



To: Safer & Stronger Renfrewshire Thematic Board

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Report by:

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**PROGRESS UPDATE ON COUNTER TERRORISM STRATEGY (CONTEST) and
STRATEGY FOR TACKLING SERIOUS AND ORGANISED CRIME (SOC)**

1. Summary

- 1.1 The Counter Terrorism and Security Act 2015 was recently approved at Westminster and will be supported by the Scottish Government. It contains a number of areas of work that will require to be taken forward by public authorities, including local Councils – particularly in relation to the Prevent strategy. Scottish Guidance was issued on 12 March 2015 and includes the requirement to have (by 1 July 2015) clear governance structures and arrangements in place, including within community planning frameworks, to address the “Prevent” strategy which has three objectives:
- to respond to the ideological threat of terrorism and those who promote it
 - to prevent people being drawn into terrorism
 - to address where there are risks of radicalisation.
- 1.2 A similar role is required in relation to serious and organised crime – where the focus is on making it difficult for serious and organised crime groups to:
- access and use resources to launder money,
 - promote or draw people into criminal activities
 - legitimise their ongoing activities or assets.
- 1.3 Both strategies (counter terrorism and serious organised crime) require significant time and investment from public bodies to reduce the risk of harm to individuals and communities, fraud or corruption, or the misuse of public assets or resources. There will be a significant role for the Safer and Stronger Thematic



Board to act as the primary multi agency forum to take forward this agenda within the community planning framework.

- 1.4 This briefing provides an overview on the current arrangements in place and a progress update on actions being taken to strengthen governance arrangements and to ensure all relevant aspects of the agenda are being taken forward effectively and that the Community Planning Partnership comply with the guidance arising from the Counter Terrorism and Security Act 2015.

2. Recommendations

The Safer and Stronger Thematic Board is asked to note the following key points / issues:

- 2.1 the progress being made in responding to Counter Terrorism and Serious & Organised Crime Strategies at a national and local level and that local arrangements are in place to comply with the requirements of the Act;
- 2.2 the establishment of a “Prevent” working group as set out in this report, to take forward the counter terrorism strategy, reporting to the Chief Officers Public Protection Group (chaired by Renfrewshire Council Chief Executive), through the Community Safety and Public Protection Steering Group (chaired by Head of Public Protection).
- 2.3 the intention to use the guidance for Health Boards on implementing the Prevent Strategy as the basis for the development of a self assessment/audit evaluation of the current areas of risk and potential mitigating actions in relation to this agenda.
- 2.4 the progress made to date by the Integrity Working Group in undertaking a self assessment audit and identifying actions that require to be taken forward to improve the resilience of the Council and partners in relation to Serious and Organised Crime.
- 2.5 the overarching governance arrangements that are in place – including the requirement to report to each meeting of the Public Protection Chief Officers Group on progress.
- 2.6 the intention to bring regular update reports to the Safer and Stronger Thematic Board for its consideration.
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3. **COUNTER TERRORISM STRATEGY**

3.1 CONTEST is the UK Government's counter terrorism strategy – which the Scottish Government is committed to supporting in Scotland. It has four clear objectives:

- **Pursue** – to stop terrorist attacks
- **Protect** – to strengthen our protection against terrorist attack
- **Prepare** – where an attack cannot be stopped, to mitigate its impact
- **Prevent** – to stop people becoming terrorists or supporting violent extremism

3.2 The Council's CONTEST approach up to now has been supported through the 3 Council (Renfrewshire, East Renfrewshire and Inverclyde) Civil Contingencies Service (CCS) and works with the Police – directly linked to the CCS Joint Management Board and linked to the Council's strategic approach to preparing for civil contingencies emergencies or incidents. Over the past year the Police have prepared "Local Emerging and Residual Threat Profiles" to assist the 3 Councils in this exercise. These profiles have been shared through the Joint Management Board (JMB) and also the single points of contact for each Council (nominated officers with responsibility to act as the single point of contact within each Council for terrorism and serious and organised crime issues – in the case of Renfrewshire, the Head of Public Protection). This approach has worked well to allow the Councils to consider the threat of terrorism from a civil contingencies perspective – primarily around the Protect and Prepare agenda. However, there is an increasingly important and wider aspect that Councils are being expected to consider and address and this relates to the Prevent agenda.

3.3 The **Prevent** agenda has been highlighted within the Counter-Terrorism and Security Act 2015 and requires Councils and in turn, Community Planning partners to:

- Have a clear understanding of what radicalisation means and to raise awareness amongst staff – equipping them to challenge ideology that supports terrorism.
- Take action to prevent vulnerable people from being radicalised or exploited – providing them with appropriate advice and support.
- Be confident in responding effectively when risks or incidents are identified – with raised awareness that helps identify and address risks of radicalisation.

3.4 This has obvious implications for partners' services – in particular those that deal with vulnerable people and children. A key challenge is that there is no single pathway towards radicalisation. Initial contact can:

- be through peers, families or friends (a social process);
- take place in our communities in unsupervised environments (gyms/leisure facilities/ cafes/libraries);



- be in individuals' homes;
- be through internet and social media.

3.5 Vulnerability makes people susceptible to exploitation:

- young adults exploring issues of identity can distance themselves from family, culture or religious heritage;
- personal crisis can lead to a sense of injustice;
- changed circumstances in the family or events in a country of origin can all lead to increased vulnerability.

3.6 There is no profile for a typical UK based terrorist. However, vulnerable people can be persuaded to join groups that support terrorist activity through:

- a need to express or act on feelings of injustice or anger;
- a desire for friendship, common cause or adventure;
- a fascination with violence, weapons or uniforms; or
- a need for belonging, status or identity.

3.7 Local authorities work with vulnerable people and visit all homes and businesses on a regular basis and are therefore ideally placed to identify people at risk of radicalisation or see signs of radicalised behaviour. There is a need to ensure that material related to terrorism is stopped from being distributed in partners' facilities, particularly those used by vulnerable people and to stop inappropriate use of, or access to publicly provided intranet/internet or IT systems.

3.8 It is incumbent on all organisations to ensure that recruitment, vetting and induction processes are robust and are used to raise awareness amongst staff of the prevention strategy and approach.

3.9 It is also a need to consider how this agenda will impact on and relate to current arrangements for protecting vulnerable people including adult/child protection arrangements, as well as impact on equalities and human rights.

4. **POSSIBLE FUTURE STEPS TO BE TAKEN FORWARD**

4.1 To be successful as a Community Planning Partnership the undernoted requires to be in place across all partners:

- a clear governance structure;
- effective joint working arrangements among partners – particularly the police;
- training for staff to make sure they are aware of risks and how to respond;
- effective protocols/pathways for staff to raise concerns;
- effective information sharing arrangements; and



- support for vulnerable residents.

- 4.2 It has to be recognised that many of these requirements are already in place to some extent within Renfrewshire. However, they will all require to be strengthened and reviewed. Therefore, the Council is establishing a “Prevent” working group operating at a Council level, chaired by the Council’s Single Point of Contact for CONTEST (the Head of Public Protection) and with all relevant services and key partners represented as appropriate. This will operate at a similar level and in a similar way to the already established Integrity Working Group which supports the Council approach to tackling serious and organised crime. Both groups report to the Chief Officers Public Protection Group (chaired by the Chief Executive).
- 4.3 Other partners may wish to consider adopting a similar approach. The NHS have already published useful guidance for Health Boards on implementing the Prevent Strategy and this will be used by the Council Prevent group as the basis for the development of a self assessment/audit evaluation of the current areas of risk in relation to this agenda within the Council and its services and to identify and prioritise actions to be taken forward.
- 4.4 Update reports will be brought to the Safer and Stronger Thematic Board on a regular basis to share issues raised and learning from the work the Council is undertaking. It would be helpful if other partners were to bring forward similar reports based on their own response.

5. **TACKLING SERIOUS AND ORGANISED CRIME (SOC)**

- 5.1 A related area of work – which is also beginning to show a requirement for greater cross partner working is the Serious and Organised Crime agenda. The Tackling Serious and Organised Crime Strategy was launched at a national level in June 2009 and has four clear objectives:
- **Divert** – individuals (particularly young people) from engaging in or using the products of serious organised crime
 - **Disrupt** – the activities of serious organised crime groups
 - **Deter** - through measures to protect communities, businesses and the public sector from serious organised crime
 - **Detect** – by boosting capacity and improving co-ordination to give serious organised criminals no place to hide
- 5.2 So far the approach to tackling serious and organised crime (SOC) within the Council has focussed on the Deter Strategy and the introduction of an Integrity Working Group, as recommended by Police Scotland, with an initial focus on reducing organisational vulnerabilities by ensuring compliance with relevant policies and procedures. Recently, the work of the Integrity Group has focussed on conducting a self assessment exercise to provide an audit and risk assessment of current practice and an indication of areas to be prioritised for



development and mitigation of risk. This exercise has been undertaken with the assistance of the Council's Chief Internal Auditor and specialist personnel from within Police Scotland.

5.3 The following areas were reviewed and risk assessed:

- Vetting;
- Information Security;
- Procurement and Contracts;
- Finance and Audits;
- Physical Security;
- Public Complaints;
- Staff Discipline;
- HR, Recruitment and Training; and
- Internal and External Communications.

5.4 The initial findings indicate that there is good general awareness by senior management within the Council of the potential risk posed by serious and organised crime groups and corruption generally, but that there remains work to be done to ensure that these risks are being effectively mitigated across all service areas.

5.5 Some of the areas for improvement and early action that are likely to appear in the final action plan will include:

- Strengthening training and development at a general level to raise operational awareness and in focused ways to target services at high risk;
- Increased monitoring and analysis of ICT use;
- Improved monitoring and analysis of key indicators such as high cash payments;
- Targeted strengthening and awareness of infrastructure and organisational vulnerabilities, particularly during periods of change – technology, social media, physical infrastructure (metal theft);
- Reviewing procedures to protect the organisation from financial threats and misuse of resources – fraud, external funding, procurement;
- Ensuring the Council's assets and statutory obligations/permissions are not abused or misused – Licensing, regulatory, planning and development functions, commercial property portfolio.



- 5.6 The self assessment report and action plan will provide a baseline of current practice and some degree of reassurance for the Council in relation to the policies and procedures that protect the organisation (and focus on the deter strand).
- 5.7 However, it is clear from the areas for improvement noted above that a number of areas of work will require to be undertaken to provide reassurance of current practice in relation to Disrupt or Divert activities that are designed to support individuals or communities more widely (for example around the objective of diverting individuals from engaging in, or using, the products of serious organised crime). These areas of work will also benefit from organisations across the Community Planning Partnership coming together in a focused way to share knowledge and best practice as they each develop their own operational resilience.
- 5.8 A good example of this was raised at Scotland's first "Insider Threat" conference held in February 2015. An Insider Threat is a person who exploits their organisational access for unauthorised purposes. Not always maliciously – sometimes inadvertently. Conference looked at the types of threat, some of the practical issues that can deter or prevent threats from materialising and the changing nature of threats in modern organisations. It also touched on why people do these things and some of the actions that organisations can take to reduce their likelihood and/or impact. Some of the information that was presented has been summarised below:
- Attempts to obtain employment fraudulently by not declaring previous convictions or using false qualifications rose by 70% in 2014;
 - 80% of insider threats are men;
 - Most are permanent employees (not temps). Average length of employment before acting – 5 years;
 - 87% use legitimate access granted by the organisation;
 - 81% plan in advance;
 - In 85% of cases someone else in the organisation knew it was happening/being planned;
 - 50% had previously been identified by management as difficult or disgruntled employees;
 - 80% committed the acts in the workplace and during working hours (not working from home access or covertly);



- 98% of all insider threat data breaches are from servers – not laptops, PC's or emails – cybercriminals and rogue insiders are interested in databases not mobile devices;
- 48% involved privileged users – data administrators/IT professionals with full access – rather than end users or outsiders;
- 96% of data breaches could have been avoided through simple controls;
- 85% are not difficult to unpick and identify the rogue insider once discovered – they leave an audit trail;
- 4 areas of risk: – users; obsolete users; privileged users (IT administrators); malicious access – using others access.

5.9 Some of this information contains key messages for any large organisation:

- Organisations going through a change process are particularly vulnerable (particularly if the change involves IT changes).
- People are more likely to become insider threats and to act if they are frustrated, angry or uncertain about their own future, or in denial about a change that is happening within their organisation – they are particularly likely to turn to sabotage if they feel unable to express their concerns or frustration in an open manner.
- One of the most effective ways to combat the likelihood of sabotage or a rogue insider taking action during a period of change is to ensure good support for people undergoing organisational change by ensuring appropriate ways for people to raise their concerns.
- Organisational development and communications each have a key role to play in protecting the organisation during change.

6. **THE ROLE OF THE SAFER AND STRONGER THEMATIC BOARD**

- 6.1 The Council's Community Safety and Public Protection Steering Group acts as the strategic officer oversight group with responsibility for both Counter Terrorism and Serious and Organised Crime within Renfrewshire - with membership. at a senior level, from key services and from the Police. The role, remit and membership of this group has recently been reviewed and now includes specific reference to “developing and implementing strategies to respond effectively, as organisations and a partnership, to national strategies relating to combating terrorism and serious and organised crime.”
- 6.2 The revised role and remit makes it clear that governance is through the Public Protection Chief Officers Group, and the Housing and Community Safety Policy Board – which also acts as the Scrutiny Board for Police and Fire services



locally. Currently, update reports on progress are provided to the Public Protection Chief Officers Group at each meeting and it is proposed that overview reports are also provided to the Safer and Stronger Thematic Board on a regular basis.

- 6.3 These management and oversight arrangements are intended to ensure that, for the Council, the management of this agenda ties directly, as appropriate, into the senior leadership of the Council at management and member level and also afford the opportunity to use the Community Planning Partnership to work with partners to drive forward the necessary partner activities in an appropriate, proportionate and measured way – through relevant and already established channels – rather than creating additional multi agency groups and remits.
- 6.4 The previously mentioned links to the 3 Council CCS Joint Management Board also ensure an awareness of threat issues and mitigation across a wider geography. Recently the single points of contact within each of the 3 Councils have worked with the Police to review and develop the Multi Agency tasking arrangements for Counter Terrorism and Serious and Organised Crime and have agreed to establish a Steering Group through which information will be shared, with direct links into each areas Council and Community Planning Partnership governance arrangements. This group will include relevant single points of contact for Police and Councils as standing members with other relevant key personnel being included as required.
- 6.5 In this way, messages and actions can be agreed and disseminated through appropriate Council and Community Planning channels to all relevant services and partners. As part of this arrangement the Police have agreed to produce emerging and residual local threat profiles for serious and organised crime for each Council area as well as for terrorist threats. These will be presented by Police experts to Council Chief Executives as well as the single points of contact annually, at a meeting of the CCS Joint Management Board. This is first due to happen in May/June 2015. Relevant issues and actions arising from these will be brought back to the Safer and Stronger Thematic Board for consideration as required.

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