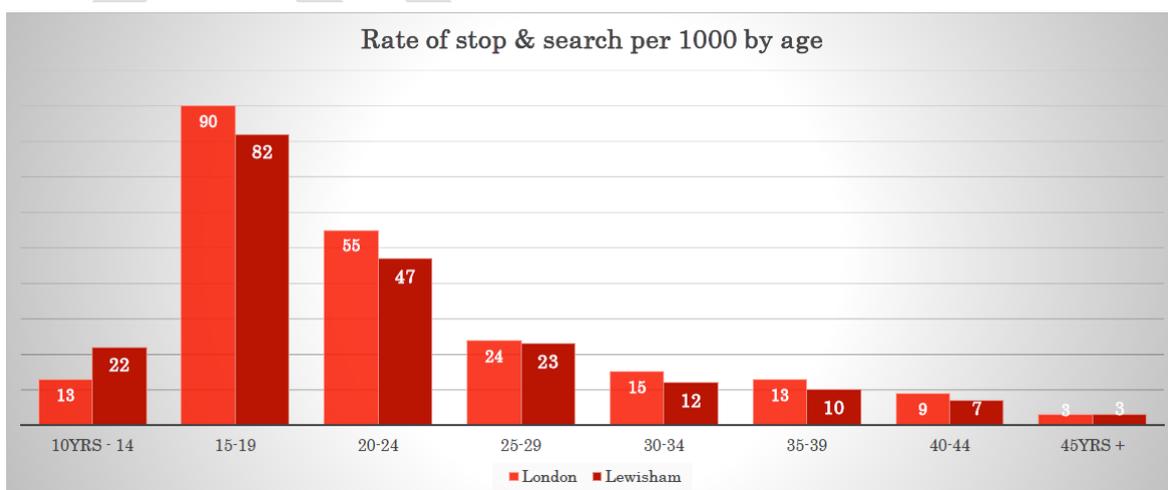
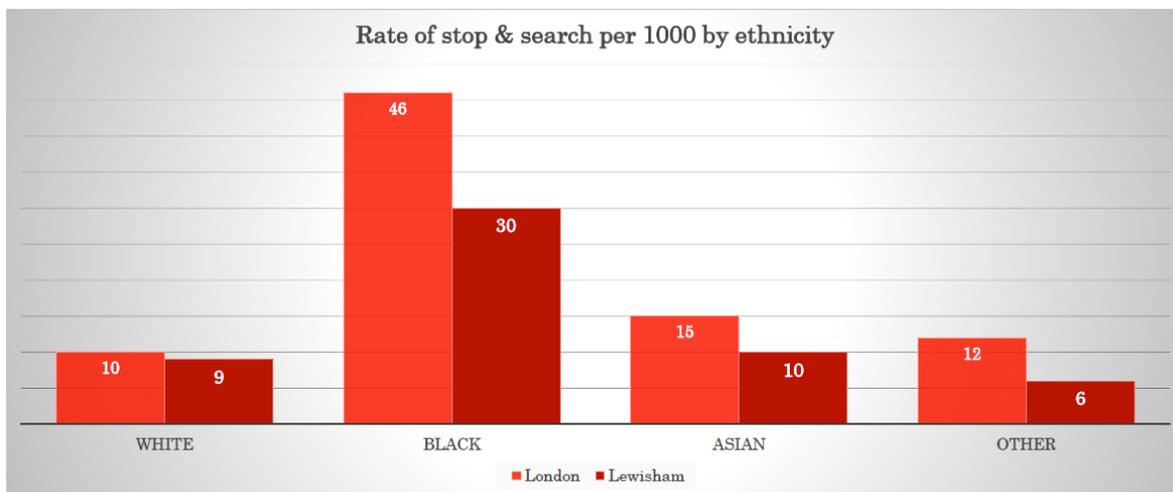
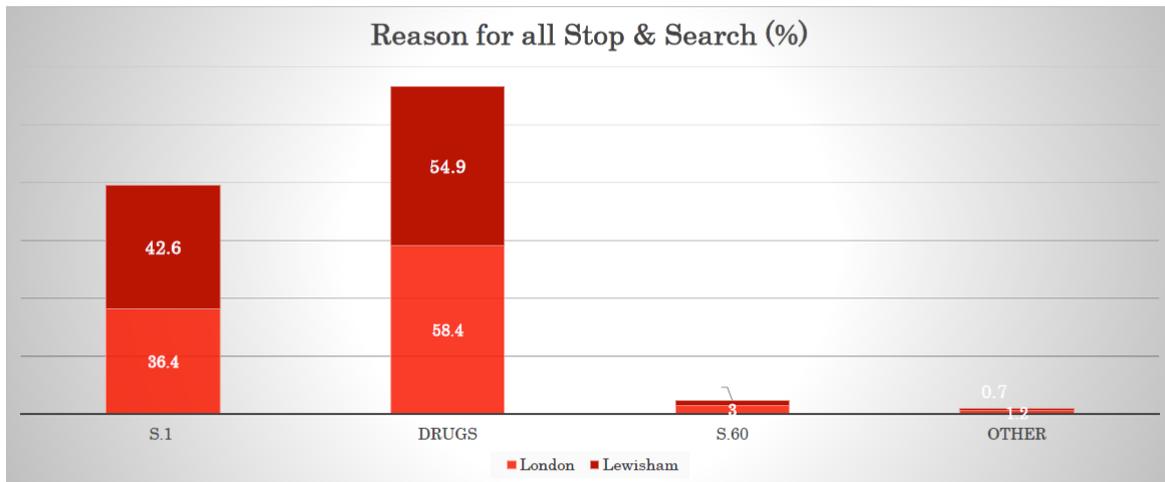
- 5.45 The Committee heard that Lewisham Police invested a lot in training officers in the local context of stop and search and the need to conduct themselves professionally. They have also developed a local stop and search strategy. There is intense scrutiny internally and highlighting examples of good 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 where there could be more discussion around with young people and the community so the use was better understood.
- 5.47 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 about stopping 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. 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 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. Nationally this represented 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. 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

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

better understand the local picture. The statistics below are based on December 2017 to December 2018 from the Met Police Data Dashboard.

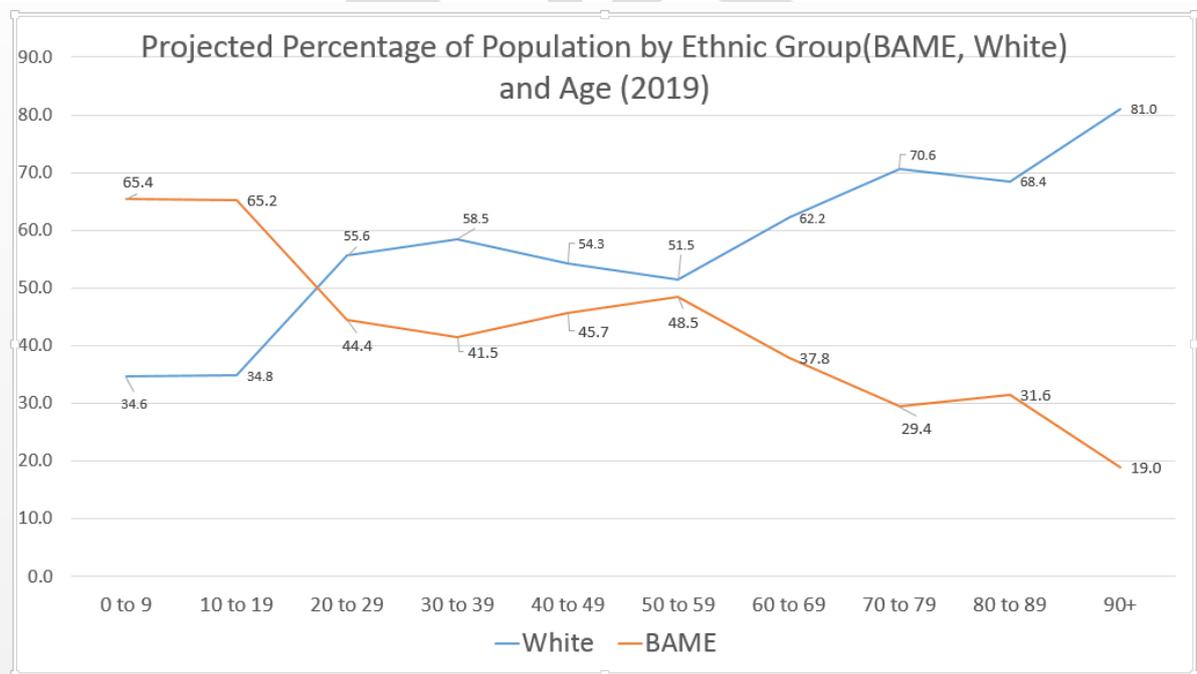


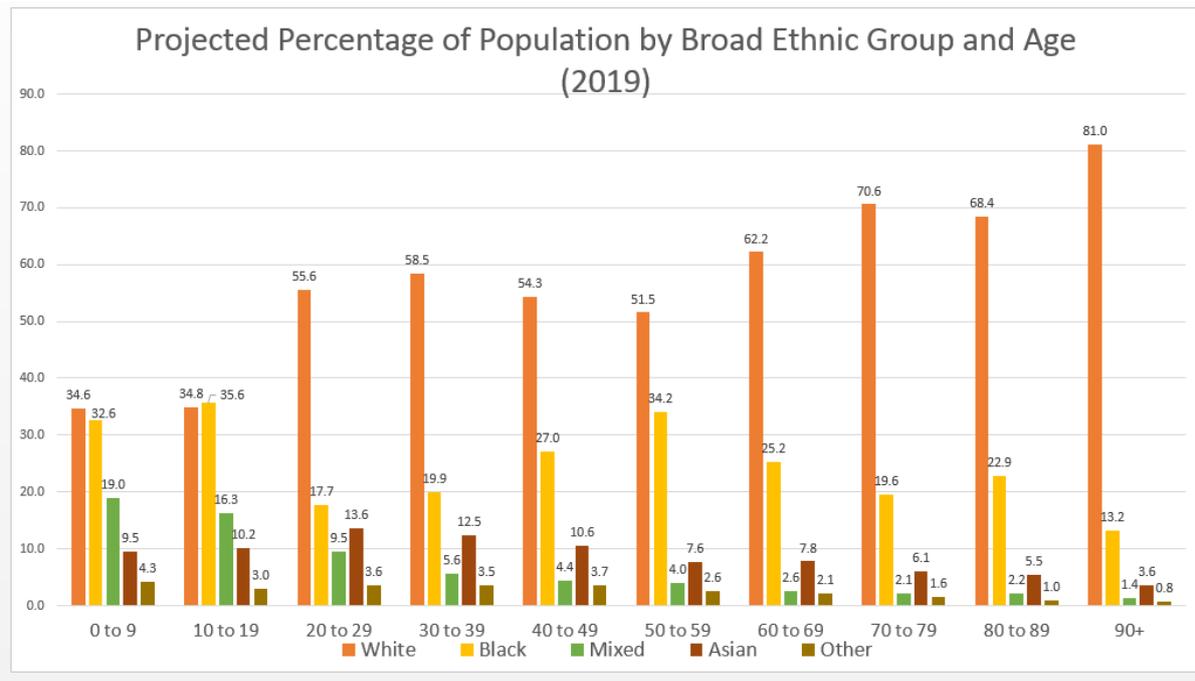
5.58 The reasons for stop and searches remains consistent that the primary reason is looking for drugs. At a London level this is 58.4% compared to 54.9% in Lewisham. The use of section 60 powers came down dramatically after the

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 therefore 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 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 community and there were many interventions that were potentially needed and there was a big piece of work at a national level to be done.
- 5.81 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 only 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

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>

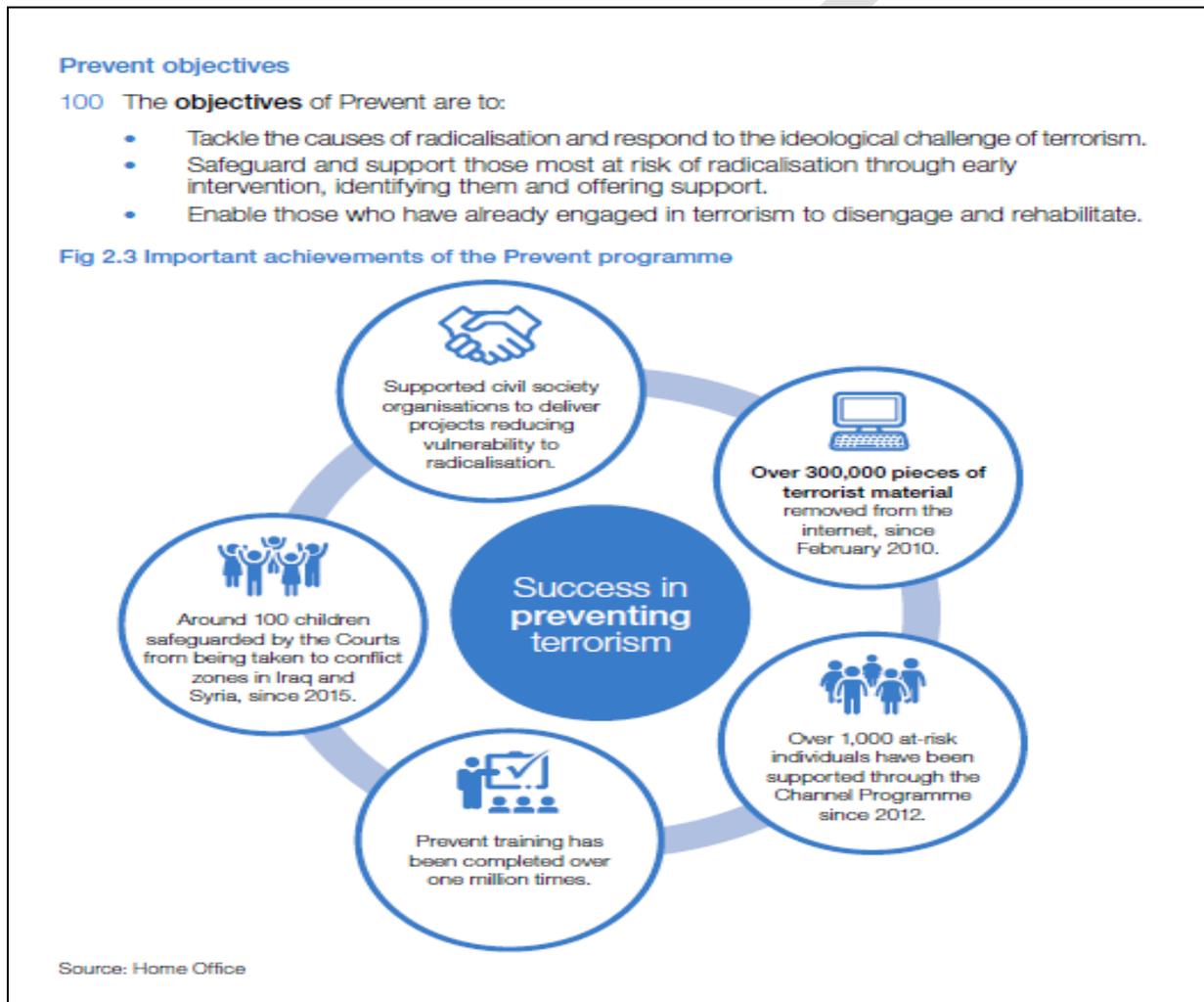
²² Channel Duty Guidance HM Government 2015

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

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.

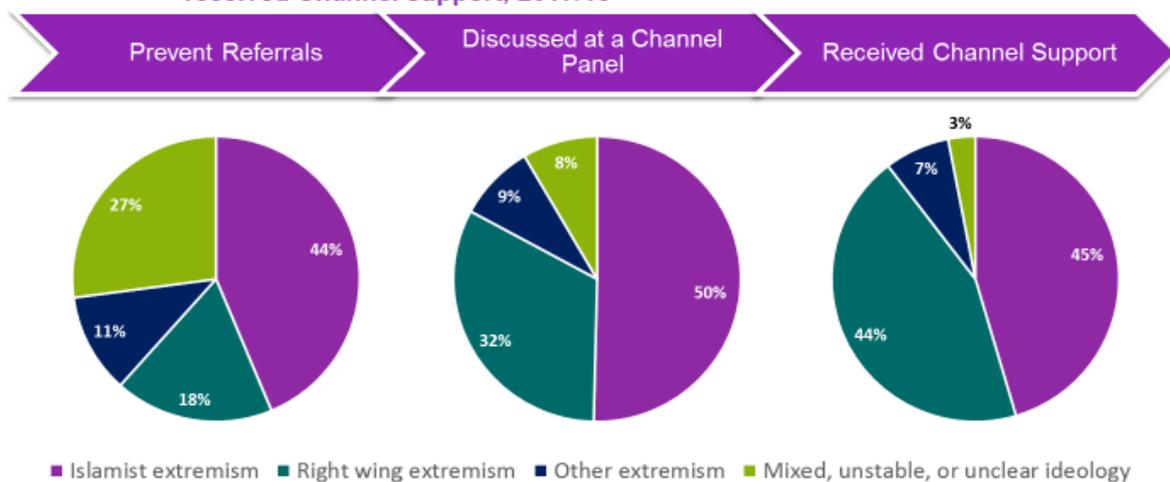
6.3 The diagram below is from the Government's Contest Strategy and highlights how the Government defines the objectives and some achievements of the Prevent programme:



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.” The Home Office provided a rebuttal to the report and this, as well as more views from civil society and faith groups, can be looked into in more detail as part of the review.
- 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

²³

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

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%).

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 be unhelpful.
- 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 Desistance 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 Conners, 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-

²⁵ The Casey Review

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

Prevent were happy to work with them through these new structures. There 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

The Conclusion will be added to the final report after the Committee have made their recommendations.

8 Monitoring and ongoing scrutiny

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.

Sources and Background Papers

Black, Asian and Minority Ethnic Disproportionality in the Criminal Justice System
<https://www.gov.uk/government/publications/black-asian-and-minority-ethnic-disproportionality-in-the-criminal-justice-system-in-england-and-wales>

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

Contest – 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

Counter-Terrorism and Security Act 2015
<http://www.legislation.gov.uk/ukpga/2015/6/contents/enacted>

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

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

Criminal Justice and Public Order Act 1994

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

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

Ministry of Justice: Black, Asian and Minority Ethnic disproportionality in the Criminal Justice System in England and Wales <https://www.gov.uk/government/publications/black-asian-and-minority-ethnic-disproportionality-in-the-criminal-justice-system-in-england-and-wales>

Lammy Review of Black, Asian and Minority Ethnic (BAME) representation in the Criminal Justice System <https://www.gov.uk/government/organisations/lammy-review>

The Casey Review: a review into opportunity and integration
<https://www.gov.uk/government/publications/the-casey-review-a-review-into-opportunity-and-integration>

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

Summary of additional evidence:

1. Safer Neighbourhood Board - stop and search scrutiny sub-committee – 10 October 2018

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. The following notes were taken from attending this meeting:

- The following was noted regarding information on the Met Police stop and search dashboard <https://www.met.police.uk/sd/stats-and-data/met/stop-and-search-dashboard/>
- Ethnic appearance is defined by the arresting officer
- The age is listed where given
- Stop and search age profile by ethnicity with Lewisham age profile by ethnicity overlaid would be useful.
- Challenges 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 didn't 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.
- 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.
- 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.
- Peak activity around particular dates such as Halloween was raised.
- The Safer Stronger Communities Select Committee's in-depth review was shared with members of the group and the date of the next meeting shared.
- Members of the group felt that more data broken down more simply was key for them to affectively look at the issues.
- It would be useful to look in more detail at stop and search complaints statistics.

Please note this is not minutes of the meeting but notes of some of the issues raised that may be of relevance to the Safer Stronger Communities Select Committee's in-depth review.

2. A Community Forum event organised by Second Wave as part of Hate Crime Awareness Week 2018. Notes by Cllr Rathbone

The main themes for the evening's discussion were 'Trust, Leadership and Resilience.

Police-Community relations were mentioned on several occasions, in regards to reporting and the need for improvement. The event itself was a positive example of Police-Community relations.

Although very interesting the majority of the event was not directly relevant to the review by Safer Stronger Communities Select Committee, however, the closing discussion was incredibly relevant.

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Some comments were raised that community engagement was not part of current police training, and could be challenging for new officers. The corporate nature of policing was emphasised and the fact that training is done on a national basis making it challenging to take into account the particular differences of communities across different forces. Comments were made that practical training and good community engagement was something that was learnt on the street, informally. The importance of having a representative force that people could relate to was raised, as was problems relating to political correctness; that some officers may feel unable to ask awkward questions, and thus acted on incomplete knowledge and in ignorance.

There was some discussion on how there used to be more emphasis on community engagement as part of training, with new/probationary officers expected to embed themselves in the community and engage with groups.

The Police and Community working together to engage with each other was key to developing positive relationships that enable the Police to do their job in the borough. Comments raised included that attitudes of young people could change from defensive/confrontational to open/cooperative when they deal with them in a policing capacity, once they recognise the officer in question as someone they have dealt with before in a non-policing situation and had positive engagement with.

A key takeaway for me from this part of the discussions was that prior engagement with the BAME community and Police on an equal basis, was vital.

Please note this is not minutes of the meeting but notes of some of the issues raised that may be of relevance to the Safer Stronger Communities Select Committee's in-depth review.

3. Stop and search discussions and workshops on the Pepys Estate in Evelyn Ward – notes by Cllr Alex Feis-Bryce

Some local community leaders and volunteers in my ward, who run the 2000 Community Actions Centre, drew my attention to the fact that there had been a number incidents where members of the local community, particularly young black men, had been inappropriately treated and targeted by the police. I was shown videos, taken by independent observers, of incidents where men had been assaulted. There was also a high profile incident on Deptford High Street involving a local man who is active in the community and something of a role model to many <https://www.theguardian.com/law/2018/apr/25/the-brothers-who-were-searched-by-the-police-for-a-fist-bump>.

As someone with a background in criminology, who has worked with the police and advised them at a senior level in previous professional roles, I wanted to arrange a 'safe space' discussion with the men who had been targeted to give them an opportunity to talk about their experiences. The local Safer Neighborhoods Team did request to be involved in the meeting indicating a willingness to engage with the young men but after consulting the participants it was clear that many of them wouldn't have attended if police were invited, which only served to illustrate the level of distrust.

The meeting was arranged with the support of 2000 Community Action Centre and myself and my ward colleague Cllr Caroline Kalu met a group of around ten young men and listened to their stories. Each one of the men had been questioned by the police or had experienced what they described as 'stop and search' (though it could

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have been 'stop and account' or something else resembling 'stop and search' which may not have followed the formal process) at least once and most said it was a regular occurrence. It was also pointed out that many of the interactions hadn't been official or formal and to their knowledge the police hadn't made records. Consequently, it was felt that 'stop and search' was being used as a means to target and harass them and take advantage of the general lack of understanding of the limits of police power. It is important to note that the general consensus was that most of the incidents involved police officer from outside the borough without local knowledge. I was also informed that very few, if any, of the incidents resulted in any kind of arrest and none of the men had been charged for anything related to the incidents.

One of the men I spoke to had been chased by two plain clothed police officers who caught him and grabbed him and then asked why he ran from them to which he responded, fairly I feel, that most people would run from two plain clothed men who spontaneously decided to chase them. There was another incident where a man had incurred facial injuries due to being assaulted by police. It is clear that, in these cases and the majority of the cases I was told about, there were no reasonable grounds to believe that the individuals in question had been involved in a crime or were in possession of a weapon or prohibited item. It was also clear that the actions were not led by intelligence and if they were targeted it was driven by racial profiling rather than any justifiable, ethical or evidence-based factor.

Most alarming to me was that each one of the, without exception, indicated that formally complaining about police misconduct wouldn't even occur to them and, even more concerning, the majority couldn't imagine any circumstances in which they'd call the police if they were the victim of a crime.

Following this, I arranged a workshop led by Y-Stop, a stop and search project run by young people for young people, with the aim to inform the attendees of their rights and support them in diffusing situations and resolving conflict if targeted by police officers. The workshop was productive and was attended by about 15 young men from the community who developed a deeper understanding of their rights, the extent of police powers around stop and search and felt that were better equipped to deal with any future situations.

The community leaders who first highlighted the issues with me, and who are often the people who these issues are disclosed to by the men targeted, have expressed their willingness to seek solutions to the issue locally. In light of the regular 'stop and search' and related incidents, the community is communicating problems through Evelyn Safer Neighborhood panel. However, concerns have been raised that due to the Violent Task Force not including local officers on the panel or any direct liaison with the community the situation has gotten steadily worse, primarily due to the fact that these incidents are usually led by undercover police officers targeting and, in a number of occasions, chasing young people to check if they're carrying knives.

In conclusion, I submit to the Committee that police 'stop and search' powers, the lack of accountability for them and the misuse of these powers has led to a fundamental breakdown in trust resulting in a whole generation of BAME young men on the Pepys Estate feeling that they wouldn't voluntarily report to or engage with the police in any circumstances. As well as demonizing and, to a certain extent, isolating these young men from the authorities, this will inevitably lead to the police being unable to communicate with and work alongside sections of the community on the

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Pepys Estate when it comes to gathering intelligence or evidence relating to future crimes in the area. This, I believe, will have a broader detrimental impact on the safety of the wider community.

5. Lewisham Youth Independent Advisory Group at Lewisham Police Station - Thursday 24th January 2019.

- The group started a year ago and was designed to be a safe space for young people and a chance to chat to local Police and share concerns and ideas.
- The Police were working with schools. This was happening more now compared to the past but there was always room for improvement.
- There were 11 young women at the meeting and all felt that they didn't mind the idea of stop and search and it could make people feel safer but it was important it was done "fairly and politely".
- The young people reported that it could be a humiliating interaction and there should be more emphasis on respect and politeness.
- All the young people present felt it needed to be a clearer and regular and fairer process and there should be more understanding of your rights as a member of the public if you are stopped.
- Some concerns were raised that increasing searches may mean people stash knives therefore stop and search would be pointless and individuals involved in stashing would be missed and this would not actually help make communities safer. Weapons sweeps would therefore need to be more frequent too.
- Police and young people had worked together in schools to do workshops and role plays. This had been useful for Police and young people. Phil Turner from Second Wave was present at the meeting and commented that they did lots of work with Police and young people.
- A member of the Police present at the meeting felt looking at conversion rates did not show the full picture of how effective stop and search was. Often other issues were discovered through stop and search and could help with intelligence and wider issues.
- Often stop and search was around reports and complaints of ASB. Although offences around street drinking or drug use could be minor they could be having significantly negative effects on the local communities and this needed to be addressed.
- Sometime a Police presence could de-escalate a problem.
- Communication skills by the Police were important – Second Wave stated they were targeting probation officers who tended to be younger with their training and maybe they should be more focussed on older officers too.
- Those present felt communication with the public and communities should be a mandatory part of Police training.
- Police officers were encouraged to be polite – "thank you for time". Many of the young people present felt this did not always happen.
- The young people felt positive seeing Police from the BAME community. One reported how positive she felt when she saw a Black female officer and that the numbers should better reflect the community they serve.
- BAME representation was important as was having positive role models from different communities.
- Regarding body worn cameras, some young people present felt people were confused why they were being filmed. They would have liked to have understood this better before being confronted.
- The Police at the meeting felt positive about body worn cameras. They were often filmed by the public and it was important that they had their own records.

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- Some young people felt it would be good to have a rule about how many Police officers could carry out a stop and search on one individual as it could feel intimidating.
- One young person reported that they had experienced unkind remarks from the Police "young people like you like to stab people like me."
- Some young people felt there should be rules in place regarding the number of inexperienced officers working together and that there should always be more experienced officers present too.
- Communication beforehand was felt to be very important. Communities and the Police should work together.
- One young person suggested reminding police officers to put themselves in shoes of the person being searched.
- One commented on how female Police Officers may be better at deescalating situations.
- One person commented that Police should have the skill set to work with public because each interaction can shape opinion of the Police and the Policing system.
- The Police sometimes experience abuse such as being spat at and sworn at and sometimes assault. It was a challenging role. Police are human and could make mistakes and sometimes maybe people forget the challenges. Many do not enjoy carrying out stop and searches.
- The young people present all felt working in schools would be positive and Year 4 and 5 would be a good place to start.
- One officer commented that Stop and Search was highly politicised and sometimes seemed to be arbitrarily imposed or restricted from central government which was not necessarily helpful for community policing.

6. Somerville Adventure Playground Consultation – Thurs 31st Jan 2019

As part of Safer Stronger Communities Select Committee's review, the Council's Young Mayor's Team met Jacob Sakil, Senior Youth Supervisor at Somerville and approximately ten young people aged 10 -17 years to discuss the young people's views on the local community and relations with the Police.

The summary below lists the comments of the young people present:

Things you like about the area?

The variation of activities and ways to stay active; Safe youth clubs; Chicken shops; The role models we have already because it is a close community – Somerville Adventure Playground; Support for vulnerable young people; Adequate football/sports grounds in the area; Soutwark free swim and gym; Adventure is my favourite part about the area.

Things you don't like?

The violent acts/ groups; Stop and search; Late response/ignoring youth which increases the crime rate; Inadequate jobs in the area which increases the crime rate; Stereotypes about young people; Kids walking about when school is open; limited opportunities; The way the youth are portrayed; Older children bullying younger children; No support for care in the community/ isolated individuals

How can you change this?

More workshops around the area; Have more peer role models /inspiration; Creating more job opportunities for the youth; Teaching the authorities how to handle the youth

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and communicate/cooperate with them especially the police; Creating/planning for the youth by job opportunities/free gym and swim like in other areas

In what situations do you come across the police?

Stop and search; knife crime; drug dealing; fights; Community police officers; Undercover police following me on the way home; When undercover cars slow down when they pass you; During primary school when you go into an altercation in school

What works?

Undercover police; Body cameras (sometimes they turn them off); School officers – they know how to relate to YP better

What doesn't?

Restraint; police being sarcastic; Saw first-hand officers attacking a girl in the van trying to restrain her; They don't listen to both sides of a story; Don't see police visible in Lewisham (new cross); Don't have accurate intelligence at times; They assume things that happen; They don't solve all cases; They think everyone is the same

What could be better between police and young people?

Not being blamed for things that happen; Have a more positive attitude when engaging young people; Young People and police not jumping to conclusions; They should have better training when becoming PCs; They should deal with problems faster and let people know; When girls are stopped ask for a female officer; In youth clubs there should be a way to report incidents to the police; PCs information to be updated as people do change their lives around; Not to touch people without a reason; The narrative/story the police live in or believe

7. Interfaith Forum – 7th February 2019

Councillor Morrison and Councillor Rathbone attended the Interfaith Forum at Lewisham Council on Thursday 7th February along with the Scrutiny Manager. Councillor Rathbone introduced Safer Stronger Communities Select Committee's review into "stop and search, Prevent Policy and community relations" and invited members of the forum to share experiences and comments from their observations and from their communities and congregations.

During the discussion the following was highlighted by members of the forum:

- 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.
- Other comments included that some of the community seemed to be concerned when you said "Police" and that the Muslim community sometimes felt particularly stigmatised and targeted by the Prevent policy. It 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.
- A concern was raised about the purpose of the Safer Stronger Communities Committee's review and how it could make any difference. A member of the forum

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felt that Lewisham was nowhere near having good relations between the Police and Black youngsters and this had been raised in the past and nothing ever changed.

- A comment was made regarding the Prevent strategy in terms of the duty on schools and colleges. A member of the forum felt that 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.
- 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.
- 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.
- A member of the Forum commented that many teachers and lecturers felt like the Prevent duty felt like they were being asked to spy.
- All those present were invited to submit any further comments they wished to be considered to the Scrutiny Manager by Friday 22nd February.

8. Young Advisors Meeting - 11th February 2019

Councillor Sophie Davis attended the Young Advisors meeting along with the Scrutiny Manager on Monday 11th February 2019 to discuss the Safer Stronger Communities Select Committee’s review and hear the opinions of the young people present. There were 22 young people present aged 11-20, all of whom live or go to school in Lewisham. The young people worked in groups to think about their experiences both positive and negative and what they felt helped positive relations and what hindered them. The young people listed the following key points:

Positive experiences/things that had worked well:

- A group of young people present at the meeting commented that they had been assaulted by a woman and the Police came and helped them and arrested the women.
- The Police working with young people in schools, through youth groups/young advisors.
- Y Stop – S.E.A.R.C.H cards and the Millennium Youth Media videos were really helpful in terms of young people understanding their rights.
<https://www.release.org.uk/y-stop-project>
- One group of young people commented that stop and search meant people were less likely to carry knives because they were scared of being stopped and that would reduce knife crime.
- The Police bring safety to where we live.
- The Police are efficient.
- There can be positive effects on ex-convicts which can change their lives for the better.
- Ex-convicts/gang members giving assemblies/talks instead of the Police.

Negative experiences/what doesn’t work:

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- Disproportional use of force/restraint or power: A young person in the group stated that he had been called out of a lesson by Police Officers who had come to his school, he was hand-cuffed, searched and questioned all at school without his parents or any other supportive adults present. He was not charged with anything and the experience had had a negative effect on his trust in the Police.
- The Police not listening or understanding your point of view. They should not make assumptions but listen to both/all sides of the story.
- Being stopped repeatedly: A young person commented that he was stopped three times on the same road.
- Lack of understanding between Police and young people: A group of young people commented that if people spoke in particularly ways or used slang etc. the Police may not fully understand them and be quick to jump to conclusions. Also if the Police used terms that were not clear to young people this could be intimidating and not help a positive interaction.
- Underage children being stopped and searched with no adults present.
- When help/advice was sought of the Police and they did not respond.
- Sometimes people were stereotyped by the Police based on how they looked/dresses/where they lived.
- Interactions could be intimidating for example when the Police pull up in vans and 6 Police officers for one suspect.
- Stop and search not actually seeming necessary.
- Interactions should be more polite.
- School officers are not useful they are just “standbys”