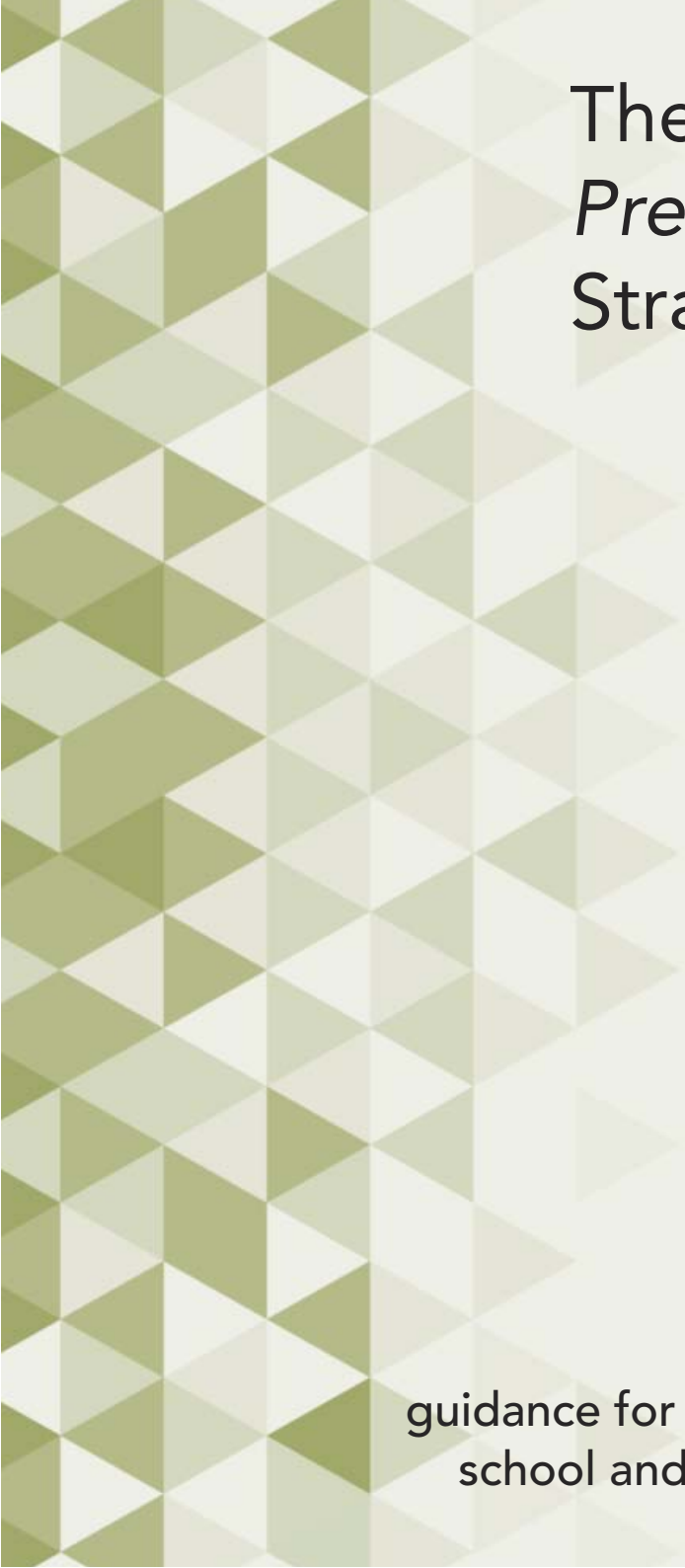




The *Prevent* Strategy

guidance for
school and college leaders

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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 Government's *Prevent* strategy places a duty on schools and colleges to stop children and young people from engaging in or supporting terrorism.

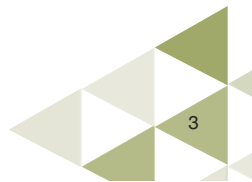
The Government's *Prevent* strategy has sparked a wide range of criticism, not least for its general approach to targeting so-called Islamist extremism. The NASUWT has expressed serious reservations about the *Prevent* duty for schools and colleges and, in particular, the lack of emphasis in the Government's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

The NASUWT will continue to press the 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 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 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 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: (http://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.
8. All schools and colleges are under a duty to promote fundamental British values actively. This expectation is incorporated into the Ofsted common inspection framework and is identified in the statutory guidance as a key way in which schools and colleges can build resilience against extremism. The NASUWT has produced practical guidance and advice on ways in which schools and colleges can be helped to meet this expectation in practice. This guidance can be accessed at **www.nasuwt.org.uk/prevent**.

Demonstrating ‘due regard’

9. 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.
10. Advice on these elements of the duty is set out in further detail below.



Risk assessment

11. 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.
12. 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.
13. 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

14. 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.
15. 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. 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 under 'Training and individual responsibilities' below.

Assessing risks of radicalisation

16. There are three dimensions used to assess how far 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

17. 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;
- a desire for political or moral change;
- feeling under threat;
- opportunistic involvement;
- a need for identity, meaning and belonging;
- family or friends' involvement in extremism;
- a desire for status;
- being at a transitional time of life;
- a desire for excitement and adventure;
- being influenced or controlled by a group;
- a need to dominate and control others;
- relevant mental health issues.
- susceptibility to indoctrination;



Intent to cause harm

18. 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

19. 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

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

Training and individual staff responsibilities

20. 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 receive appropriate *Prevent* awareness training and be able therefore to provide advice and support to other members of staff on protecting children and young people from risks of radicalisation. Information about training and advice on *Prevent* should be sought from LSCBs in the first instance. School and college leaders should ensure that this member of staff is given the time and resources necessary to undertake training and to discharge their responsibilities effectively. The NASUWT advises that this member of staff should hold a senior position within the school.
21. 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, including school and college leaders, understand that radicalisation is the process by which children and young people are drawn towards extremism and how they may be vulnerable to being drawn into terrorism as a consequence of it.
22. NASUWT school and college leader members should recognise that 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 are being exploited by radicalising influences.
23. As with all elements of safeguarding, it is important that school and college leaders ensure 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 be advised to use these procedures to raise their concerns with their Designated Safeguarding Lead and/or headteacher or principal.

24. It is critical that school and college leaders recognise that when a potential risk to a child or young person has been referred by a member of staff 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 expected to press for the matter to be reconsidered.⁶
25. In addition, school and college leaders should note that all staff are under a legal expectation 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.
26. School and college leaders can raise their concerns about children and young people at risk of radicalisation by contacting the local Channel programmes or by contacting the national police non-emergency number (101).

The DfE has a dedicated telephone helpline (020 7340 7264) and email address (counter.extremism@education.gsi.gov.uk) through which issues related to extremism can also be raised directly.

27. The 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. School and college leaders should ensure that all staff are aware of the Channel programme and the support and advice it is able to offer. Schools and colleges are expected to provide information to staff about local Channel arrangements. Information about Channel can be obtained from local police forces or from LSCBs.
28. All local authorities have a Channel Panel that oversees risk assessment and support activities in all schools and colleges.⁷ 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.

6 DfE (2015). *Keeping Children Safe in Education*. Available at: (www.gov.uk/government/publications/keeping-children-safe-in-education--2), accessed on 18.01.16.

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.

29. 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. The NASUWT advises that school and college leaders should consider allowing staff to access these materials to develop their understanding of their responsibilities under the *Prevent* duty. Further information about these training materials is available on the NASUWT website at www.nasuwt.org.uk/prevent.
30. 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.
31. 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. The NASUWT advises that, as a minimum expectation, school and college leaders should ensure that Designated Safeguarding Leads are able to access this training.

IT policies

32. 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.⁹ School and college leaders should ensure that their establishment's policies on internet safety are up to date and that internal safeguarding arrangements provide an opportunity for staff to report any concerns about material accessed by children and young people, either on-site or elsewhere.

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.

⁹ Ibid.

33. The Department for Education (DfE) has produced dedicated advice and guidance on the steps that schools should take to fulfil this aspect of the duty in its statutory guidance, *Keeping Children Safe in Education*. School and college leaders should ensure that their establishment's policy complies with this guidance. Further information has been published by the Government on the ways in which schools and colleges can address the use of social media to radicalise children and young people.¹⁰ School and college leaders should provide opportunities for staff to familiarise themselves with the contents of these publications.

The *Prevent* duty and other legal obligations

34. The duties arising from the Counter-Terrorism and Security Act 2015 and the *Prevent* strategy must not be undertaken in ways that conflict with other statutory duties to which schools and colleges are subject. In particular, schools and colleges are obliged under the Equality Act 2010 to have 'due regard to the need to foster good relations between persons who share a protected characteristic and persons who do not share it.' Further information about the Equality Act and the Public Sector Equality Duty (PSED) that arises from it can be accessed at www.nasuwat.org.uk/equalityduty.
35. Schools and colleges should therefore make sure that their implementation of the *Prevent* duty does not undermine the effectiveness of their policies and practices that relate to the PSED.
36. This consideration has important implications for schools' and colleges' engagement with the *Prevent* duty. **Specifically, it is essential to recognise that the *Prevent* duty aims to address all forms of terrorist threat to the UK and is not limited to Islamist extremism.** As noted above, the duty also addresses far-right extremism and any other form of ideology that may be used to promote or justify terrorism. As a result, schools and colleges must ensure that their focus in relation to the *Prevent* duty incorporates all forms of extremism identified by LSCBs, the local police force and Channel Panel. An exclusive focus on Islamic extremism in a school or college's approach to *Prevent* is likely to be contrary to its responsibilities under the PSED.

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.

37. For example, if establishments seek to address radicalisation among children and young people that is related to Islamist extremism but fail to address other forms of extremism in a comparable way, it is likely that such establishments and the staff involved in such practices would be in breach of their responsibilities under the Equality Act if Muslim children, young people or staff are subject to detrimental treatment as a result. It is for this reason that schools and colleges must ensure that training and advice for staff focuses on all forms of potential extremism.
38. The NASUWT advises that all schools and colleges should undertake an annual Equality Impact Audit (EIA). Carrying out an EIA will help schools and colleges to demonstrate that they have considered the aims of the PSED when making decisions about implementation of the *Prevent* duty. An EIA provides an opportunity to assess systematically the likely or actual effects of *Prevent*-related policy and practice, look for opportunities to promote equality and address negative or adverse impacts. An EIA checklist is available from the NASUWT at www.nasuwt.org.uk/equalityduty.

Governing bodies and proprietors of schools and colleges

39. The *Prevent* duty identifies school governing bodies, proprietors of academies and free schools as having direct responsibility for implementation of the *Prevent* duty. Dedicated statutory guidance for post-16 institutions, including further education and sixth-form colleges, makes clear that governors are expected to engage actively with implementation of the *Prevent* duty.¹¹
40. It is therefore essential that governing bodies and proprietors act in ways that support the ability of schools and colleges to discharge their responsibilities under the *Prevent* duty. Any activities undertaken by governors or proprietors that impede school and college leaders' work to implement the duty are therefore inconsistent with the *Prevent* statutory guidance and would give rise to legitimate grounds for concern.

¹¹ HM Government (2015). *Prevent duty guidance: for further education institutions in England and Wales*. (www.gov.uk/government/uploads/system/uploads/attachment_data/file/445915/Prevent_Duty_Guidance_For_Further_Education__England__Wales_-_Interactive.pdf), accessed on 26.02.16.

41. School and college leaders should therefore seek to make clear to governors and proprietors the nature and extent of the establishment's responsibilities under the *Prevent* duty and the steps that are being taken to secure compliance with it. Where this work is impeded by the actions of governors or proprietors, school and college leaders should set out the legal implications of these actions. Specialist information and advice on this issue can be obtained via Channel and through LSCBs.

Seeking further advice and guidance from the NASUWT

42. The NASUWT understands that school and college leaders have particular duties and responsibilities in relation to *Prevent*. Alongside the obligations that apply to all staff in schools and colleges, school and college leaders have a responsibility to ensure that their establishments comply with the duties that the *Prevent* strategy creates. The advice, guidance and support available from the Union for school and college leader members is therefore based on a clear recognition of their distinct responsibilities in this respect.
43. As with all safeguarding issues, it is essential that school and college leaders 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, support should be sought if school and college leaders 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. School and college leader members should also contact the Union for advice if they believe that governors or proprietors are acting in ways that are inconsistent with the *Prevent* duty.
44. 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.

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**

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 DfE's statutory guidance on safeguarding, Keeping Children Safe in Education;
- 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*.

DfE (2015). *Keeping Children Safe in Education*.

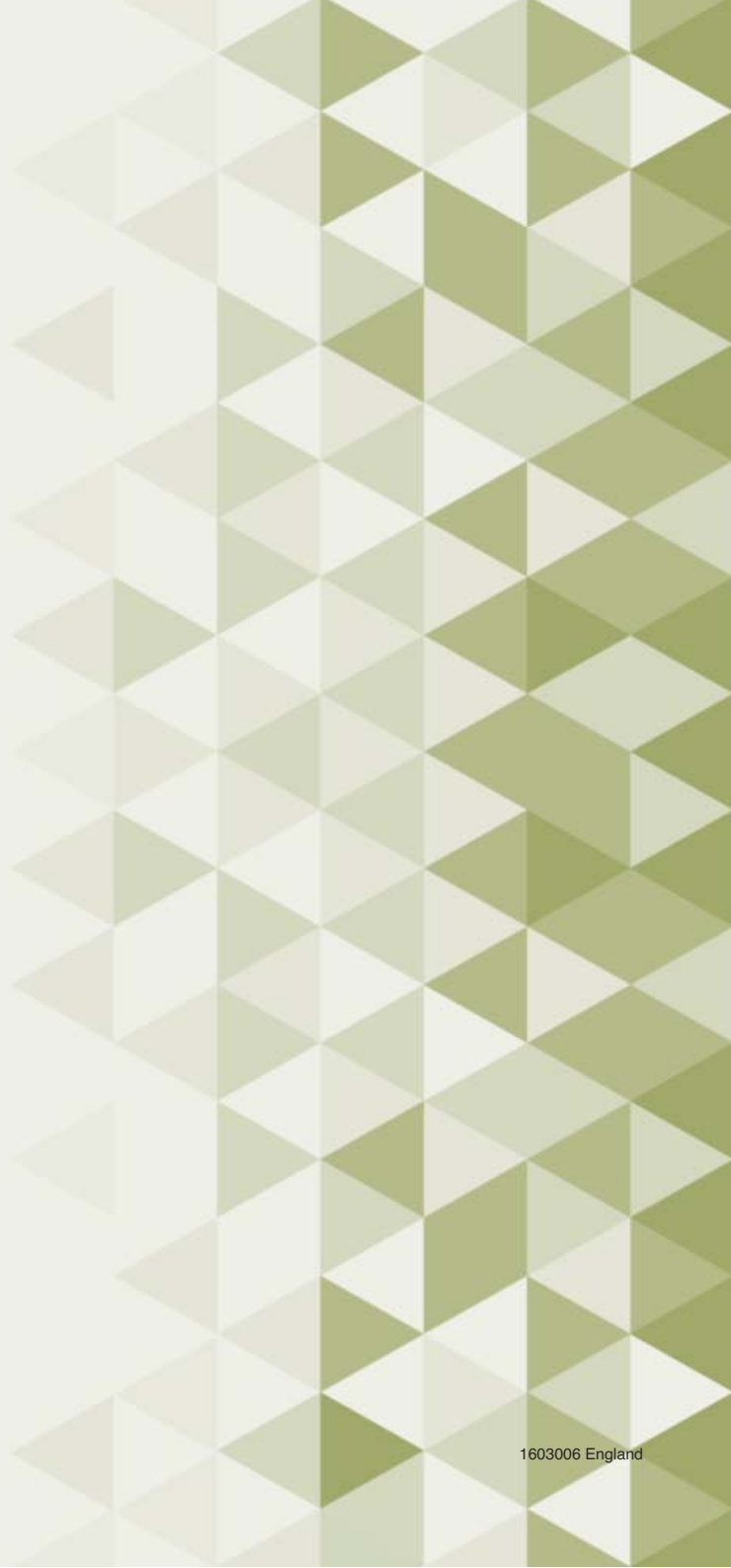
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