

London Borough of Sutton – Prevent Strategy 2015/18

Introduction

In 2014 the Prime Minister’s Task Force on Tackling Radicalisation and Extremism committed to make delivery of Prevent related activities a legal requirement. In December 2014 the Home Office carried out consultation and issued draft guidance, introducing a Statutory Prevent Duty set out within the Counter Terrorism and Security Act 2015.

Radicalisation is a process individual to the person being targeted, driven by an ideology which sanctions the use of violence and encourages the rejection of a cohesive and integrated society. Often those who are most vulnerable are deliberately targeted through a narrative which makes this ideology seem as both attractive and compelling.

Threats posed by extremists are not always violent and can be initiated by various extremist groups which can include the extreme far right, extreme far left and the so called Islamic State. Unchallenged extremism can be hugely damaging and generate further recruitment opportunities for opposing extremist groups to exploit vulnerable people. It is common for Racial or Religious Hate Crimes to be motivated and perpetrated by individuals with extremist’s views.

The Home Office Revised Prevent Duty Guidance lists the following as the definition of Extremism. *“Extremism’ is defined in the 2011 Prevent strategy as vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas.”*

National Context

CONTEST

The United Kingdom’s long term strategy for countering terrorism is called CONTEST. Published in 2011, its aim is ‘to reduce the risk to the UK and its interests overseas from terrorism, so that people can go about their lives freely and with confidence’.

The four key elements of CONTEST are as follows:

- Pursue: to detect and disrupt the threat of terrorism
- Protect: to strengthen infrastructure from attack

- Prepare: to reduce the impact of an attack by ensuring an effective response
- Prevent: to tackle radicalisation and stop people becoming terrorists

The National Prevent Strategy 2011

The related National Prevent Strategy 2011 outlines three strategic strands to help inform our local response. These are set out below:

1. **Ideology:** This involves the challenging of radical ideology and the disruption of the ability of terrorist groups to promote it. This will include a greater number of projects around education, communities and the criminal justice system.
2. **Supporting Vulnerable Victims:** To build upon existing multi-agency frameworks to identify and support people at risk of radicalisation. This will include the use of the Channel process and draw on expertise from local authorities, policing and other partnership organisations including community organisations.
3. **Working with other sectors:** Priority areas include education, faith, health, criminal justice and charities. There should be no 'ungoverned spaces' in which extremism is allowed to flourish without firm challenge and, where appropriate, legal intervention.

Section 26 Counter-Terrorism and Security Act 2015, the Statutory Prevent Duty

In March 2015, the Home Office issued guidance under section 29 of the Counter-Terrorism and Security Act 2015.

Section 26 of the Act places a duty on "specified authorities" as listed in Schedule 6 to the Act, in the exercise of their functions, to have "due regard to the need to prevent people from being drawn into terrorism". The Statutory Prevent Duty aims to offer support and bespoke early intervention, carried out with consent and engagement is voluntary.

The Statutory Prevent Duty places an emphasis on understanding and managing risk by working collectively with local Specified Authorities. The following are deemed as Specified Authorities:

- Local Authorities
- Police
- Schools excluding further and higher education
- Health Sector
- Prison and Probation

The following are set out as minimum requirements of the duty:

- Provide Strong Leadership
- Use a risk based approach
- Develop and implement a Prevent Delivery Plan
- Introduce and implement Multi-Agency Channel Panel
- Share Concerns
- Train Staff and Commissioned Services
- Ensure that publicly-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views
- Safeguarding policies in other agencies and organisations supporting children including, Out-of-school settings supporting children

The Secretary of State has the power to take direct action to enforce compliance with the Statutory Prevent Duty where the Secretary of State is satisfied that a body has failed to discharge the duty. Specified Authorities will be inspected and asked to demonstrate compliance with the duty. These directions are enforceable by a mandatory order.

Sutton Context

Sutton has a well-established Community Safety Partnership which can provide a good platform to effectively tackle anticipated issues over the next four years.

Crime and disorder in Sutton is under the average level for both London making it one of the safest boroughs in London. Analysis generated for the Community Safety Partnership Strategic Assessment covering the period January 2015 to December 2015 shows that there is a significant and sustained trend of reduction in total crime from a high point of over 16,000 offences in 2004 to now approximately 10,500 in 2015.

Sutton has the third lowest crime rate per 1000 residents in the 2015 Home Office Most Similar Family (MSF)¹ with 56 crimes per 1000 residents. This compares to an MSF average of 66 crimes per 1000 residents for the 15 authorities in Sutton's family.

There are 41 primary schools, 14 secondary and 5 special schools working specifically on special educational needs. All schools in Sutton provide Personal, Social and Health Education - opportunities for discussion in a safe environment as well Spiritual, Moral, Social and Cultural education where 'British values' are included in the provision.

Sutton also has a responsibility for a number of publically owned venues and spaces including community halls, libraries and open spaces.

¹ Most Similar Family tables are used by the Home Office to compare Community Safety Partnerships with similar demographic and socio economic make up.

The Sutton Council data card 2014/2015 states that “*Sutton has a higher White majority (78.6%) than London (59.8%), Kingston (74.5%) and Merton (64.9%). Black/ African/ Caribbean/ Black British population currently makes up 4.8% of the population of Sutton; this is higher than England & Wales (3.3%) but significantly less than London (13.3%) and Merton (10.4%)*”.

Christianity is the most popular religion for White residents, 63% of which are Christian. Among Black/ African/ Caribbean/ Black British residents 82% are Christian.

For the Asian/ Asian British population the majority religion is Hindu (35%) this is higher than the percentage of Asian/ Asian British residents who are Hindu in London (26%) and England (19%).

In the ‘other ethnic group’ category almost half (48%) are Muslim. However, for the Asian/Asian British population there are far less Muslims (22%) compared to London (36%) and England & Wales (43%).

It is also worth noting that the highest levels of ‘no religion’ are in the mixed/multiple ethnic groups (31%) and white (28%).

Hate Incidents / Crimes

A hate incident is any incident and which the victim or anyone else thinks was motivated by prejudice or hatred of gender identity, religion or belief, sexual orientation, race or disability.

A Hate Crime is any Criminal Offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice or hatred of gender identity, religion or belief, sexual orientation, race or disability. Hate crime is known to be under-reported across all strands and therefore this may only be a small proportion of actual levels.

In calendar year 2015 racist and religious hate crime reporting increased by 22.2% across London from over 11,000 offences in 2014 to over 14,000 in 2015. Islamophobia accounted for over 1,000 London based offences recorded in 2015, an increase of 68% over the previous year’s levels and suggests a relationship to recent and increasing international tensions.

Reported incidents ranged from cyber-bullying and assaults to extreme violence. Homophobic crime reporting continues to increase year-on-year with over 1,700 London based offences in 2015, an increase of 19% over the previous year’s levels.

The reporting of racist and religious hate crime in Sutton shows a similar trend to London with reporting up by 19% over the last year from 168 to 200 offences. Against the London trend homophobic hate crime reporting in Sutton continues to reduce from 11 reports in 2014 to 8 reports in 2015.

	Disability	Homophobic	Transphobic	Race and/or Religious
2011	<5	10	<5	148
2012	<5	14	<5	178
2013	<5	16	<5	175
2014	<5	11	<5	168
2015	<5	8	<5	200

Disability hate represents less than 1% of all reports suggesting a lack of awareness that disability hate is a crime; a tolerance or acceptance of such issues or a lack of knowledge how to report to local services.

The Sutton Residents Survey conducted bi-annually highlighted an increasing proportion of residents that agreed Sutton is a place where people from different backgrounds get on well together (2003 – 76%, 2015 – 90%).

A Risk Based Approach

The Threat

All extremists and terrorist groups who aim to recruit people to their cause. The Statutory Prevent Duty applies to all forms of extremism and aims to stop or at least reduce opportunities for hate related incidents, extremism to manifest and ultimately prevent people harming themselves or others by carrying out acts of terrorism.

Unchallenged Hate related incidents, Hate Crimes and propaganda communicated through daily use of the internet and various forms of social media facilitate the easy circulation of extremist ideology and are used by extremist and terrorist groups to target vulnerable individuals and those at risk of being groomed.

It is common for extremists to use grooming techniques, isolate vulnerable individuals within communities, systematically alienating and removing existing protective factors and in turn providing alternative support networks.

The process of radicalisation is different for each individual being targeted. Extremists adapt their ideology and extreme views to manipulate people to carry out extremist and or terrorist activities.

Managing Risk

The Statutory Prevent Duty states that Specified Authorities must use strong leadership and a risk based approach to effectively manage risk and comply with the duty. This strategy will be broadly communicated to embed compliance and bring about opportunities for strategic management and coordination in meeting our duty to prevent people from being drawn into extremism and or terrorism.

Specified Authorities must be able to demonstrate an understanding of the risk of radicalisation, develop and implement clear risk management processes to identify existing and emerging risks. Specified Authorities should make sure there are appropriate and effective processes in place to assess and manage risk in terms of employees, contractors and residents supporting extremism and or terrorism.

Work will be undertaken to embed the Statutory Prevent Duty within procurement and commissioning of services in addition to raising awareness among our contractors and ensure that the principles of the duty are written into new contracts when they are produced.

In order to effectively counter radicalisation and extremism in London, the London Borough of Sutton will build strong relationships with our neighbouring boroughs to manage risk working alongside dedicated Prevent Leads making sure appropriate joined up safeguards are in place. In addition, the London Borough of Sutton will work closely with partners across London to share good practice and build a clear and coordinated response.

The London Borough of Sutton Counter-Terrorism Local Profile – CTLP is produced by the Metropolitan Police, SO15, Counter Terrorism Command. The Area CTLP will provide a generic assessment of Threat, Harm & Risk for each London Area. It should be forward looking to highlight forthcoming events, challenges and should provide a focus on local knowledge to inform strategic decision making for PREVENT.

The CTLP will list all forms of extremism identified in the borough of Sutton and some neighbouring boroughs. Information gleaned from the CTLP is used to inform the Prevent Delivery Plan. Monitoring and evaluation of the Prevent Delivery Plan outcomes will inform future CTLP's and therefore further Prevent activities in the borough. The CTLP will also reflect emerging trends around extremism, Hate incidents and Hate Crimes carried out in Sutton and neighbouring boroughs.

Sharing Information

The statutory Prevent Duty means that there is a legal duty and legal framework to share information in an attempt to safeguard an individual who may be being targeted and groomed by one or more extremists.

The London Borough of Sutton as a Specified authority is required to have a robust information sharing agreement in place in line with the Statutory Prevent Duty and appropriate legal gateways.

A fast time response is required in carrying out initial pre-screening in partnership with the Safer Sutton Partnership, Safeguarding leads and the Police. The statutory Prevent Duty aims to offer early intervention and appropriate support to meet the needs of the individual at risk.

Not all concerns raised will result in a Channel referral. Information will be used to inform the Channel process. Robust information sharing protocols between the key partners will speed up response times at this crucial part of the process.

Safeguarding

It is vital to have clear and robust safeguarding arrangements in place to identify and support individuals at risk of radicalisation.

The statutory Prevent duty directs Specified Authorities to embed having “due regard” to stop people being drawn into extremism and or terrorism within our current obligations to safeguard those who are vulnerable with the potential for being drawn into extremism and/or radicalisation. Adult and Children’s services will continue to work in partnership with the SSPS, MET Police and colleagues across our community services to identify, assess and manage risk.

With the growing number of children and young people across the country being influenced by extremists with some being radicalised, we will ensure that there are clear communication routes with all our education establishments, services for children and young people and their designated safeguarding leads. Compliance with the statutory Prevent Duty will be featured within the LSCB Early Help Strategy, C&YP Safeguarding guidance, thresholds of need risk matrix and practice directive.

The SSPS will work closely with Council departments, safeguarding leads and borough specific Specified Authority Prevent Leads to ensure partners are provided with the support they need to comply with their responsibilities under the statutory Prevent Duty.

This includes facilitating dialogue to ensure that policies and procedures are in place for the management of potential risk.

The Channel Process

Home Office guidance states that specified authorities should use a risk based approach to radicalisation. Under Section 36 Counter-Terrorism and Security Act 2015, the Council is required to undertake a process of risk assessment to safeguard and support any individual identified at risk of being targeted by extremists or becoming radicalised – using a multi-agency Channel Panel.

The Channel Panel seeks to intervene at an early stage when an individual is vulnerable to becoming radicalised by extremists or when their behaviour raises concerns and brings them to the attention of agencies and or the Police. While no specific criminal offence may have been committed at this stage, the Panel will work closely with the individual to de-escalate the radicalisation process and ultimately seek to prevent an act of terrorism from taking place.

Channel referrals will be prioritised by LBS, SSPS, MET Police, safeguarding leads and other statutory partners to safeguard vulnerable individuals at risk of being radicalised. A pre-screening process is used to filter and review new referrals to establish if a full Channel Panel is required. The pre-screening process is designed to quickly identify if individuals are at risk or vulnerable to being radicalised and if there is intent or capability to cause harm. Consideration will always be given to the Home Office Channel Vulnerability Framework 2012.

The Channel Panel will be chaired by the Head of Community Safety Services. Core membership consists of the Prevent leads from SSPS and MET Police, Practice leads for Safeguarding Children and Young People, Education, Adult Safeguarding, and using a bespoke approach dependant on the needs and requirements of the individual referred.

Section 36 Counter -Terrorism and Security Act 2015 stipulates a multi-agency response with key partners including Local Authorities, Schools, Higher Education, Further Education, the Health Sector, Prisons and Probation. The duty provides direction around individuals recognised under MAPPA and Probation.

Monitoring

The revised statutory Prevent Duty Guidance states the following in terms of monitoring:

“All specified authorities must comply with this duty and will be expected to maintain appropriate records to show compliance with their responsibilities and provide reports when requested.

Currently the Home Office oversee Prevent activity in local areas identified as priorities and will provide central monitoring for the new duty. The Home Office draws together data about implementation of Prevent from local and regional Prevent co-ordinators (including those in health, further and higher education), the police, intelligence agencies and other departments and inspection bodies where appropriate;

The Home Office Support the Prevent Oversight Board, chaired by the Minister for Immigration and Security, which may agree on further action to support implementation of the duty.

Where a specified body is not complying with the duty, the Prevent Oversight Board may recommend that the Secretary of State use the power of direction under section 30 of the Act. This power would only be used when other options for engagement and improvement had been exhausted. The power would be used only to ensure the implementation and delivery of the Prevent duty”

Prevent Delivery Plan

The Safer Sutton Partnership Service is responsible for the coordination of the Prevent Delivery Plan. The Prevent Delivery Plan is informed by the CTLP, contributes to the overall risk based approach and captures the joint work of all Specified Authorities within the borough, prioritising and facilitating the delivery of specific interventions to reduce the risk of people being drawn to extremism and or terrorism.

The Aims and Objectives of the Sutton Prevent Delivery Plan 2015 / 2018 are in line with the Counter- Terrorism and Security Act Guidance 2015, statutory Prevent Duty and the National Prevent strategy 2011 strategic objectives:

1	Respond to the ideological challenge of terrorism and the threat we face from those who promote it;
2	Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and
3	Work with sectors and institutions where there are risks of radicalisation that we need to address.

Outcomes from the Prevent Delivery Plan will be used by the Home Office and the MET Counter-Terrorism Command in compiling future Counter Terrorism Local Profiles

Training

Local authorities are expected to ensure appropriate Prevent awareness training is delivered and available for frontline staff, commissioned services and contractors. The Statutory Prevent Duty states that staff must receive training to develop a good understanding of the Statutory Prevent Duty, recognise extremism and vulnerability to being drawn into terrorism, and know when and how to share concerns and how concerns may be managed.

Sutton Statutory Prevent Duty Training will consist of the following as a minimum:

- Statutory Prevent Duty Overview
- Recognising Extremism and Radicalisation Processes
- How to Safeguard individuals who may be vulnerable to being groomed into extremism and potentially terrorism
- Bespoke awareness sessions / interactive workshops to provide operational scenarios.
- Practice and Performance - Responsibilities in line with the duty

- The Channel process, operate a risk based early intervention approach to raise concerns and generate individual support packages
- Home Office WRAP3 Train the Trainer building departmental capacity leading to delivery of Home Office WRAP3 training to raise awareness about prevent

The above is not exhaustive list and bespoke solutions will be sought to address areas of special interest and specific training needs.

Venue and Publicly Owned Resources

The London Borough of Sutton as a Specified Authority has a duty to ensure that all our venues and their facilities (such as public ICT equipment) do not provide a platform for any form of extremism and are not used to disseminate extremist views. Staff involved in venue hire agreements should incorporate statutory Prevent duty considerations into their booking procedures and appropriate support in the use of equipment (such as computer filtering solutions to limit extremist material) should be provided.

The SSPS will build on existing relationships and develop new partnerships to engage with our wider partners in the business community, including licensed premises, charities and the community and voluntary sectors within the borough to reduce opportunities for exploitation, extremist activity or espousing extremist views. Considerations regarding the statutory Prevent Duty must also be incorporated into commissioning and procurement arrangements.

London Borough of Sutton Prevent Duty Governance

The London Borough of Sutton will make use of its existing Community Safety Partnership Board to oversee risk and co-ordinate Prevent activity. At an operational level, a Prevent Delivery Group will be formed to assess risk and trends identified.

At a governance level, our Adult and Child safeguarding Boards will have representation at the strategic Prevent Delivery Group. The Prevent Delivery Group has linkage to the Safer Sutton Partnership Board, attended by representatives from the SSPS, MET Police and key partners including Specified Authorities involved in complying with the Statutory Prevent duty across the borough of Sutton.

The Prevent Delivery Group will assess risk and trends identified, discuss key operational challenges and ensure that information is effectively shared between partners. We will also ensure that clear information sharing arrangements are in place between the LA SSPS and the MET in terms of Chanel Panel and Prevent Review cases.

List of key Partners

- London Borough of Sutton Safer Sutton Partnership Service
- Metropolitan Police
- London Fire Brigade
- National Probation Trust
- British Transport Police
- CCG
- Education

Conclusion

Extremism and Radicalisation present real risks in today's society. In order to protect those who may be exploited by extremists and their ideology, the London Borough of Sutton must ensure that risks and community tensions are identified, continue to proactively work to engage individuals at the earliest stage possible through the Chanel Process. Promotion of Social inclusion – counter and reduce opportunities used by extremists

Such an approach requires strong partnerships with London Boroughs, agencies, interest groups and communities, robust safeguarding process, the raising of awareness and the building of capability with staff across the organisation.

The Safer Sutton Partnership has developed strong and constructive relationships with resident and community interest groups through the work carried out by the TARDIS – Tackling Radicalisation in dispersed Societies. SSPS will continue to utilise these existing relations and structures within our communities to counter extremism and radicalisation.

SSPS will build on existing relationships and develop new partnerships to engage with wider partners in the business community, including licensed premises, charities and the community and voluntary sectors within the borough to reduce opportunities of exploitation, any extremist activity or espouse extremist views. Considerations regarding the statutory Prevent Duty must also be incorporated into commissioning and procurement arrangements.