



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 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 Government to amend the Prevent duty to address these concerns. However, the Union is aware of its responsibility 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.

Chris Keates (Ms)
NASUWT General Secretary

Introduction

1. This guidance:
 - summarises the implications for schools and colleges of the Westminster Government's counter-extremism policy, particularly the Prevent strategy; and
 - provides advice on ways in which schools and colleges can meet their obligations under the Prevent duty.
2. All documents referenced in this guidance are available on the NASUWT website at www.nasuwt.org.uk/prevent.

Important note

Schools and colleges have clear legal responsibilities to ensure that their staff can support work to meet the Prevent duty. These responsibilities are described in this guidance.

Individual members of staff have an obligation to take whatever steps they can to keep children and young people safe. This applies even if the school or college fails to discharge any of its responsibilities effectively. For example, the obligation applies even if the school or college fails to provide effective training or establish effective arrangements for reporting concerns.

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 teachers should take to meet their responsibilities in relation to the Prevent duty.

If members 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 to the Prevent duty

3. The UK's overarching counter-terrorism and anti-extremism strategy (CONTEST) is comprised of four key elements:
 - **Pursue:** detect and investigate threats to disrupt and prevent terrorist attacks;
 - **Prevent:** challenge extremist ideas to stop people from becoming terrorists or from supporting terrorism;
 - **Protect:** strengthen the UK's protection against a terrorist attack; and
 - **Prepare:** mitigate the impact of a terrorist attack when it cannot be prevented.
4. 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 need to be addressed.
5. The Westminster Government's official security assessment is that the most significant terrorist and security threats to the UK come from international terrorism and from groups such as Al Qa'ida and the Islamic State/ISIS/ISIL/Daesh.¹ Whilst MI5 identifies Islamist terrorist organisations operating in Syria and Iraq as posing the greatest threat, it states that threats also emanate from other parts of the Middle East, North, East and West Africa, and South and South-East Asia.²

¹ www.gov.uk/government/publications/recognising-the-terrorist-threat/recognising-the-terrorist-threat#threat-levels. (Accessed 12 July 2017)

² www.mi5.gov.uk/international-terrorism. (Accessed 12 July 2017)

6. The Westminster Government also identifies Northern Ireland-related terrorism as a threat in Great Britain and in Northern Ireland.³ Further, CONTEST identifies terrorists associated with the extreme right as posing 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.'*⁴

Defining ‘extremism’ and ‘radicalisation’

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.*⁵ *[C]alls for the death of members of our armed forces*’ is also identified as extremism.⁶
8. The MI5 website identifies extremist activity as including direct attacks, planning direct attacks and support for terrorism by radicalising individuals to believe in the legitimacy of joining a terrorist network or carrying out a terrorist attack, fundraising for terrorist networks including by diverting money donated to legitimate charities, and helping radicalised individuals to travel abroad to join a terrorist group and potentially receive training.⁷
9. ‘Radicalisation’ is the process by which a person comes to support terrorism and forms of extremism.

The Prevent duty

10. Since 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 2015.⁸ This is usually referred to as the Prevent duty and requires schools, colleges and other specified educational and childcare authorities to have ‘*due regard to the need to prevent people from being drawn into terrorism.*⁹

³ www.gov.uk/terrorism-national-emergency/terrorism-threat-levels. (Accessed 12 July 2017)

⁴ *ibid.*

⁵ HM Government (2015) *Prevent Duty guidance in England and Wales*, page 2.

⁶ *Ibid.* page 2.

⁷ www.mi5.gov.uk/international-terrorism. (Accessed 12 July 2017)

⁸ A complete list of educational and childcare authorities specified by the Act is set out in Appendix 1 of this guidance.

⁹ HM Government (2015) *Prevent Duty guidance in England and Wales*.

11. Section 26 of the Counter-Terrorism and Security Act is supported by statutory guidance.¹⁰
12. The Prevent duty requires schools and colleges to identify children and young people who may be vulnerable to radicalisation. Schools and colleges must also be aware of the steps they should take when such children and young people have been identified as vulnerable to radicalisation.
13. All schools are required to teach a broad and balanced curriculum that promotes the spiritual, moral, cultural, mental and physical development of pupils. The Welsh Government has also produced guidance for schools to help them build resilience to extremism through promoting community cohesion.¹¹ The statutory guidance identifies these requirements as key ways for schools to build resilience against extremism.¹²

Demonstrating ‘due regard’ to the need to prevent people from being drawn into terrorism

14. The statutory guidance on Prevent confirms that there are four main areas of activity through which schools and colleges can demonstrate that they have ‘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.
15. Advice on these elements of the duty is set out in further detail below.

Risk assessment

16. Schools and colleges are expected to assess the risk of children and young people being drawn into terrorism. School and college staff must be able to demonstrate a general understanding of the risks affecting children and young people in their area. They must also be

10 HM Government (2015). *Prevent Duty guidance in England and Wales*.

11 Welsh Government (January 2011) *Respect and Resilience: Developing Community Cohesion – a common understanding for schools and communities*. Available at: <http://gov.wales/docs/dcells/publications/110209respecten.pdf>. Accessed: 21/7/17.

12 Paragraph 58, *Revised Prevent Duty guidance for England and Wales*.

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.

17. Schools and colleges are expected to have clear procedures in place for supporting children at risk of radicalisation. These expectations should be considered in the context of the school or college's general safeguarding policy and procedures. Although not required explicitly in the statutory guidance, the NASUWT recommends that these procedures are incorporated into the school or college's safeguarding policy.
18. 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.
19. The NASUWT advises school and college leaders to ensure that all staff have access to training, including refresher training, within the working day, so that they are able to make appropriate risk assessments.

Assessing risks of radicalisation

There are three dimensions used to assess the risks of children and young people being drawn into terrorist-related activity: engagement, intent and capability. Each of these factors should be considered separately.

Engagement

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

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;
- ‘us and them’ thinking;
- dehumanisation of the enemy;
- attitudes that justify offending;
- harmful means to an end;
- harmful objectives.

Capability to cause harm

Not all those who have a wish to cause harm on behalf of a group, cause or ideology are capable of doing so. Therefore, what the individual is capable of is 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.

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

Working with other agencies

20. Schools and colleges are expected to work in partnership with other relevant agencies. As a minimum expectation, schools and colleges should take into account Local Safeguarding Children Boards (LSCBs) policies and procedures that relate to radicalisation and extremism.
21. The Home Office funds dedicated Prevent co-ordinators to work with communities and organisations, including schools and colleges, in areas that have been identified as particularly ‘vulnerable’. LSCBs are able to inform schools whether this additional support is available in their area.
22. Where appropriate, schools and colleges are expected to work with the police and other civil society organisations that are able to provide advice and support on implementing the Prevent duty.
23. 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 about children and young people, schools and colleges are expected to be able to direct them to appropriate support, including the Channel programme described below.

Training and individual staff responsibilities

24. Schools and colleges should 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 Senior Person (DSP) receives Prevent awareness training and is able to provide advice and support to other members of staff about protecting children and young people from the risks of radicalisation. The

NASUWT believes that this member of staff should be given the time and resources necessary to undertake training and to discharge their responsibilities effectively. The Union also believes that this member of staff should hold a senior position within the school.

25. Every member of staff in a school or college who works with children and young people is expected to 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.
26. Every member of staff should understand what is meant by the term ‘extremism’ and how extremism is used to justify terrorist-related activity. They should 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 terrorism. Further, they should understand how to obtain support for people who may be being exploited by radicalising influences.
27. Every member of staff should be aware of the establishment’s internal processes for safeguarding, including those that relate to radicalisation. Teachers should use these procedures to raise their concerns about a child or young person with their DSP and/or headteacher or principal.
28. Statutory guidance on safeguarding makes it clear that a member of staff who raises a concern should press for the matter to be reconsidered if it is evident that their concern has not been addressed appropriately through internal processes.¹³
29. Every member of staff is under a legal obligation to raise concerns about individual children and young people directly with appropriate external agencies if they believe that their concerns have not been addressed appropriately by their school or college. This obligation applies even if the member of staff has followed the school or college’s internal safeguarding procedures.
30. 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

¹³ Welsh Government (2015). *Keeping Learners Safe*. Available at: (<http://learning.gov.wales/docs/learningwales/publications/150114-keeping-learners-safe-en.pdf>), accessed on 21/7/17.

radicalisation. All local authorities have a Channel Panel that oversees risk assessment and support activities in all schools and colleges.¹⁴ Channel Panels and LSCBs are the primary sources for information about the general risks of radicalisation of which all staff in schools and colleges are expected to be aware.

31. Schools and colleges are expected to provide information to all staff about the local Channel programme and the advice and support that they can provide. However, if the information has not been made available, teachers can obtain details from their local police force or LSCB.
32. Teachers who have concerns about a child or young person can make a referral in confidence to the local Channel programme. Teachers can also raise concerns about radicalisation by contacting the national police non-emergency number (101).
33. The College of Policing has produced an online general awareness training module on the Channel approach to risk assessment.¹⁵ This resource provides information on identifying factors that may make children and young people vulnerable to radicalisation and explains how to make a referral to Channel. Teachers should consider accessing these materials to develop their understanding of their responsibilities under the Prevent duty, particularly if their school or college has not provided adequate training and support.
34. Other training packages, such as the Home Office's Workshop to Raise Awareness of Prevent (WRAP), can be accessed through the local Channel Panel or, where they are deployed, from dedicated Home Office-appointed Prevent leads.
35. Further information about these training materials is available on the Educate Against Hate website (see www.nasuwt.org.uk/prevent for further details).

14 HM Government (2015). *Channel Duty Guidance: Protecting vulnerable people from being drawn into terrorism*. (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/425189/Channel_Duty_Guidance_April_2015.pdf), accessed on 18/7/17.

15 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

36. Schools and colleges are required to ensure that children and young people are kept safe from terrorist and extremist material when accessing the internet while present within the establishment. This includes ensuring appropriate levels of filtering, effective internet firewalls and secure social media platforms to avoid abuse.¹⁶ Teachers should make sure that they follow their school 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.
37. The Welsh Government has produced advice and guidance on the steps that schools should take to fulfil this aspect of the duty.¹⁷ The Westminster Government has also published information on the ways that schools and colleges can address the use of social media to radicalise children and young people.¹⁸ Teachers should make sure that they are familiar with the contents of these publications.

NASUWT advice and guidance

38. Teachers should contact the NASUWT for advice and guidance if they experience difficulties with their employer as a result of the Prevent duty. In particular, members should seek support if they cannot fulfil their responsibilities under the Prevent duty effectively. Teachers should also contact the Union if they believe that their employer is making unreasonable or inappropriate demands of them in relation to addressing radicalisation or extremism.
39. The NASUWT will represent members' interests robustly.

16 Ibid.

17 Welsh Government (2015) *Keeping Learners Safe*.

18 DfE/Home Office (2015). *How social media is used to encourage travel to Syria and Iraq*. (https://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 20/7/17.

Appendix 1

Education, childcare and further education specified authorities subject to the Prevent duty¹⁹

- A person who is 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.
- A person with whom arrangements have been made for the provision of education under section 19 of the Education Act 1996 or section 100 of the Education and Inspections Act 2006 (cases of illness, exclusion etc).
- The proprietor of—
 - (a) a school that has been approved under section 342 of the Education Act 1996,
 - (b) a maintained school within the meaning given by section 20(7) of the School Standards and Framework Act 1998,
 - (c) a maintained nursery school within the meaning given by section 22(9) of that Act,
 - (d) an independent school registered under section 158 of the Education Act 2002,
 - (e) an independent educational institution registered under section 95(1) of the Education and Skills Act 2008, or
 - (f) an alternative provision Academy within the meaning given by section 1C of the Academies Act 2010.
- A person who is specified or nominated in a direction made in relation to the exercise of a local authority's functions given by the Secretary of State under section 497A of the Education Act 1996 (including that section as applied by section 50 of the Children Act 2004 or section 15 of the Childcare Act 2006).
- A person entered on a register kept by Her Majesty's Chief Inspector of Education, Children's Services and Skills under Part 2 of the Care Standards Act 2000.
- The governing body of a qualifying institution within the meaning given by section 11 of the Higher Education Act 2004.

¹⁹ Schedule 6, Counterterrorism and Security Act 2015 (<http://www.legislation.gov.uk/ukpga/2015/6/schedule/6/enacted>) Accessed 18/7/17.

- The provider of education or training—
 - (a) to which Chapter 3 of Part 8 of the Education and Inspections Act 2006 applies, and
 - (b) in respect of which funding is provided by, or under arrangements made by, the Secretary of State or the Chief Executive of Skills Funding.
- A person registered under Chapter 2, 2A, 3 or 3A of Part 3 of the Childcare Act 2006 or under section 20 of the Children and Families (Wales) Measure 2010 (nawm 1).
- A body corporate with which a local authority has entered into arrangements under Part 1 of the Children and Young Persons Act 2008.
- A person who is specified in a direction made in relation to the exercise of a local authority's functions given by the Welsh Ministers under section 25 of the School Standards and Organisation (Wales) Act 2013 (anaw 1) (including that section as applied by section 50A of the Children Act 2004 or section 29 of the Childcare Act 2006).
- The governing body of an educational establishment maintained by a local authority in Wales.
- The governing body or proprietor of an institution (not otherwise listed) at which more than 250 students, excluding students undertaking distance learning courses, are undertaking—
 - (a) courses in preparation for examinations related to qualifications regulated by the Office of Qualifications and Examinations Regulation or the Welsh Government;
 - (b) courses of a description mentioned in Schedule 6 to the Education Reform Act 1988 (higher education courses).

Appendix 2

Prevent duty checklist – for information

The following checklist sets out the key actions that schools and colleges should take to implement the Prevent duty. The checklist should be read in conjunction with the advice and guidance contained in this document.

Schools and colleges should:

1. be familiar with the statutory guidance on the Prevent duty;
2. understand the definition of extremism set out in the statutory guidance on Prevent;
3. seek information on the general risks relating to extremism and radicalisation faced by children and young people in their area;
4. make use of their establishment’s existing safeguarding procedures to address issues children and young people may face in relation to radicalisation and extremism;
5. take account of the policies and procedures of Local Safeguarding Children’s Boards (LSCBs) in relation to the Prevent duty;
6. 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;
7. allow the Dedicated Senior Person (DSP) to access Prevent training, including that delivered through the Home Office’s Workshop to Raise Awareness of Prevent (WRAP) programme;
8. provide the DSP with the time and resources required to discharge their functions effectively;
9. 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;
10. ensure that all staff are aware of what is meant by extremism and how extremism is used to justify terrorist activity;

11. 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;
12. 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;
13. provide information to all staff about local Channel arrangements;
14. provide opportunities for staff to access the Educate Against Hate website and the linked training, including the College of Policing online Channel training module on risk assessment;
15. 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;
16. check that internet policies are consistent with the advice set out in *Safeguarding Children: Working Together Under the Children Act 2004* and *Keeping Learners Safe*;
17. 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;
18. 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);
19. 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
20. undertake an annual Equality Impact Assessment (EIA) to confirm that effective consideration has been given to the PSED in implementing the Prevent duty.

Appendix 3

Useful publications

The publications listed below are available via the NASUWT website at: www.nasuwt.org.uk/prevent.

NASUWT publications

EqualiTeach (2016) *Universal Values: Further Ideas and Activities*

EqualiTeach (2016) *Universal Values: Responding Holistically to the Requirement to Promote Fundamental British Values*

NASUWT (2017) *Hate Crime*

NASUWT (2017) *Promoting Equality, Tolerance and Respect*

NASUWT (2017) *Preventing and Tackling Prejudice-related Bullying of Teachers*

NASUWT (2017) *Preventing and Tackling Prejudice-related Bullying of Pupils*

NASUWT (2017) *Tackling Islamophobia*

NASUWT (2016) *Guidance on Forced Marriage*

Race on the Agenda (Rota) (2014) *Free Schools, Equality and Inclusion*

Runnymede Trust (2017) *Visible Minorities, Invisible Teachers: BME Teachers in the Education System in England*

Government advice and guidance

HM Government (2011) *CONTEST: The United Kingdom's Strategy for Countering Terrorism*

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*

DfE (2015) *Keeping Children Safe in Education*

Educate Against Hate (<http://educateagainsthate.com/>) – The website provides advice for teachers, parents and school leaders. The website provides information about teachers' and school leaders' responsibilities under the Prevent duty, and practical information about how teachers and school leaders can fulfil their responsibilities.

Educate Against Hate also provides links to sources of training, advice and support, including: the Workshop to Raise Awareness of Prevent (WRAP), the College of Policing's Channel General Awareness training, the London Grid for Learning's counter-narratives and conversations videos and resources, and the Education and Training Foundation's (ETF's) website for further education providers.

Other resources and further reading

Centre for Studies in Inclusive Education (CSIE) (2015) *Equality: Making it Happen* (see: www.csie.org.uk/resources/current.shtml for further details)

Busher, Joel; Choudhury, Tufyal; Thomas, Paul; and Harris, Gareth (July 2017). *What the Prevent duty means for schools and colleges in England: An analysis of educationalists' experiences*.

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