

London Borough of Sutton – Prevent Strategy 2018/21

Forward

The Safer Sutton Partnership are committed to keeping Sutton safe for its residents and visitors. This includes a commitment to safeguard the vulnerable in our society from the risk of radicalisation in all forms; extreme right wing, extreme left wing, religious and all other forms of extremism.


We will promote a better understanding of this safeguarding duty, under the Prevent strategy, through wider delivery of Prevent training and we will seek to address any prejudice that may exist. The distinction between those that observe faith and religion and those that hold or develop extreme views or glorify extremism are clear and we are committed to ensure that our professionals and partners working in and for Sutton are equipped to recognise the same.

While effectively challenging any extreme ideology in Sutton, we will ensure no particular community, either directly or indirectly, is unduly prejudiced through the process.

The approach in Sutton is one of transparency and proportionality.

We will also seek continuation of the cooperation and support we have from our local Partners, Politicians, Faith Leaders, Community and Voluntary Sector and residents to ensure all forms of extremism are challenged to keep Sutton Safe and to protect those who are vulnerable to extremism in our society.

We are committed to ensuring that everyone in our Borough - of every faith and none - is able to live their lives in peace and safety.



Councillor Ruth Dombey, OBE
Leader of Sutton Council

Introduction

The statutory Prevent Duty was introduced by the government under the Counter Terrorism and Security Act 2015. This places a duty on local authorities and other specified authorities to have due regard to the risk of radicalisation to individuals and communities. 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 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 views.

The Home Office Revised Prevent Duty Guidance from 2015 defines 'Extremism' 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. This also includes calls for the death of members of our armed forces, whether in this country or overseas.

The response of local authorities to the Prevent duty needs to be proportionate to the level of risk.

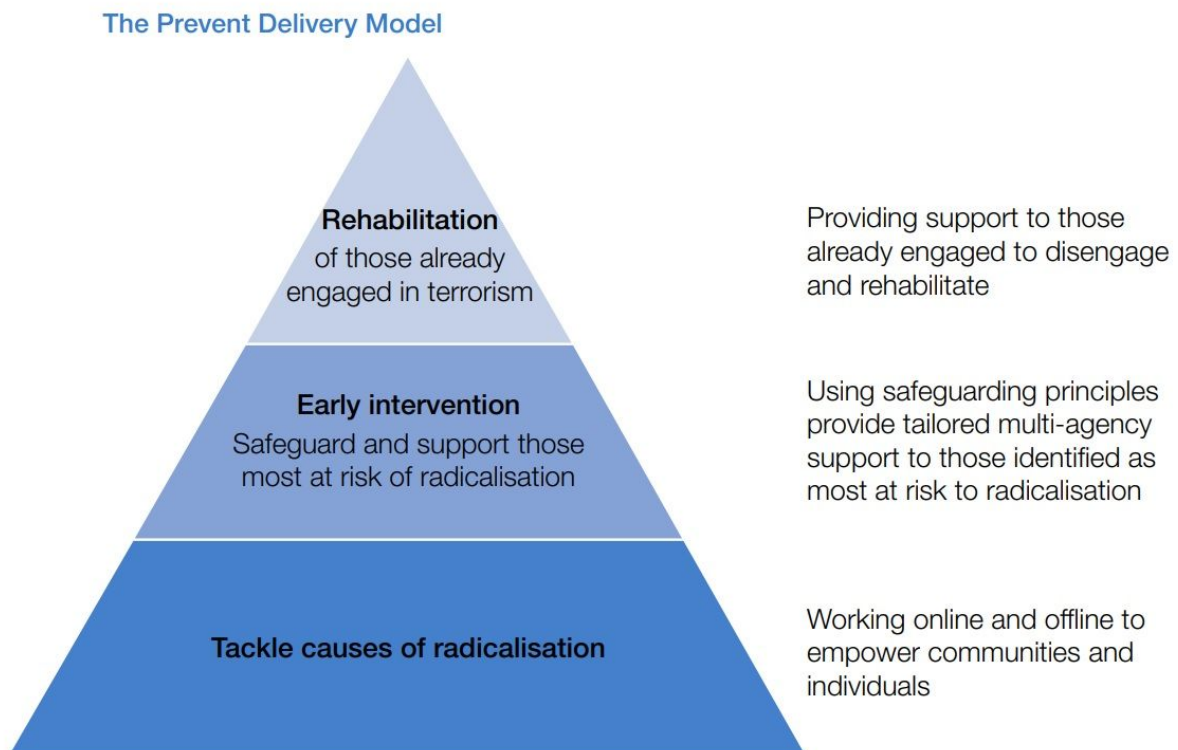
National Context

The United Kingdom's Strategy for Countering Terrorism, CONTEST¹, was updated in June 2018. In its fourth publication, it aims to continue to reduce the risk to the UK and its citizens and interests overseas from terrorism, so that people can go about their lives freely and with confidence.

This updated and strengthened version of CONTEST continues with the tried and tested strategic framework of four work strands:

- Prevent: Safeguard people from becoming terrorists or supporting terrorism- Reduce intent
- Pursue: Stop terrorist attacks happening in the UK and overseas- Reduce capability
- Protect: Strengthen our protection against a terrorist attack in the UK or overseas- Reduce vulnerability
- Prepare: Mitigate the impact of a terrorist incidents if it occurs- Reduce impact

¹ The CONTEST strategy June 2018 replaces the previous CONTEST and supersedes the Prevent Strategy 2011.



Source: Home Office

The CONTEST Strategy 2018 outlines the objectives of Prevent over the next 3 years which will be used to help inform our local response. These are set out below:

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

The Statutory Prevent Duty

The Prevent statutory duty was introduced through 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 duty is to safeguard people from being drawn into terrorism. It sits alongside long-established duties on professionals to safeguard vulnerable people from exploitation from a range of other harms such as drugs, gangs and physical and sexual exploitation. It is designed to help to ensure that vulnerable individuals who are at risk of radicalisation are supported as they would be under other safeguarding processes.

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
- Colleges
- Higher Education Institution
- Health Sector
- Prison and
- Probation

Delivery of the Prevent duty is locally led, and driven by an analysis of the threat in and to communities. Local authorities are the lead agency to establish multi-agency groups to assess the local picture, coordinate activity and to put in place arrangements to monitor the impact of any safeguarding work. Where the risk of radicalisation is assessed as being highest, Prevent coordinators employed by local authorities build partnerships in communities, oversee the delivery of local action plans to respond to the risk of radicalisation, and work with partners to embed safeguarding activity in statutory services including social care, health and education. The Home Office is piloting a new approach where local authorities will take a greater role in running the Channel programme, bringing the process more into line with existing safeguarding procedures.

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

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

- Provide Strong Leadership
- Use a risk based approach and develop an action plan if appropriate
- Introduce and implement a Multi-Agency Channel Panel
- Share Concerns
- Train frontline staff and staff of commissioned services
- Ensure that publicly-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views

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 provides a good platform to effectively deliver the Prevent duty over the next three years. Crime and disorder in Sutton is under the average level, for both London and nationally, making it one of the safest boroughs in London. Analysis generated for the Community Safety Partnership Strategic Assessment covering the period December 2016 to November 2017 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 12,000 in 2017. Sutton has the second lowest crime rate per 1000 residents in the 2017 Home Office Most Similar Group (MSG) where 58.8 crimes were recorded per 1000 residents. This compares to an MSG average of 73.3 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 which offers opportunities for discussion in a safe environment as well Spiritual, Moral, Social and Cultural education where 'British values' are included in this provision.

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

MSG tables are used by the Home Office to compare Community Safety Partnerships with those of a similar demographic and socio economic make up.

According to the Greater London Authority (GLA) estimates for 2018, Sutton has a higher White British majority population (63.4%) than London (39.4%), Kingston (54.2%) and Merton (42.8%). Black/ African/ Caribbean/ Black British currently makes up 4.6% of the population in Sutton; this is higher than England & Wales (3.3%), but significantly lower than London (11.6% and neighbouring boroughs Croydon (17.8%) and Merton (15.9%).

Christianity is the most popular religion for White residents, of which 63% 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 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.

During the 2017 calendar year racist and religious hate crime reporting increased by 1% across London compared to the previous year, however, there has been a 16.8% increase compared to 2015 across London, going from over 14,000 offences in 2015 to over 16,000 in 2017. Islamophobia accounted for over 1,500 London based offences recorded in 2017, an increase of 36% over the previous year's levels and is the strand of hate crime that has seen the largest increase compared to the previous year, suggesting a relationship to recent and increasing international tensions. Homophobic crime reporting continues to increase year-on-year with over 2,000 London based offences in 2017, an increase of 4% over the previous year's levels, and 18% compared to 2015.

By way of comparison, Surrey Police had an increase of 26% in number of reported Hate Crime offences compared to previous year, going from 1,403 offences in 2016/17 to 1,776 offences in 2017/18, which indicates that the observed increase in hate crime occurrence and reporting is not isolated to London boroughs.

The reporting of racist and religious hate crime in Sutton shows a similar trend to London, with reporting up by 46% in 2017, going from 222 reported offences in 2016 to 324 in 2017. This represents an increase of 0.5 crimes per 1,000 population, going from 1.1 racist and religious hate crime per 1,000 population in 2016 to 1.6 in 2017. Against the London trend homophobic hate crime reporting in Sutton continues to increase from 14 reports in 2016 to 18 reports in 2017.

Yearly reporting of Hate Crime in Sutton, 2013-2017

Year	Racist and Religious Hate Crime	Homophobic Hate Crime	Disability Hate Crime	Transgender Hate Crime
2013	185	16	1	0
2014	171	11	2	1
2015	214	10	5	0
2016	222	14	10	0
2017	324	18	9	3

Disability hate represents less than 2% 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%).

Reported Hate Crime in Sutton and Neighbouring Boroughs, 2013-2017

Borough	2013	2014	2015	2016	2017
Kingston Upon Thames	138	143	238	258	236
Richmond Upon Thames	112	148	205	294	245
Merton	160	200	277	327	311
Sutton	196	178	219	237	341
Croydon	323	400	560	674	696

Of the total number of reported hate crime in 2017, Sutton has the fifth lowest level of offences across MPS, surpassed only by Kingston, Richmond, Bexley and Merton. In relation to hate crime offences per 1,000 population, Sutton has a rate of 1.69 offences per 1,000 population, which is higher than neighbouring boroughs Kingston (1.34), Richmond (1.25) and Merton (1.52), however, lower than Croydon with 1.82 offences per 1,000 population. This is also evident for the number of victims of hate crime, where Sutton has a higher number of victims than that of Kingston, Richmond and Merton, but lower than Croydon.

Since 2013, there has been an upwards trend in the number of victims of hate crime across the MPS. In 2017, however, the majority of boroughs experienced a decrease in number of victims compared to previous year, whereas Sutton has seen a steady increase in numbers of victims of hate crime since 2014, going from 170 victims in 2014 to 327 victims in 2017. Sutton currently stands as having the sixth lowest number of victims of hate crime across MPS.

A Risk Based Approach

The Threat

All extremists and terrorist groups 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.

Evolving Threat

The threat from extremism is changing and the ways for recruiting people are changing too. The techniques used by Al Qaeda and its organised terrorist activities are no longer the primary domestic threat. The rise of the threat from ISIS saw a rise in recruitment through social media and online platforms to join the fighting as well as to carry out terrorist activities in the UK. As ISIS loses ground internationally, the returnees (ISIS fighters) from Syria and Iraq pose an additional threat.

There has also been a rise in far right activities over the last few years and they also use online platforms to propagate hate and extremist views. Since the murder of the MP Jo Cox, right wing activities have come to prominence in that national media. The right wing group National Action has been made a 'Proscribed organisation' and scores of terrorist plots have been spoiled.

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 ensuring 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 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 generic assessment of Threat, Harm & Risk and the forward looking approach to highlighting forthcoming events and challenges identified in the annual CTLP should provide a focus on local knowledge to inform strategic decision making for PREVENT.

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 processes and actions that have “due regard” to preventing 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 continue to feature 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.

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 process is presented in a flow chart in Appendix B.

The Channel Panel will be chaired by the Head of Community Safety Services. Core membership consists of the Prevent Lead 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 coordinators (including those in health, further and higher education), the police, intelligence agencies and other departments and inspection bodies where appropriate. The Home Office monitoring of Prevent activities is limited to Channel Panel activities. Nevertheless, the London Borough of Sutton produces a high level Prevent annual report specifically covering Channel Panel activities for the governing board.

If there are concerns about any Specified Authority the Secretary of State may use the power of direction under section 30 of the Act to ensure the implementation and delivery of the Prevent duty. This power would only be used if other options for engagement and improvement had been exhausted.

Training

Local authorities are required to ensure they provide appropriate training for all staff involved in the implementation of the Prevent duty. They are also responsible for ensuring that their frontline staff and the frontline staff of the contractors have a good understanding of Prevent to recognise the vulnerabilities of being drawn into terrorism. Additionally, they need to ensure that the Channel Panel is supported by appropriate expertise.

These requirements are set out in Prevent Duty Guidance² published under CTSA which specifies the following in paragraphs 20, 43 and 44:

20. All specified authorities subject to the duty will need to ensure they provide appropriate training for staff involved in the implementation of this duty. Such training is now widely available.

43. Local authorities will be expected to ensure appropriate frontline staff, including those of its contractors, have a good understanding of Prevent and are trained to recognise vulnerability of being drawn into terrorism and are aware of available programmes to deal with this issue.

² Revised Prevent Duty Guidance: for England and Wales; 15 July 2015 at <https://www.gov.uk/government/publications/prevent-duty-guidance>

44. Local authority staff will be expected to make appropriate referrals to Channel (a programme which provides support to individuals who are at risk of being drawn into terrorism which is put on a statutory footing by Chapter 2 of Part 5 of the Counter Terrorism and Security Act 2015) and ensure that Channel is supported by appropriate coordination and expertise.

The Prevent Training Framework has been developed in order to meet the statutory Prevent Duty under the Counter Terrorism and Security Act 2015. This will ensure a consistent approach to training and develop awareness, knowledge and skills of our staff and contractors.

This document should provide clarity on levels of training needed for London Borough of Sutton (LBS) staff and staff of the contractors and identify relevant staff groups who will need this training. The Prevent Training Framework should also be used by the commissioners of services in LBS to ensure the contractors are compliant with the Prevent Duty and their workforce have an appropriate level of training. This framework divides the levels of training needed for LBS staff into three categories. These are:

Level 1- Basic Prevent Awareness Training delivered through e-learning

Level 2- Face to Face Workshop to Raise Awareness of Prevent (WRAP)

Level 3- Face to face Specialist Prevent training for Social Care Professionals and Prevent Practice Leads

Additionally, the framework aims to establish a robust measure to identify the level of understanding, knowledge and skills the overall LBS workforce has rather than only measuring the number of individuals trained.

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. Prevent Duty considerations will also be included in the emergency planning team's Events Notification process.

London Borough of Sutton Prevent Duty Governance

The London Borough of Sutton will continue to make use of its existing Community Safety Partnership Board to oversee risk and co-ordinate Prevent activity. At a governance level, our Adult and Child safeguarding Boards have representation at this strategic board. The board is also 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.

At a tactical level, a Prevent Review Group will be formed to assess risk and trends identified. The group will 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.

At an operational level, the Channel process operates a risk based early intervention approach to raise concerns and generate individual support packages. The operation of Channel Panel is guided by statutory Channel Duty Guidance. This guidance was issued under sections 36(7) and 38(6) of the Counter-Terrorism and Security Act 2015 (the CT&S Act) to support panel members and partners of local panels. List of key partners at Sutton Channel Panel are as follows.

- Education
- London Borough of Sutton Safer Sutton Partnership Service
- London Borough of Sutton, Children Social Care
- London Borough of Sutton, Adult Social Care
- Metropolitan Police
- National Probation Trust
- Clinical Commissioning Group
- Mental Health Trust

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, and continue to proactively work to engage individuals at the earliest stage possible through the Channel Process.

Promotion of social inclusion, the counter action and reduction of opportunities for extremists requires strong partnerships with other London boroughs, agencies, interest groups and communities, robust safeguarding processes, the raising of awareness and the building of capability with staff across the organisation. The SSPS will continue to utilise these existing

relations and structures within our communities to counter extremism and radicalisation.

The 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 to espouse extremist views. Considerations regarding the statutory Prevent Duty must also be incorporated into commissioning and procurement arrangements.

Annex A

The UK Government's aims for next three years under the Prevent work strand as specified in its CONTEST strategy published in July 2018.

“To safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism, we will:

- Focus our activity and resources in those locations where the threat from terrorism and radicalisation is highest.
- Expand our Desistance and Disengagement Programme with an immediate aim over the next 12 months to more than double the number of individuals receiving rehabilitative interventions.
- Develop a series of multi-agency pilots to trial methods to improve our understanding of those at risk of involvement in terrorism and enable earlier intervention.
- Focus our online activity on preventing the dissemination of terrorist material and building strong counter-terrorist narratives in order to ensure there are no safe places for terrorists online.
- Build stronger partnerships with communities, civil society groups, public sector institutions and industry to improve Prevent delivery.
- Re-enforce safeguarding at the heart of Prevent to ensure our communities and families are not exploited or groomed into following a path of violent extremism.”