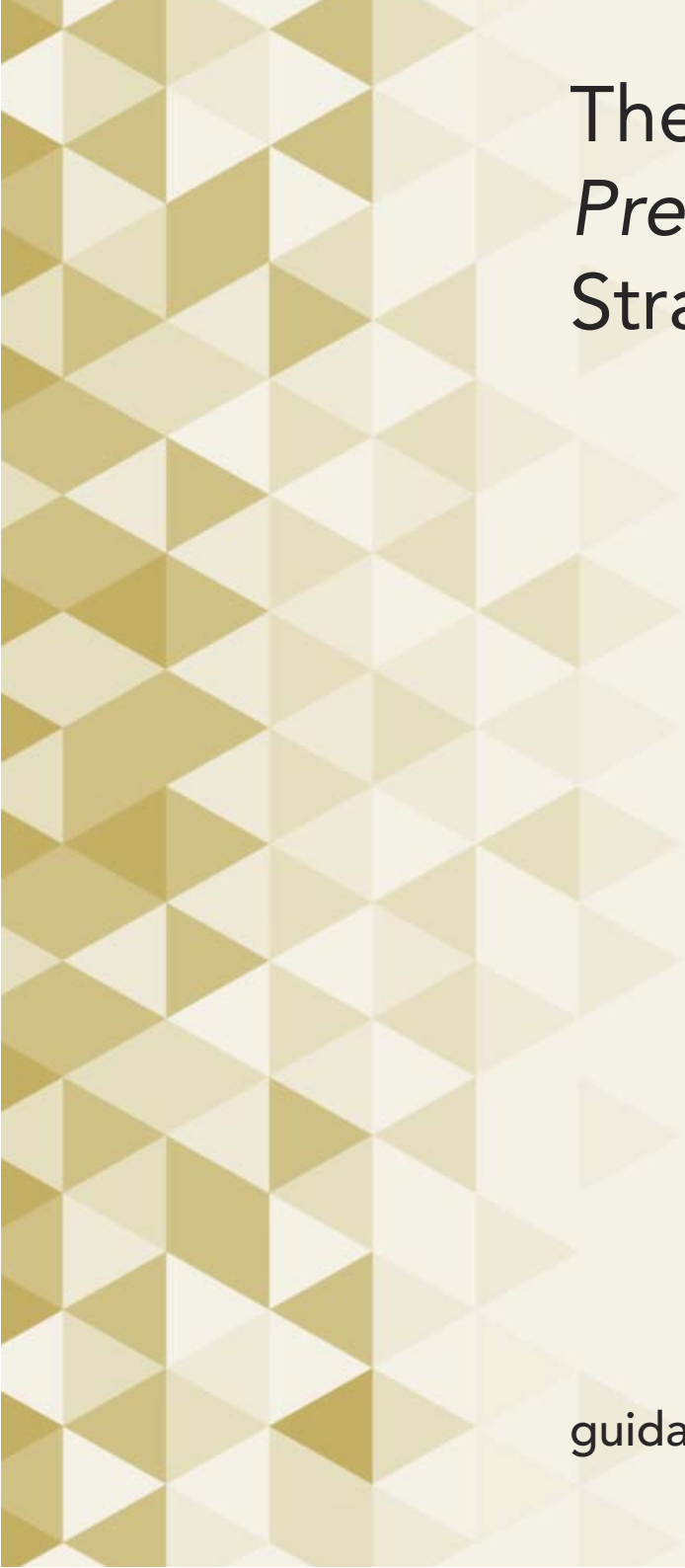




The *Prevent* Strategy

guidance for teachers

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Foreword

All children and young people have a fundamental right to be protected from harm and to have their wellbeing promoted.

Teachers and school and college leaders have always recognised that, alongside colleagues in other public services, they have an important role to play in ensuring that children and young people are safe and well cared for.

Risks to safety and welfare can take a wide variety of forms, including the risk of children and young people being drawn into terrorism and ideologies that can be used to justify terrorist activity.

The Counter-Terrorism and Security Act 2015 introduced significant new responsibilities on schools, colleges and their staff in relation to these issues. In particular, the Westminster Government's *Prevent* strategy places a duty on schools and colleges to stop children and young people from engaging in or supporting terrorism.

The Westminster Government's *Prevent* strategy has sparked a wide range of criticism, not least for its general approach to targeting so-called Islamist extremism. The NASUWT has expressed serious reservations about the *Prevent* duty for schools and colleges and, in particular, the lack of emphasis in the Westminster Government's strategy on racist and far-right extremism.

The NASUWT will continue to press the Westminster Government to amend the *Prevent* duty to address these concerns. However, it is important to ensure that members are aware of the requirements that the duty places on them.

This guidance seeks to ensure that members can engage with the *Prevent* duty in an informed and constructive way that advances equality and diversity, promotes community cohesion and tackles discrimination and prejudice in all educational settings.

Ms Chris Keates

NASUWT General Secretary



Introduction

This guidance:

- summarises the implications for school and college leaders of the Westminster Government's counter-extremism policy, particularly the *Prevent* strategy; and
- provides advice and guidance on ways in which school and college leaders can ensure that they and their establishments can meet their obligations under the *Prevent* duty.

All documents referenced in this guidance are available on the NASUWT website at **www.nasuwt.org.uk/prevent**.

Schools and colleges have legal responsibilities to ensure that their staff, including leaders, can support work to meet the *Prevent* duty. These responsibilities are described in this guidance. However, it is important to note that if schools or colleges fail to discharge any of these responsibilities effectively, including the provision of training and establishing arrangements for reporting concerns, individual members of staff continue to have an obligation to take whatever steps they can to keep children and young people safe.

In such circumstances, staff may face disciplinary or other forms of sanction if they do not take action to protect children and young people at risk when it is possible and reasonable for them to do so.

This guidance makes clear the action that school and college leaders should take to meet their responsibilities in the context of the *Prevent* duty, even if their establishments are failing to meet their statutory obligations.

It is essential that if school and college leaders have concerns about arrangements in their school or college for meeting the *Prevent* duty, they should contact the NASUWT for further help and advice.

Background and context

1. The UK's overarching counter-terrorism and anti-extremism strategy (CONTEST) is comprised of four key elements:
 - **Pursue:** directly disrupting and preventing terrorist attacks;
 - **Prevent:** stopping people becoming terrorists or from supporting terrorism;
 - **Protect:** strengthening the UK's protection against a terrorist attack; and
 - **Prepare:** mitigating the effects of a terrorist attack when it cannot be prevented.
2. The *Prevent* element of CONTEST is most relevant to schools and colleges. CONTEST establishes three core *Prevent* objectives. These are to:
 - respond to the ideological challenge of terrorism and the threat that the UK faces from those who promote it;
 - prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support: and
 - work with a range of sectors, including education, criminal justice, faith, charities, the internet and health, where there are risks of radicalisation which it is believed need to be addressed.
3. The Westminster Government's official security assessment is that the most significant terrorist and security threats to the UK come from Islamist terrorist organisations that operate principally in Syria and Iraq, particularly the organisation commonly referred to as Islamic State, ISIS, ISIL or Daesh, as well as the groups associated with Al Qa'ida.

'Islamist extremists regard Western intervention in Muslim-majority countries as a "war with Islam", creating a narrative of "them and us".

*'Their ideology includes the uncompromising belief that people cannot be both Muslim and British, and that Muslims living here should not participate in our democracy. Islamist extremists specifically attack the principles of civic participation and social cohesion. These extremists purport to identify grievances to which terrorist organisations then claim to have a solution.'*¹

4. However, CONTEST also identifies terrorists associated with the extreme right as a continuing threat to safety and security.

*'The white supremacist ideology of extreme right-wing groups has also provided both the inspiration and justification of the people who have committed extreme right-wing terrorist acts.'*²

The *Prevent* strategy – implications for schools, colleges and their staff

5. From 1 July 2015, all schools, colleges and early years childcare providers have been subject to a duty under Section 26 of the Counter-Terrorism and Security Act 2015 to have 'due regard to the need to *Prevent* people from being drawn into terrorism.'³ This is usually referred to as the *Prevent* duty. A complete list of educational and childcare authorities specified by the Act is set out in Appendix 1.
6. Section 26 of the Counter-Terrorism and Security Act is supported by statutory guidance.⁴ The statutory guidance issued by The Westminster Government confirms that at the centre of the *Prevent* duty is a requirement to identify children and young people who may be vulnerable to radicalisation. Radicalisation is defined as a process by which a person comes to support terrorism and forms of extremism. Schools and colleges must also be aware of the steps they should take when such children and young people have been identified.

1 HM Government (2015). *Prevent duty guidance*. Available at: www.legislation.gov.uk/ukdsi/2015/9780111133309/pdfs/ukdsiod_9780111133309_en.pdf, accessed on 16.01.15.

2 Ibid.

3 Ibid.

4 Ibid.

7. Extremism is defined in statutory guidance 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.’ The statutory guidance further identifies ‘calls for the death of members of our armed forces’ as extremism.

Demonstrating ‘due regard’

8. The statutory guidance confirms that there are four main areas of activity through which schools and colleges can demonstrate that they are having ‘due regard’ to the need to prevent people from being drawn into terrorism:
 - risk assessment;
 - working with other agencies;
 - training and individual staff responsibilities;
 - IT policies and practices.
9. Advice on these elements of the duty is set out in further detail below.

Risk assessment

10. All schools and colleges are expected to assess the risk of children and young people being drawn into terrorism. Schools and colleges must be able to demonstrate a general understanding of the risks affecting children and young people in their area. They must also be able to demonstrate a specific understanding of how to identify individuals who may be at risk of radicalisation and what they can do to support them.
11. These expectations must be considered in the context of the establishment’s general safeguarding policies and procedures. Schools and colleges are required to have clear procedures in place for supporting children at risk of radicalisation. Although not required explicitly in statutory guidance, the NASUWT recommends that these procedures should be incorporated into the school’s or college’s safeguarding policy.

12. In addition, all staff are expected to be able to assess the risk of children and young people being drawn into extremism or terrorism. This risk assessment includes understanding when a child or young person may be engaged in an extremist ideology, is intent on causing harm and/or is capable of committing violent acts. Information about sources of training and support are set out elsewhere in this guidance.

Working with other agencies

13. Schools and colleges are expected to work in partnership with other relevant agencies. As a minimum expectation, schools and colleges must take into account the policies and procedures of Local Safeguarding Children Boards (LSCBs) in relation to radicalisation and extremism. In areas identified as particularly vulnerable, the Home Office funds dedicated *Prevent* coordinators to work with communities and organisations, including schools and colleges. LSCBs are able to inform schools whether this additional support is available.
14. Where appropriate, schools and colleges are expected to work with the police and other civil society organisations able to provide advice and support to schools on implementing the *Prevent* duty. Further, schools and colleges are expected to engage with parents and family members of children and young people as they are in a key position to identify signs of potential radicalisation. When families raise concerns with schools and colleges about children and young people, institutions are expected to be able to direct them to appropriate support mechanisms, including the Channel programme described in 'Training and individual staff responsibility' below.

Assessing risks of radicalisation

15. There are three dimensions used to assess how far that children and young people may be at risk of being drawn into terrorist-related activity: engagement, intent and capability. Each of these factors should be considered separately.

Engagement

16. Engagement factors are sometimes referred to as 'psychological hooks'. They include needs, susceptibilities, motivations and contextual influences and together map the individual pathway into terrorism. They can include:

- feelings of grievance and injustice;
- feeling under threat;
- a need for identity, meaning and belonging;
- a desire for status;
- a desire for excitement and adventure;
- a need to dominate and control others;
- susceptibility to indoctrination;
- a desire for political or moral change;
- opportunistic involvement;
- family or friends' involvement in extremism;
- being at a transitional time of life;
- being influenced or controlled by a group;
- relevant mental health issues.

Intent to cause harm

17. Not all those who become engaged by a group, cause or ideology go on to develop an intention to cause harm, so this dimension is considered separately. Intent factors describe the mindset that is associated with a readiness to use violence and address what the individual would do and to what end. They can include:

- over-identification with a group or ideology;
- 'them and us' thinking;
- dehumanisation of the enemy;
- attitudes that justify offending;
- harmful means to an end;
- harmful objectives.

Capability to cause harm

18. Not all those who have a wish to cause harm on behalf of a group, cause or ideology are capable of doing so, and plots to cause widespread damage take a high level of personal capability, resources and networking to be successful. What the individual is capable of is therefore a key consideration when assessing risk of harm to the public. Factors can include:
- individual knowledge, skills and competencies;
 - access to networks, funding or equipment;
 - criminal capability.

Official guidance on the assessment of risk makes clear that membership of a particular ethnic, religious or social group or adherence to religious customs and practices does not constitute a risk factor and does not give rise to legitimate grounds for concern in the context of *Prevent*.⁵

Training and individual staff responsibilities

19. Schools and colleges are expected to ensure that all staff can contribute towards achievement of the *Prevent* duty. A minimum expectation is that the member of staff identified as the Designated Safeguarding Lead should undertake *Prevent* awareness training and be able therefore to provide advice and support to other members of staff on protecting children and young people from the risks of radicalisation. Information about training and advice on *Prevent* should be sought from LSCBs in the first instance. The NASUWT is clear that this member of staff must be given the time and resources necessary to undertake training and to discharge their responsibilities effectively. The NASUWT believes that this member of staff should hold a senior position within the school.
20. However this training is organised, it is important to recognise that it is expected that all members of staff in schools and colleges who work directly with children and young people understand that radicalisation is the process by which children and young people are

⁵ Sources: HM Government (2012). *Channel: Vulnerability Assessment Framework*; College of Policing and Metropolitan Police Service (2015). *Channel General Awareness*.

drawn towards extremism and how they may be vulnerable to being drawn into terrorism as a consequence of it. All staff must be aware of what is meant by the term 'extremism' in the context of fundamental British values and how extremism is used to justify terrorist-related activity. Staff must also be aware of what measures are available to prevent people from becoming drawn into terrorism and how to challenge extremist ideologies that can be associated with it. They must understand how to obtain support for people who may be being exploited by radicalising influences.

21. As with all elements of safeguarding, it is important that all staff are aware of their establishment's internal processes in respect of safeguarding those children and young people identified as being at risk of radicalisation. Staff with concerns in this respect should use these procedures to raise their concerns with their Designated Senior Person and/or headteacher.
22. It is important to recognise that when a potential risk to a child or young person has been referred through relevant internal processes and it is evident that concerns remain unaddressed even after such a referral, statutory guidance on safeguarding makes clear that the member of staff raising the concern is required to press for the matter to be reconsidered.⁶
23. In addition, all staff should understand that they are under a legal obligation to raise concerns with appropriate external agencies directly about individual children and young people if they believe that these concerns have not been addressed appropriately by their school or college, even if they have followed its internal safeguarding procedures. This can be done in confidence through a referral to the local Channel programme or by contacting the national police non-emergency number (101).
24. The Westminster Government's support programme, Channel, is the principal means by which schools and colleges are expected to raise concerns about children and young people they believe may be at risk of radicalisation. It is expected that all staff in schools and colleges are aware of the Channel programme and the support and advice it is able to provide. Schools and colleges are expected to provide

⁶ Welsh Government (2015). *Keeping learners safe*. (www.sewsc.org.uk/fileadmin/sewsc/documents/national/150114-keeping-learners-safe.pdf), accessed on 25.02.16.

information to staff about local Channel arrangements. If this information has not been made available, members of staff can meet the statutory obligation on them to understand Channel by obtaining details from their local police forces or from LSCBs.

25. All local authorities have a Channel Panel that oversees risk assessment and support activities in all schools and colleges.⁷
26. An online general awareness training module on the Channel approach to risk assessment has been produced by the College of Policing.⁸ This resource provides information on identifying factors that may make children and young people vulnerable to radicalisation and explains how referrals to Channel can be made. Teachers should consider accessing these materials to develop their understanding of their responsibilities under the *Prevent* duty, particularly if adequate training and support has not been provided by their school or college. Information about these training materials is available on the NASUWT website at www.nasuwt.org.uk/prevent.
27. Channel also organises interventions, where appropriate, for children and young people deemed at risk of radicalisation or of being drawn into terrorism. Participation in Channel by children and young people is voluntary and a referral to it does not result in a child or young person receiving a criminal record.
28. Other more detailed training packages, such as the Home Office's Workshop to Raise Awareness of *Prevent* (WRAP) can be accessed through local Channel Panels or, where they are deployed, from dedicated home office-appointed *Prevent* leads. Channel Panels and LSCBs are the primary sources for information about those general risks of radicalisation of which all staff in schools and colleges are expected to be aware.

7 HM Government (2015). *Channel Duty Guidance: Protecting vulnerable people from being drawn into terrorism*. www.gov.uk/government/uploads/system/uploads/attachment_data/file/425189/Channel_Duty_Guidance_April_2015.pdf, accessed on 02.02.16.

8 College of Policing and Metropolitan Police Service (2015). *Channel General Awareness*. Available at: (http://course.ncalt.com/Channel_General_Awareness/01/index.html), accessed on 16.01.16.

IT policies

29. Schools and colleges are required under the *Prevent* duty to ensure that children and young people are safe from terrorist and extremist material when accessing the internet while present within the establishment. This will include ensuring appropriate levels of filtering, effective internet firewalls and secure social media platforms to avoid abuse. Teachers should make sure that they follow their school's or college's policies and report any concerns about material accessed by children and young people, either on-site or elsewhere, through internal safeguarding arrangements.
30. The Welsh Government has produced dedicated advice on the steps that schools should take to fulfil this aspect of the duty in its statutory guidance, *Safeguarding Children: Working Together Under the Children Act 2004*.⁹ Further information has been published by the Home Office on the ways in which schools and colleges can address the use of social media to radicalise children and young people.¹⁰ Teachers should make sure that they are familiar with the contents of these publications.

Seeking further advice and guidance from the NASUWT

31. As with all safeguarding issues, it is essential that members who believe that they may face difficulties with their employer as a result of the *Prevent* duty contact the NASUWT for further advice and guidance without delay. In particular, members should seek support if they believe that they are at risk of being identified as not undertaking their responsibilities under the *Prevent* duty effectively or are concerned that they are being targeted unreasonably by their employer in relation to addressing radicalisation or extremism. The NASUWT is clear that notwithstanding the provisions of the *Prevent* duty, no member of the school or college workforce should be subject to discrimination or prejudice and will represent its members' interests robustly in this respect.

⁹ Welsh Government (2006). *Safeguarding Children: Working Together Under the Children Act 2004*. (<http://gov.wales/pubs/circulars/2007/nafwc1207en.pdf?lang=en>), accessed on 29.02.16.

¹⁰ DfE/Home Office (2015). 'How social media is used to encourage travel to Syria and Iraq.' (www.gov.uk/government/uploads/system/uploads/attachment_data/file/440450/How_social_media_is_used_to_encourage_travel_to_Syria_and_Iraq.pdf), accessed on 02.02.16.

Appendix 1

Education, childcare and further education specified authorities subject to the *Prevent* duty

- the proprietors of maintained schools, non-maintained special schools, maintained nursery schools, independent schools (including academies and free schools) and alternative provision academies;
- pupil referral units;
- registered early years childcare providers;
- registered later years childcare providers;
- providers of holiday schemes for disabled children;
- persons exercising local authority functions under a direction of the Secretary of State when the local authority is performing inadequately;
- persons authorised by virtue of an order made under section 70 of the Deregulation and Contracting Out Act 1994 to exercise a function specified in Schedule 36A to the Education Act 1996;
- further education institutions on the Skills Funding Agency (SFA) register of training organisations (ROTO), including sub-contractors which receive more than £100,000 of Skills Funding Agency (SFA) funding via lead providers. This includes approximately 950 further education colleges and independent providers – such as private companies and third sector organisations that are eligible to receive public funding from the SFA to deliver education and training and the 93 Sixth Form Colleges and other organisations funded by the Education Funding Agency to deliver post 16 education and training;
- further education institutions in Wales funded by the Welsh Government; and
- private further education institutions that are not in receipt of public funding who may be on the UK Register of Learning Providers and have similar characteristics to those on the register. These are defined as institutions that have at least 250 students who are undertaking courses in preparation for examinations which either receive public funding or are regulated by the Office of Qualifications and Examinations Regulation or the Welsh Government.

Appendix 2

***Prevent* duty checklist – for information**

Set out below are key actions for school and college leaders on implementation of the *Prevent* duty. It should be read in conjunction with the advice and guidance contained in this document.

All documents referred to in the list of actions are available from www.nasuwat.org.uk/prevent.

School and college leaders should:

- be familiar with the statutory guidance on the *Prevent* duty;
- understand the definition of extremism set out in the statutory guidance on *Prevent*;
- seek information on the general risks relating to extremism and radicalisation faced by children and young people in their area;
- make use of their establishment's existing safeguarding procedures to address issues children and young people may face in relation to radicalisation and extremism;
- take account of the policies and procedures of Local Safeguarding Children's Boards (LSCBs) in relation to the *Prevent* duty;
- take advice from LSCBs on ways in which schools and colleges should engage with other agencies, including the police and, where deployed, specialist *Prevent* co-ordinators;
- allow Dedicated Safeguarding Leads to access *Prevent* training delivered through the Home Office's Workshop to Raise Awareness of *Prevent* (WRAP) programme;
- provide Dedicated Safeguarding Leads with the time and resources required to discharge their functions effectively;

- ensure that all members of staff who work directly with children and young people understand that radicalisation is the process by which children and young people are drawn towards extremism and why they may be vulnerable to being drawn into terrorism as a result of it;
- ensure that all staff are aware of what is meant by extremism in the context of fundamental British values and how extremism is used to justify terrorist activity;
- provide staff with opportunities to become aware of what measures are available to prevent children and young people from being drawn into terrorism and how to challenge the extremist ideologies that may be associated with it;
- ensure that staff are made aware of the establishment's internal processes and policies for safeguarding children and young people identified as being at risk of radicalisation;
- provide information to all staff about local Channel arrangements;
- consider allowing staff opportunities to access the College of Policing online Channel training module on risk assessment;
- ensure that policies on internet safety are up-to-date and that internal safeguarding arrangements allow staff to report any concerns about material accessed by children and young people, either on-site or elsewhere;
- check that internet policies are consistent with the advice set out in the Welsh Government's statutory guidance, *Safeguarding Children: Working Together Under the Children Act 2004*;
- provide opportunities for staff to familiarise themselves with the Home Office guidance on the ways in which social media can be used to radicalise children and young people;
- recognise that the *Prevent* duty must not be met in ways that conflict with other key statutory duties, particularly those that relate to the Equality Act 2010 and the Public Sector Equality Duty (PSED);

- ensure that policy and practice recognises that the *Prevent* duty addresses all forms of terrorist threat to the UK and is not limited to Islamist extremism; and
- undertake an annual Equality Impact Audit (EIA) to confirm that effective consideration has been given to the PSED in implementing the *Prevent* duty.

Appendix 3

Useful publications

All the publications listed below are available on the NASUWT website at **www.nasuwt.org.uk/prevent**

HM Government (2015). *Prevent duty guidance*.

HM Government (2015). *Prevent duty guidance: further education institutions in England and Wales*.

DfE/Home Office (2015). *How social media is used to encourage travel to Syria and Iraq*.

HM Government (2015). *Channel Duty Guidance: Protecting vulnerable people from being drawn into terrorism*.

College of Policing and Metropolitan Police Service (2015). *Channel General Awareness*.

Welsh Government (2006). *Safeguarding Children: Working Together Under the Children Act 2004*.

Welsh Government (2015). *Keeping learners safe*.



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