

Safeguarding Overview and Scrutiny Committee - Monday 24 October 2022

Report on Action to Prevent Future Deaths Following the Inquests Arising from the Deaths in the Fishmongers' Hall Terror Attack

Recommendation

- a. I recommend that the Safeguarding Overview and Scrutiny Committee reviews this report and notes the Matters of Concern, raised by the Chief Coroner in his Prevention of Future Deaths Report, following the Fishmongers' Hall terror attack.

Report of Victoria Wilson, Cabinet Member for Communities and Culture

Summary

What is the Overview and Scrutiny Committee being asked to do and why?

The Safeguarding Overview and Scrutiny Committee is requested to review the Report relating to the Prevention of Future Deaths Report prepared by the Chief Coroner following the Fishmongers' Hall terror attack.

This report has been prepared at the request of the Chair of the Safeguarding Overview and Scrutiny Committee to provide assurance that relevant lessons have been learnt and that actions have been taken by the appropriate agencies to prevent future similar events occurring.

Report

Background

1. On 29 November 2019, five people were stabbed, two fatally, in Central London. The attacker, Usman Khan, a 28-year-old British national from Stoke-on-Trent, of Pakistani descent, had been released from prison in 2018 on licence after serving a sentence for terrorist offences and was wearing an electronic tag. He was living at an address in Stafford at the time of the attack.
2. Khan was attending an offender rehabilitation conference in Fishmongers' Hall when he threatened to detonate what turned out

to be a fake suicide vest. He began attacking people with two knives taped to his wrists, killing two of the conference participants by stabbing them in the chest. He was restrained by members of the public until additional police officers arrived and fatally shot Khan.

3. The conference was being held at Fishmongers' Hall to celebrate the fifth anniversary of Learning Together, a programme run by the Cambridge Institute of Criminology to help offenders reintegrate into society following their release from prison.
4. Former prisoner Usman Khan had been invited to the conference as a previous participant in the programme, and although banned from entering London under the terms of his release, he was granted a one-day exemption to attend.
5. The inquest held into the deaths of Khan's victims concluded the victims had been unlawfully killed and that insufficient monitoring of Khan; unreasonable belief in his rehabilitation; a lack of information sharing between agencies, and inadequate security planning at the event were all contributing factors in their deaths.
6. Chief Coroner Judge Lucraft published a Report on Action to Prevent Future Deaths following the Fishmonger Hall inquests.

Prevention of Future Deaths Report

7. Coroners have a duty to decide how somebody came by their death and where appropriate, to report about that death with a view to preventing future deaths. Prevention of Future Deaths reports are intended to improve public health, welfare, and safety. The report must state the coroner's concerns and what action the coroner considers should be taken to prevent future deaths. The report is sent to an individual or organisation who the coroner believes has power to take such action.
8. The Fishmongers Hall report identifies the agencies required to collectively address the matters of concern (MC) raised by the Chief Coroner. The Chief Coroner addressed his report to ten organisations that were required to provide a response to the MCs raised in the report.
9. Staffordshire Police, West Midlands Police and the Probation Service were included as agencies required to consider and respond to a number of MCs. The responses were submitted in January 2022 and are accessible to the public on the www.judiciary.uk website. The key actions are summarised in the next section of this report at 11 - 25,

whilst hyperlinks to the full responses have been included at the end of the report, together with a link to the full report.

10. There was no requirement of the Chief Coroner for Staffordshire County Council to respond to the Report.

Responses from relevant Agencies to the MCs.

11. The Coroner's Prevention of Future Deaths Report made twenty-five recommendations regarding the MCs to which the key partners were required to respond. The recommendations that impact on Staffordshire can be categorised as:
 - a. the risk assessment process,
 - b. clarity over agency leadership,
 - c. prison actions to manage radicalisation,
 - d. procedural issues e.g., formal structured Minutes
 - e. and communications.

Probation Service

12. There have been major structural changes within the probation service following the Fishmongers' Hall attack. A National Security Division (NSD) has been created with five units including a Midlands unit which incorporates Staffordshire.
13. The NSD has specialised teams dedicated to TACT (Terrorism Act 2000) offenders, capacity has been increased to assist managing these offenders inhouse and on licence. A higher level of vetting is being conducted and reporting has increased including additional home visits that take place over a longer period. Polygraphs have been introduced and psychologists are embedded within each unit. Offenders will stay longer in approved premises and are subject to GPS tagging.
14. It has been recognised by NSD and other agencies that the Multi Agency Public Protection Arrangements (MAPPA) Co-ordinator is the conduit and therefore liaison between the NSD and the MAPPA coordinator will take place when needed. There is greater clarity regarding what information can be shared and with whom following the recommendations of the Coroners' Report.

West Midlands Counter Terrorism Unit (WMCTU)

15. The West Midlands regional CTU had already commenced making changes when the Prevention of Future Deaths Report was published

which highlighted that a better join up was required within the Police organisations.

16. There is now a WMCTU team that manage offenders going into the community. Investigators in the team check that those released are fully compliant with the terms of their release. This team also carry out the monitoring; manage the individuals concerned and have responsibility for sharing information via the MAPPA process. The entire process is now more streamlined, and roles have been clearly defined reducing the opportunity for confusion.
17. Included in their response, WMCTU advised that Licence conditions are now a matter for Her Majesty's Prison and Probation Service (HMPPS) however, if MAPPA's input is required, there is a clear process for this to take place in a structured way.

Staffordshire Police

18. Staffordshire Police considered and referred to the comments of both Counter Terrorism Policing Headquarters (CTPHQ) and WMCTU in their response to the Chief Coroner to ensure that the wider policing response was joined up.
19. WMCTU are responsible for coordinating the nationally set direction for Counter Terrorism (CT) Policing at a Regional level, whilst Staffordshire retain responsibility for delivering the Policing response. Staffordshire Police responses to the MCs would have duplicated responses provided by the WMCTU, due to the collaborative arrangements in place within the Region. However, where relevant, Staffordshire Police provided additional comments within their response.
20. As part of their submission Staffordshire Police confirmed that all nominals who are subject to the CT MAPPA process are now owned by the CT Nominal Management Team and are therefore managed from within WMCTU. The WMCTU Northern Hub continues to provide the Force link with Intelligence support from a local perspective via communication channels with senior CT Managers who are personally in attendance at the MAPPA meetings.
21. Personnel from the WMCTU Northern Hub no longer attend the MAPPA meetings, thereby ensuring roles and responsibilities are clear to all MAPPA attendees. As a result of these arrangements Staffordshire Police no longer receive the minutes from MAPPA meetings, however there are clear information sharing processes in place between the Northern Hub and WMCTU attendees of CT MAPPA.

22. There has been a recognition by CTPHQ of the value of information sharing with partners and now does so where there is a need and a legal basis for doing so. Additionally, where offenders are managed under MAPPAs, the MAPPAs guidance has been enhanced and provides guidance on third party disclosures.
23. The Chief Coroner raised several MCs regarding the non-sharing of intelligence. This included a cause for concern that counter-terrorism police may be in possession of intelligence or information which may be useful to the management of an offender by the MAPPAs panel, but that intelligence or information is not shared with MAPPAs agencies for their consideration. The responses to the Report indicate that this is no longer the case as processes have been changed to prevent this happening in future.
24. The relevant MCs were addressed by CTPHQ and it's clear from Staffordshire Police's response that due to the changes in structure i.e., that CT nominal management sits with the WMCTU, Staffordshire Police have adopted and relied upon the response provided by CTPHQ.
25. The responses provided to the Chief Coroner by the above agencies indicate that lessons have been learnt from the Fishmongers' Hall attack and that appropriate action has been taken to mitigate against future similar events taking place.

Staffordshire Counter Terrorism Strategy (CONTEST) Board – Local Review by Prevent Boards

26. A joint review meeting has been held with the Chairs of Stoke City and the Staffordshire Prevent Boards on 8 March 2022 to consider the Prevention of Future Deaths Report, following an action agreed at the Staffordshire and Stoke CONTEST Board.
27. Whilst recognising that there was no requirement of local authorities to review or respond to the Report, the CONTEST Chair requested that Prevent partnerships considered whether there were any issues to address from a local perspective.
28. The review meeting was attended by Nick Powell, Detective Inspector (WMCTU) and Sadie Howard, Senior Probation Officer, National Security Division alongside Adrian Scarrott, Stoke City Council Prevent Chair, and Trish Caldwell, Staffordshire Partnership Board Chair.
29. No additional actions were identified at the meeting in relation to Staffordshire and Stoke and local authority representatives were

reassured that the regional and national actions that had been identified were either already implemented or in progress as part of an action plan for delivery.

Further local reassurance activity

30. Ben Adams, Staffordshire Commissioner for Police, Fire & Rescue and Crime held a meeting on 28 June 2022 with senior partners and stakeholders to debrief following the Fishmongers' Hall Report. Invitees included John Henderson Chief Executive Staffordshire County Council and the meeting was also attended by Councillor Bob Spencer, Chair of the Safeguarding Overview and Scrutiny Committee.
31. The session shared learning, current offender management arrangements and relevant legislation changes. As part of this meeting, it was advised that a process has been agreed to ensure that the Staffordshire MAPPA Strategic Management Board (SMB) Chair will be made aware of any CT MAPPA cases where release into the community is planned. The process to ensure the appropriate Local Authority are aware has also been confirmed since the meeting on 28 June 2022.

Summary

32. It is clear from the comprehensive responses to the Chief Coroners' Report from all agencies that lessons have been learnt and that many changes have taken place to give clarity over roles and responsibilities for management of CT offenders, including major structural changes at national and regional level.
33. There has been an overhaul and streamlining of end-to-end processes and improvement in communications between agencies right through the offender journey from prison, through probation and into the community. There have been specific changes to the risk assessment process to safeguard against further events of a similar nature being allowed to happen and recognition that information sharing is a key part of interaction the MAPPA process.
34. Whilst no local actions have been identified, the improvements made at national and regional level will positively impact Staffordshire as any CT offenders being released into the County will be subject to these tighter controls.

Link to Strategic Plan

N/A

Link to Other Overview and Scrutiny Activity

N/A

Community Impact

N/A

List of Background Documents/Appendices:

Chief Coroners Report

[Fishmongers' Hall Inquests – Prevention of future deaths report | Courts and Tribunals Judiciary](#)

West Midlands Police Response

https://www.judiciary.uk/wp-content/uploads/2021/11/2021-0362-Rsponse-from-West-Midlands-Police_Published.pdf

Staffordshire Police Response

https://www.judiciary.uk/wp-content/uploads/2021/11/2021-0362-Response-from-Staffordshire-Police_Published.pdf

Ministry of Justice response

https://www.judiciary.uk/wp-content/uploads/2021/11/2021-0362-Response-from-MoJ_Published.pdf

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