
Prevent – how well maintained schools implement their duties under the Counter-Terrorism and Security Act 2015

February 2020



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Introduction

As part of the annual remit letter to Estyn for 2018-2019, the Minister for Education asked Estyn to review how well schools implement their duties for Prevent as defined under the Counter-Terrorism and Security Act 2015. This thematic report evaluates how well maintained schools in Wales comply with their statutory duties, and how well they are supported in this by local authorities. The report also evaluates how well schools use the curriculum to build resilience and awareness among pupils, which helps keep them safe from the risks of radicalisation and extremism.

Due to the sensitive nature of this subject, individual schools and local authorities have not been identified within the report. Examples of practice are not necessarily from the local authorities and schools visited as part of the survey, and may have been drawn from Estyn's wider inspection evidence base.

Background

The United Kingdom's counter-terrorism strategy CONTEST, aims '*to reduce the risk to the UK and its citizens and interests overseas from terrorism, so that our people can go about their lives freely and with confidence*' (HM Government, 2018, p.7). The strategy sets out four 'strands' of activity to achieve this, Prevent, Pursue, Protect and Prepare. The implementation of this strategy has implications for a very wide range of public services, including the role of local authority education services, and schools.

The strategy was first developed by the Home Office in early 2003, and was revised in 2006, 2009, 2011 and, most recently, in 2018. In 2015 the Counter-Terrorism and Security Act (Great Britain, 2015) was enacted, and put on a statutory footing Prevent and its provisions to prevent people being drawn into terrorism.

The guidance from the Home Office and from Welsh Government sets out in detail the crucial role schools play in keeping young people safe from exploitation through radical and extremist ideologies. The [Revised Prevent Duty: Guidance for England and Wales \(HM Government, 2015\)](#) says that the purpose of Prevent is to stop people from becoming drawn into terrorism or supporting terrorism. It states that protecting pupils from radicalisation and extremism is part of the wider safeguarding duties of schools and teachers. The Prevent Duty has 4 themes:

- Risk assessments, covering the risks of radicalisation and extremism in their local area, and the impact on their pupils
- Staff training covering how to identify pupils at risk, and actions to take where concerns are identified
- IT policies, which put in place steps to keep children safe online
- Working in partnership, with the local authority and other local agencies in order to better protect pupils

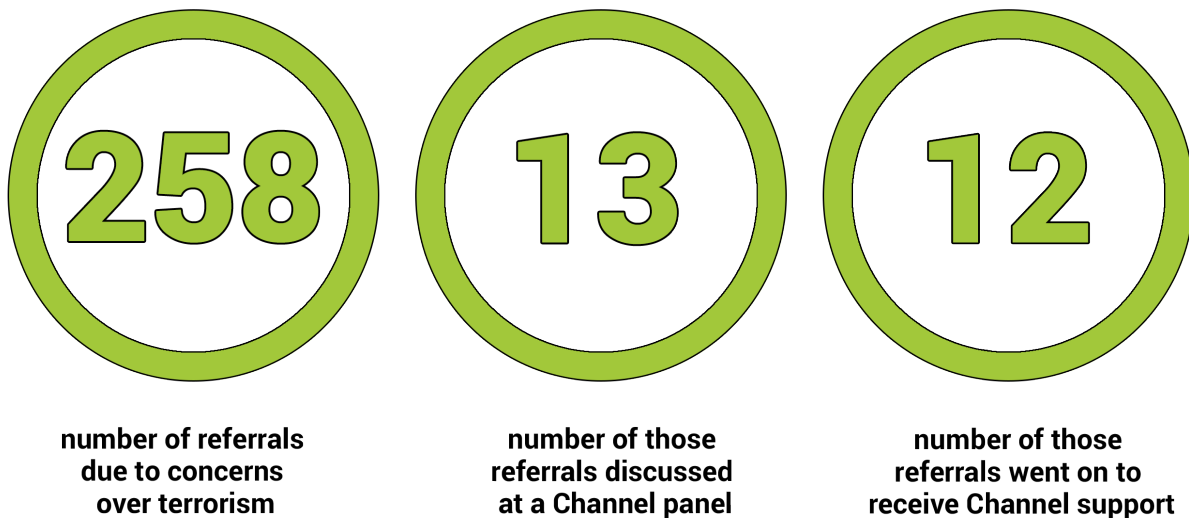
More detailed information about this strategy and the role of schools and local authority education services is provided in Appendix 2.

What does the available data tell us about referrals under the Prevent stream?

The Home Office publishes data regarding referrals to Channel¹ under the Prevent strand, and its latest data release was for April 2018 to March 2019 (Home Office, 2019). These statistics are experimental and are subject to frequent changes and improvements, so care has to be taken when interpreting them, particularly if comparing different years.

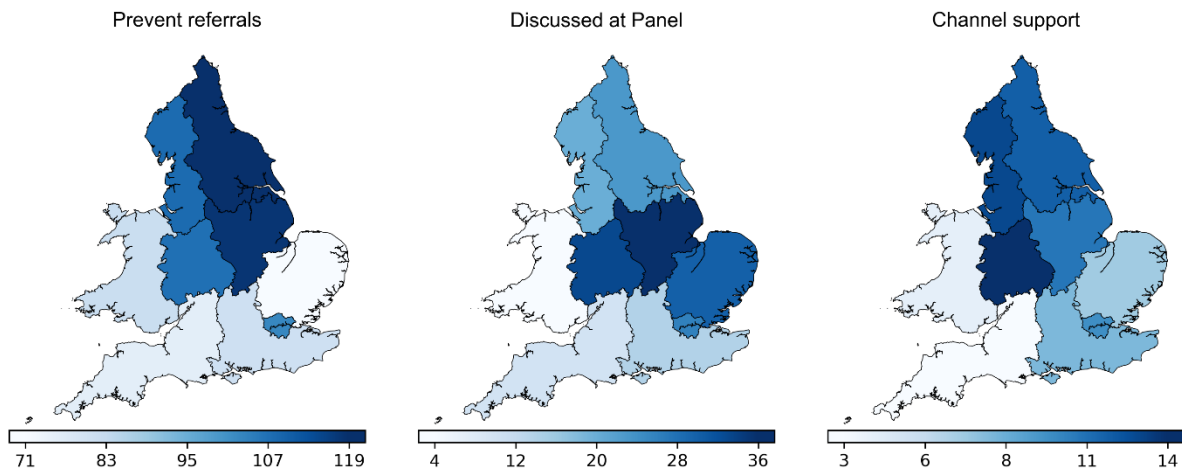
Home Office data tells us that, from April 2018 to March 2019, a total of 258 individuals in Wales were subject to a referral due to concerns that they were vulnerable to being drawn into terrorism. This represents 4% of the total referrals across Wales and England.

Of these referrals, 13 were discussed at a Channel panel and 12 went on to receive Channel support. Wales had the lowest number of individuals discussed at a panel when compared with all regions of England (1% of total); and also the lowest number receiving Channel Support (2% of total). In relative terms, Wales was the fourth region with less referrals per million population (82.2), the region with less cases discussed at a panel (4.1) and the second region with less cases receiving Channel support (3.8, see Figure 1).



¹ For more information about Channel and Prevent see Appendix 2

Figure 1: Rates per 1,000,000 population



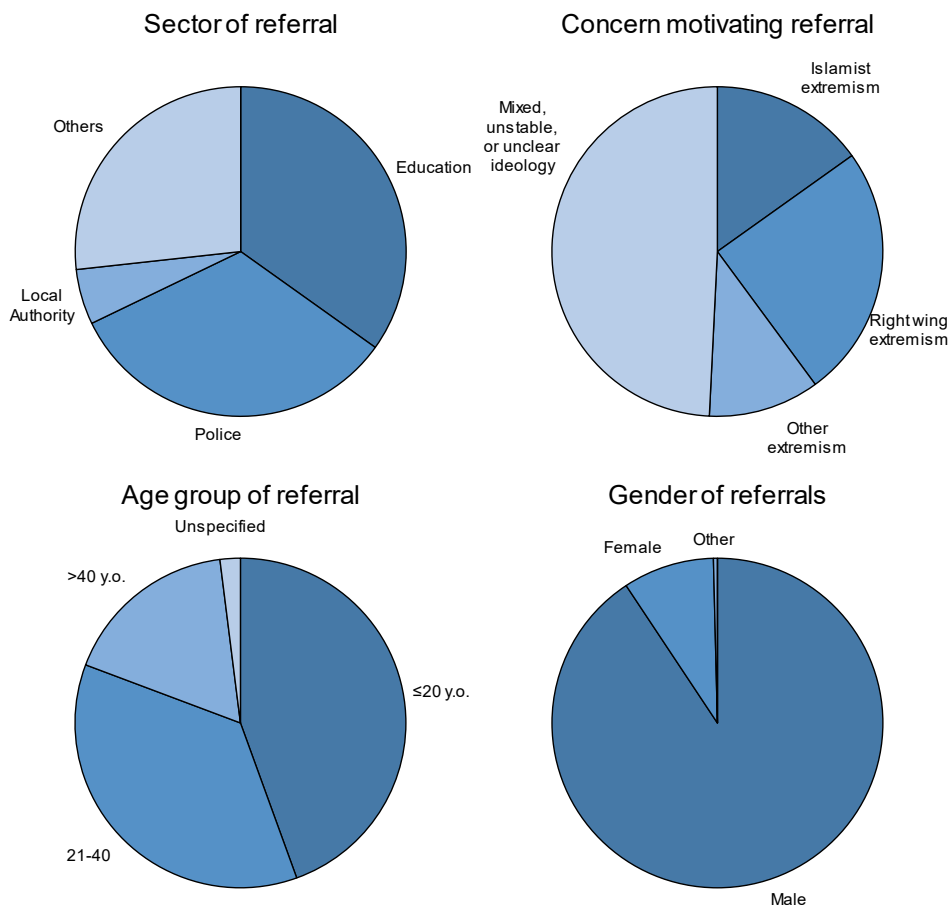
Source: Home Office (2019), Office for National Statistics.

Published data includes some demographic information about the individuals referred (see Figure 2). In Wales, just under half of the referrals are for people aged 20 and under. This, together with the fact that the Education sector is the highest referral source, suggests that schools play a key part in safeguarding young people from radicalising influences.

Across Wales, Islamist extremism concerns account for 15% of all referrals, while right wing extremism concerns account for 24%. Therefore, when considering the number of referrals for each category, it would not be correct to suggest that the focus of Prevent activity is primarily on Muslim communities or on white communities in Wales. Experience has shown that radicalisation to violent extremism can take place in the most unexpected places. There has been an increase in individuals attracted to violence where the specific ideology driving the behaviour is less clear. This is often referred to as the 'Columbine effect' so named after the Columbine school massacre in the USA in 1999². These incidents with unclear ideologies now account for an increasingly large proportion of referrals in Wales (49%), a trend that is reflected across the UK. However, it is worth noting that most of these referrals are addressed outside of the Channel programme, with less than 1% being discussed at a panel and getting Channel support in Wales.

² The Columbine High School massacre was a school shooting and attempted bombing that occurred on April 20, 1999, at Columbine High School in Columbine, USA. At the time, it was the deadliest school shooting in United States history. The crime has inspired copycats, had an impact on pop culture and "Columbine" has become a byword for mass shootings.

Figure 2: Demographic profile of Prevent referrals in Wales



Source: Home Office (2019).

More detailed data for England and Wales can be found in the statistical releases collection [Individuals referred to and supported through the Prevent Programme](#).

Main findings

- 1 There is clear and comprehensive guidance in place for schools regarding their duties for Prevent under the UK Government's [CONTEST strategy](#), and the Counter-Terrorism and Security Act 2015 (the Act). The Welsh Government has provided guidance for schools in Wales, which includes ensuring that all school staff have been trained to understand their duties to support pupils, to refer onwards pupils who may be at risk of being drawn into radicalisation or extremism, and to use the curriculum to help pupils develop the skills necessary to become resilient and engaged citizens.

The work of schools

- 2 Schools have a key role in identifying and supporting pupils that are identified as being at risk of exploitation. In the majority of schools surveyed, leaders have a secure understanding of their role and responsibilities to safeguard pupils, including with regard to radicalisation and extremism. In a minority of schools, leaders do not perceive radicalisation and extremism as relevant to their school or surrounding area. This lack of attention to Prevent means that staff in these schools may miss an opportunity to identify and address early concerns about a pupil.
- 3 Schools play a key part in safeguarding young people from potentially radicalising influences. Their effective use of the Prevent referral pathways demonstrates how partners can work together to keep young people safe. Contacts from schools in Wales to the Wales Extremism and Counter-Terrorism Unit (WECTU) and to local authorities regarding Prevent are the second highest source for both informal advice requests and for referrals, and these are generally made in a timely manner. Referrals from schools include a wide range of issues such as concerns regarding radical Islam, the extreme right wing, and increasingly individuals attracted to extreme violence with unclear ideologies, known as the Columbine effect.
- 4 Racist language, bullying and inter-racial conflict between pupils can be important indicators of radical or extremist views. Local authorities are expected to collect data about bullying within schools, including racially motivated bullying, but the data available does not always reflect what is happening on the ground. This is because a minority of schools avoid designating incidents of bullying as racist.
- 5 In most cases, the referral of pupils to the Channel panel works well, with schools being consulted and involved in the development of the subsequent support and action plan. However, in a few cases, schools have not been included in the development of these plans or involved in any follow up support activity. Neither have they been kept abreast of the pupil's wellbeing or progress, even when the pupil remains full time at the school.
- 6 All schools are required to have in place an emergency plan that sets out how it will respond to and manage unexpected events that represent a risk to its staff and pupils, to its buildings and site, and to its ability to conduct its day to day business. This includes how it will respond to any form of threat or emergency that requires its

building and site to be secured. School 'lockdown' procedures are currently in development across Wales. In partnership with a few schools and local authorities, WECTU has developed a model guidance for assessing school premises, leading to the formation of a risk-based plan, responsive to each school's setting.

- 7 Under article 12 of the United Nations Convention on the Rights of the Child (UNCRC)³, and The School Councils (Wales) Regulations 2005,⁴ all schools are required to have in place mechanisms that allow young people to be consulted, and these opportunities are an important component to building a safe school. In a minority of schools, pupils say that these arrangements are not robust enough, and are often superficial and do not properly engage with their real concerns. On the other hand, in the majority of schools, pupils say that they have a number of opportunities to express their views and feelings at school. Where pupils are not listened to or taken seriously, their concerns about any risky behaviours or expressions of radical or extremist ideas that might arise at school are less likely to be brought to the attention of school leaders.

The key role of the curriculum

- 8 An important element of a school's duties under the Act⁵ lies in the role of the school and its curriculum in the education of pupils in citizenship, as well as how pupils might safeguard themselves from those influences and pressures that might seek to exploit them. Most schools in the sample do not do enough to ensure that their curriculum does this, largely because teachers do not have easy access to appropriate support, training and guidance.
- 9 Welsh Government guidance⁶ highlights the important role of a whole-school approach to enabling pupils to develop the knowledge, skills and understanding that serves to safeguard them from exploitative practices. The school's curriculum, policies, pastoral support and ethos can all contribute to establishing an environment that enables or challenges exploitative practices and the attitudes that condone them. In order to achieve this, teachers need to be confident that they are able to handle sensitive and contentious issues that might arise during the school day. Although schools have been well supported in understanding their duties under the Act, there has been less guidance about how to integrate this work into the curriculum.
- 10 Schools have not been provided with enough support or challenge to help them develop their curriculum in this area. Local authorities and consortia have not worked together well enough for the development of curriculum support for the inclusion of

³ Article 12 1. States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child (United Nations, 1989).

⁴ The governing body of a school must establish a school council, the purpose of which is to enable pupils to discuss matters relating to their school, their education and any other matters of concern or interest and to make representations on these to the governing body and the head teacher (National Assembly for Wales, 2005).

⁵ For further detail see sections 58, and 64 of the [Revised Prevent Duty: Guidance for England and Wales](#) (HM Government, 2015) and Section 4.1 of the Welsh Government (2016a) guidance for schools and other education providers [Respect and resilience: Developing community cohesion](#).

⁶ For further detail see section 4.1 of the Welsh Government (2016a) guidance for schools and other education providers [Respect and resilience: Developing community cohesion](#); and p11 and 14 of [Personal and Social Education Framework for 7 to 19-year-olds in Wales](#) (Welsh Assembly Government, 2008).

citizenship aspects that build resilience within pupils. For example, this aspect has not been included well enough in developmental work with pioneer (now quality improvement) schools to develop it within the health and wellbeing area of learning and experience. Support from most consortia has been generic. However, one regional consortium has taken a more proactive approach to supporting schools in its region to develop this aspect of their curriculum.

- 11 A few schools in the sample make good use of external resources when dealing directly with issues about radicalisation and extremism. However, many schools are not aware of the range of classroom resources available to them including those on Hwb. Teachers told us they frequently have to produce their own materials for this topic area.
- 12 By taking a whole-school approach to this area of learning, the key messages can be reinforced across the curriculum and across school years. Where learning experiences are supported by external agencies as part of a whole-school approach, they are more effective in changing attitudes and behaviour. Where schools' planning is less coherent, they lose opportunities to consolidate pupils' learning and develop their skills, attitudes and values.
- 13 The most effective schools have mapped their curriculum well with clear indicators to where opportunities to build pupil resilience have been included in many subject areas and covered successively during each school year. Where issues around extremism, radicalisation and terrorism are taken seriously, the curriculum is used creatively to help pupils explore their behaviours, beliefs, and ethical values. In particular, good PRUs and local authority maintained special schools are able to use this learning to better support the specific needs of their pupils, in particular those most at risk of being subject to inappropriate influences.
- 14 Many of those interviewed for the survey think that teaching about these issues is a specialist role. Many of these teachers also think issues of radicalisation and extremism are remote from their locality and their pupil population. They perceive the risk to their pupils as minimal and think it does not warrant a focus within the curriculum.
- 15 All maintained schools include in their curriculum opportunities to learn about other cultures and religions, and to learn about the impact of oppressive political regimes. These opportunities are usually through personal and social education and humanities subject areas. However, the coverage of such issues at subject level can avoid more difficult issues such as exploring what leads to oppressive political ideologies and inter-racial conflict. In a minority of schools, Islam is not included in the religious education curriculum, for a variety of reasons. Where schools are less effective in engaging in the more difficult or sensitive areas, this limits the opportunities for the development of critical thinking and open discussion.
- 16 Schools have a duty⁷ to promote the spiritual, moral, cultural, mental and physical

⁷ For further detail see sections 58, and 59 of the [Revised Prevent Duty: Guidance for England and Wales](#) (HM Government, 2015); and section 4.4 of the Welsh Government (2016a) guidance for schools and other education

development of pupils, as well as the fundamental values of the rule of law, individual liberty, and mutual respect and tolerance of those with different faiths and beliefs. Welsh Government guidance specifically focuses on these as national values which underpin British democracy and society, and their contribution to community cohesion, and citizenship. Welsh Government guidance refers only to these 'values', and not to 'British values', and as a consequence there is little distraction about what British means in this context.

The work of local authorities

- 17 All local authorities surveyed have ensured access to training for schools about their duties under the Act. This training is included in the generic safeguarding training alongside other aspects where children may be at risk of exploitation, such as child sexual exploitation, organised criminal activity such as county lines, and radical and extremist ideologies. Schools have also had access to the Home Office Workshop to Raise the Awareness of Prevent (WRAP) course, which is available through WECTU. This training is usually provided for senior leaders only and it is their role to disseminate the information to other members of staff. Whether this dissemination takes place in schools, and the quality of that training, is not monitored well by local authorities.
- 18 All local authorities have senior officers in post who understand their responsibilities under the Act, and have mechanisms in place to provide support and guidance to their schools. They integrate their procedures for managing concerns about radicalisation and extremism into their partnership-based arrangements for managing concerns about safeguarding. They also have in place effective support systems for schools seeking advice and guidance about risks and potential referrals. These requests for advice and guidance are generally not analysed or considered well enough by a minority of the local authorities so as to provide important intelligence about the issues faced by schools.
- 19 Local authorities provide a useful range of model policies which cover the broad range of responsibilities for schools under the Act. Nearly all schools in the sample use these model policies well. Only a minority of schools include explicit reference to the risks arising from online radical and extremist materials in their policies which cover ICT.
- 20 All local authorities undertake some form of monitoring of how well their schools undertake their safeguarding responsibilities. However, only a minority of local authorities undertake more in depth monitoring of their schools using either the Home Office's (2018) [Prevent Duty Toolkit for Local Authorities and Partner Agencies](#), or the Welsh Government's (2016b) [Respect and resilience - Developing community cohesion: self-assessment tool 2016](#).

Recommendations

Schools should:

- R1 Include risks to pupils from radical and extremist ideologies in the school's policies, in particular policies that cover ICT and online safety
- R2 Record and report all incidents of racist language and racial bullying properly, and offer suitable support and challenge to victims and perpetrators
- R3 Acknowledge that radicalisation and extremism are real risks to pupils in all schools, and ensure that staff training, policies and the curriculum suitably address these risks
- R4 Ensure that all pupils have a voice and can share with the school any concerns they have about behaviours or expressions of radical or extremist ideas

Local authorities should:

- R5 Monitor school safeguarding activity relating to duties under the Counter-Terrorism and Security Act 2015 using criteria in the Home Office and Welsh Government self-assessment toolkits
- R6 Work with partners to ensure that schools are included in post-referral action plans in order to best support pupils subject to Channel support
- R7 Work with regional consortia to support schools in developing their curriculum to support pupils in building resilience when confronted with radicalised and extremist influences
- R8 Work with partners to ensure that requests for advice prior to referrals are captured in order to provide intelligence about the issues faced by schools
- R9 Improve the tracking of the take up of training by school leaders, governors and teachers, and ensure that the cascading of training is effective

The Welsh Government should:

- R10 Work with local authorities and regional consortia to support schools to build pupils' resilience when confronted with radicalised and extremist influences

Section 1: How well do schools discharge their duties?

- 21 Schools have a key role in identifying and supporting pupils who are identified as being at risk of any form of exploitation. In the majority of schools, leaders have a secure understanding of their role and responsibilities to safeguard pupils, including their responsibilities as set out in the Prevent duty under the Counter-Terrorism and Security Act (the Act)⁸. They understand the nature of the many risks facing young people in today's world, including those from radical and extremist ideologies, and how these are present across all communities. In a minority of schools, leaders do not fully understand their role under that Act, and do not perceive radicalisation and extremism as relevant or a threat to their school and surrounding area. This lack of attention to Prevent means that staff in these schools miss opportunities to identify and address early concerns about a pupil or the behaviour of individuals outside of school who have contact with a pupil.
- 22 Where a pupil is at risk of radicalisation and extremism, the school may follow this up by either an informal discussion with or by formal referral to the local Channel panel, or to the local safeguarding partnership arrangements. In the majority of cases the referral of pupils to the Channel panel works well, with schools being consulted and involved in the development of any subsequent support and action plan. In a minority of cases, schools are not included in the development of these plans, or involved in any follow up support activity, or kept abreast of the pupil's wellbeing or progress, even when that pupil remains full-time at the school. In one example, when a pupil who had been referred to Channel moved schools, the new receiving school was not informed of the pupil's involvement with Channel and were not expected to contribute to the pupil's action plan. As the new school did not know about the concern around the pupil's behaviours and they were not able to provide support during the school day.
- 23 Nearly all schools in the sample use the model policies provided by their local authority for guidance on the structure and content of their own policies. Where appropriate they customise these to suit their own context. Most schools' safeguarding policies include Prevent, and in a few schools there is a separate policy specifically for Prevent with useful supplementary guidance for staff. Most schools have appropriate ICT policies, which include protocols for safe social media use, and staying safe online. However, the risks arising from radical and extremist materials available online are explicitly mentioned in only a minority of school policies. This is despite clear guidance for the inclusion of this risk, from the Welsh Government (2018) in its publication [An online safety action plan for children and young people in Wales](#). Many schools have visiting speaker policies and, in the best policies, speakers are required to clear the content of their talks with school staff beforehand, and are always accompanied around the school, and during their presentations. Of those schools which allow private or community groups to use their premises, most have appropriate external user policies in place. These policies set out criteria for lettings, which include references to Prevent and radicalisation and extremist

⁸ For more information about CONTEST and Prevent see Appendix 2.

ideologies. A few schools remain unclear about their duties under the Act. This is despite the training provided by local authorities and regional safeguarding boards, as well as the clear guidance from the Welsh Government (2016a) to local authorities and schools through its document [Respect and resilience: Developing community cohesion](#).

- 24 All schools are required to have in place an emergency plan, which sets out how it will respond to and manage unexpected events. These events are ones that represent a risk to its staff and pupils, to its buildings and site, and to its ability to conduct its day-to-day business. The plans need to include how the school will respond to any form of threat or emergency that requires its building and site to be secured. This is commonly known as a 'lockdown' procedure. School 'lockdown' procedures, which are part of the Protect strand of the CONTEST strategy (HM Government, 2015), rather than the Prevent strand, are currently in development across Wales. WECTU has worked in partnership with a few schools and local authorities to develop a model guidance for assessing school premises. This guidance will be rolled out to all schools, with training available from specialists within WECTU and supported by officers from the All Wales School Liaison Core Programme⁹ (also known as 'SchoolBeat'), and local authority health and safety officers.

'Heddlu bach' role helps build better understanding between the police, pupils and the local community

In one valleys primary school, the local police teach pupils about the different roles within the police force and provide them with an opportunity to make a difference in their community. Through exploring crime prevention issues such as anti-social behaviour, the project helps pupils to develop their trust in the police and gain a greater understanding of the challenges faced in their local area. Pupils now recognise their responsibilities as citizens, which are appropriate to their age, and how they can help in their roles as 'Heddlu Bach' or 'Mini Police'.

The 'Heddlu Bach' have been instrumental in helping the police develop positive relationships with the local community. There have also been a number of positive outcomes for pupils including:

- increased confidence in pupils when interacting with adults
- all pupils participating in the scheme stating that they now cope well in new situations compared to around half of pupils before
- increased confidence to solve problems in school and the wider community
- improved team work and collaborative working
- an improved understanding of the rule of law, respect and tolerance

⁹ The AWSLCP is an example of Partnership Working between the Welsh Government and the four Welsh Police Forces and consists of a series of Crime Prevention inputs and lesson deliveries and Supportive School Policing initiatives.

- 25 All schools in the sample know where to go if they need advice or support regarding any issues that may raise a cause for concern. Most schools work closely with their local police officer or Community Protection Officer (CPO). In particular, police officers from 'SchoolBeat' are held in high regard by schools. Police officers frequently contribute to school life by providing, taught sessions or through work with an individual pupil where relevant issues have arisen within the school.

What kind of issues lead schools to seek advice or refer to Channel?

Requests for advice and referrals to Channel panels have been made across the full range of education providers including, both English and Welsh-medium schools, and faith schools. Education settings seeking advice include nursery providers, primary and secondary schools, all age schools, special schools and PRUs.

The issues presented have included pupils making extremist comments in class or in course work; sharing extremist material on social media with their school peers; what to do following the conviction of a family member for terrorist related offences; pupils refusing to study certain parts of the curriculum; parents withdrawing pupils from certain activities; and pupils refusing to 'be friends with other pupils' due to race or religion.

For example in one school, a pupil wrote an answer in a mock examination that suggested he may have extremist views. The exam invigilator noted the incident on the school's pupil tracking system. A different member of staff was concerned about the same pupil's comments in a religious education lesson and noted this on the school system. Alongside other information submitted by other staff, the school's leaders were able to identify that this pupil was vulnerable to being radicalised and took swift steps to work with external partners to ensure that the pupil received support and intervention.

In another school, teaching staff noticed one pupil's attitudes and language were becoming increasingly critical of anyone who was not from a white ethnic background, and his writing in a particular piece of course work contained strong nationalistic and oppressive ideology. When this was looked into through Channel, it was found the pupil had recently had a lot of contact with a close family member who was radicalised and who had recently been released from prison.

- 26 Racist language, bullying and inter-racial conflict can be important indicators of radical or extremist views. All local authorities are expected to monitor incidents of bullying in their schools¹⁰, which includes racist bullying. Although the data is recorded at school and local authority level, it does not always reflect what is actually happening on the ground. This is because, although the incident is perceived by the victim as racist, a minority of schools do not record the incident as racist¹¹. A few local authorities are more proactive and monitor more closely other indicators, which may indicate where racist bullying is occurring.

A focus on reasons for exclusions will help schools and local authority officers intervene early enough to provide support where needed

In one local authority the local authority's designated education support manager is also the lead officer for exclusion matters in its schools. The education support manager scrutinises all fixed-term and permanent exclusions to consider if any factors reported suggest a safeguarding concern.

Where a concern is identified, the local authority works with the school to put in place dedicated support services and to promote early intervention with partner agencies such as the local authority youth service, Youth Justice Service (YJS), and voluntary sector providers. Early intervention of this sort also provides the opportunity to inform the curriculum and whole school behaviour management practices.

- 27 Most of those schools that have sought advice regarding possible referrals have gone on to make changes to their practice in the light of their experience. For example, schools have changed the content of the personal and social education and religious education curriculum, while others have increased pastoral support to pupils, and others have improved site security in response to issues raised by their referrals.

¹⁰ [Respecting others: Bullying around race, religion and culture](#) says "Schools must record all racist incidents, and report them at least annually to their local authority" (Welsh Government, 2011, p.43); and see [Rights, respect, equality: Statutory guidance for governing bodies of maintained schools](#) (Welsh Government, 2019a) section 2.9; 2.10; 2.11; 5.11; 5.12; 11.1; 11.17; and see [Rights, respect, equality: guidance for local authorities](#) (Welsh Government, 2019b) 2.10; 3.6; 5.27; and the whole of Chapter 6.

¹¹ [The Macpherson Report \(1999\)](#) defined a racist incident as "any incident which is perceived to be racist by the victim or any other person".

How one school has sharpened its provision of support for, and oversight of its pupils

In one school, there is a strong focus on pupils' wellbeing and ensuring that pupils understand how to safeguard themselves from those people who might seek to subversively influence or exploit them. As part of this work, the school asks pupils to complete a wellbeing survey once a term. The survey includes specific questions relating to feeling safe and about their relationships with peers, staff and parents. This provides the school with an overview of how 'happy' and 'included' a pupil feels. Together with other data such as their behaviour, attendance and academic attainment, the staff are able to pick up quickly on any issues a learner has or any changes in their behaviour.

All senior staff have access to, and regularly review the referrals made on the school's pupil tracking package and use this information in conjunction with the outcomes from the survey.

The local authority also produces a 'vulnerability profile' for all pupils in the school that it sends out termly. This data takes into consideration the work of other agencies that might be involved with the pupil and their family.

Half-termly meetings are held between key staff and the school's senior leadership team to scrutinise this data and identify pupils who may need additional support. This school-based support is then put in place and can lead to pupil referrals to support agencies.

Where wellbeing data suggests possible trends emerging for classes or groups of pupils, the school will respond, usually through the head of wellbeing. The response can include activities, teaching themes or bespoke learning to address the emerging issues. These are discussed and pupils' attitudes explored through assemblies; registration activities (for example 'thought for the week'); and through curriculum areas (for example personal and social education, religious education, Welsh baccalaureate, English, music, history).

Thought for the week covers a whole range of topics, including the holocaust, genocide, racism, homophobia, immigration, ISIS, freedom of speech and terrorist attacks. Pupils are given the opportunity to talk about their concerns or to air their thoughts with form tutors who are able to pick up on areas of worrying behaviour or to provide facts and ease concerns.

Any areas of concern, no matter how small, that arise through these activities are reported by colleagues to the designated members of staff and or senior staff. Concerns are evaluated and, where appropriate, interventions are initiated. These are logged on the pupil tracking programme.

Sixth form attendance is tracked by form tutors weekly and issues of poor lesson attendance are reported to the head of sixth form. If there are unexplained absences then the head of sixth form will contact the pupil and parents or carers as well as speaking to the pupil's friends in school to find out if there are any issues or concerns.

The school has introduced the NCFE (Northern Council for Further Education) Equality and Diversity award and level 2 certificate, which will be completed by all pupils from September 2019. This qualification covers equality and diversity in society, equality and diversity in the community, and equality and diversity in the workplace.

- 28 Under article 12 of the United Nations Convention on the Rights of the Child (UNCRC) (United Nations, (1989), and The School Councils (Wales) Regulations 2005, all schools are required to have in place mechanisms that allow young people to be consulted. These opportunities for pupils to voice their ideas and concerns are an important component in building a safe school. This is usually done through the establishment of school councils. In a minority of schools in the sample, the arrangements for pupil voice, and school councils in particular are not robust enough. Schools council meetings are often superficial and do not properly engage with their real concerns. Where pupils do not feel they are listened to or taken seriously it is less likely that any concerns they may have about the risky behaviours or expressions of radical or extremist inspired ideas expressed within the school will be brought to the attention of school managers. In many schools, pupils have a number of opportunities to express their views and feelings at school. In the best examples, schools offer pupils safe spaces to discuss concerns with adults, which helps to develop their confidence to speak out successfully.

Young people asked, and the school made it happen

In one school with a multi-racial pupil population, pupils asked for provision to be made for religious observance. A prayer room was identified for use by pupils, and time has been set aside for female-only prayers when required.

This room is well used, and the room is always appropriately supervised when it is open to pupils.

Section 2: How well do schools address radicalisation and extremism through the school curriculum?

- 29 A school's curriculum, policies, pastoral support and ethos all contribute to a whole-school approach, which enables pupils to develop the skills, understanding and knowledge to challenge exploitative narratives and practices and the attitudes that condone these. In order to achieve this, teachers need to be confident in their handling of sensitive and contentious issues which might arise during their classroom activities, or within the wider school day. They also need to be confident in how they manage constructive and rigorous debate and discussion, especially where pupils might be vulnerable to radicalisation or might be exploring extremist narratives.
- 30 The [Revised Prevent Duty: Guidance for England and Wales](#) (2015) says that '*Schools should be safe spaces in which children and young people can understand and discuss sensitive topics, including terrorism and the extremist ideas that are part of terrorist ideology, and learn how to challenge these ideas*' (HM Government, 2015, p.11). This is repeated by Section 4.1 of the Welsh Government's (2016a, p.8) guidance for schools and other education providers [Respect and resilience: Developing community cohesion](#), which directs schools to establish understanding and actions that '*contribute to the development of cohesive, resilient communities*'.
- 31 The purpose of these arrangements are to '*safeguard learners who are, or could be, vulnerable to radicalisation which could in turn lead to their involvement in a range of activities with the potential for harm to themselves and other people*' and '*It is also important that the safeguarding arrangements go further than preventative measures, and include provision for active promotion of a safe environment and a culture of safety for learners*' (Welsh Government, 2016a, p.8).

Small steps help to build inclusive learning environments

In one local authority, schools are encouraged to become 'Schools of Sanctuary' and UNICEF 'Rights Respecting Schools'.

Although these initiatives are not directly linked to preventing radicalisation or extremism, the aim is to focus on building mutual respect and resilience among pupils that will promote understanding and develop community cohesion.

- 32 In Section 4.7 of [Respect and resilience: Developing community cohesion](#), it says '*The importance of ensuring learners develop a range of 'wider skills' is recognised as being critical in the development of resilient learners who as Professor Donaldson stated in his curriculum review [Successful Futures] 'are able to deal with the changing challenges that face individuals now and in the future.'* The development of these skills through high-quality teaching will help promote human rights and enable learners to challenge extremist narratives; helping to build community cohesion and resilience to radicalisation and violent extremism' (Welsh Government, 2016a, p.16).

- 33 Although schools have been well supported to understand their duties under the Act, they have not been so well supported in developing their provision to help pupils develop the resilience they need when faced with narratives designed to lure them into some form of exploitative relationship. There has been too little support for teachers to develop their own skills and understanding of radicalisation and extremism to help them to build these issues into the curriculum and their teaching.
- 34 A few schools in the sample make good use of external resources when dealing directly with issues about radicalisation and extremism, such as Philosophy for Children (P4C), Extreme Dialogue and Handling Difficult Conversations and the primary and secondary sector resources through the 'Getting on Together' (GOT) project. However, many schools are not aware of the range of classroom resources available to them including those on Hwb, such as the 'Trust me Cymru' resources. Teachers told us that they frequently have to produce their own materials for this topic area.
- 35 An exception to this is the work undertaken in Cardiff, which is a Home Office Prevent priority area. This means the Home Office has funded a small Prevent team consisting of a Prevent Co-ordinator, a Prevent Education Officer (PEO) and a Prevent Community Engagement Officer (PCEO). The Prevent team has developed strong links with the Education Department including a day-to-day working relationship with specialist teams such as Education Safeguarding Team (EST) & the Ethnic Minority and Traveller Achievement Team (EMTAS). The Prevent Co-ordinator meets monthly with the Director of Education and the Prevent Education Officer is jointly supervised by the Prevent Co-ordinator and a member of the Ethnic Minority and Traveller Achievement Team. This has enabled Cardiff's PEO to provide direct support, advice, guidance to schools and develop classroom resources. However, not all schools in the local authority make full use of this support and these resources.
- 36 Schools have not been provided with enough support or challenge to help them develop their curriculum in this area. Local authorities have not taken enough of a lead by commissioning the development of curriculum support for the inclusion of citizenship aspects that build resilience within pupils, through the regional consortia. In particular not enough has been done to include this aspect in the consortia's' routine work with pioneer schools (now quality improvement schools) and in work to develop the health and wellbeing area of learning and experience. Support from most consortia has been too generic, focusing mainly on subject areas rather than considering how the content might impact on building resilience among pupils.
- 37 One consortium though has begun to work more closely with practitioners and external partners to progress a number of key areas identified within its Equity and Wellbeing strategy. These include building pupil resilience through improving awareness about Adverse Childhood Experiences (ACEs)¹², creating safe spaces (for seeking support) within schools, and the development of a new humanities curriculum and religious education framework aimed at putting in place a curriculum

¹² Adverse Childhood Experiences (ACEs) are stressful events occurring in childhood including domestic violence, parental abandonment through separation or divorce, or a parent with a mental health condition. ACEs have been found to have lifelong impacts on an individual's health and behaviour.

that is objective, critical and inclusive. As part of the Skills Challenge Certificate, teachers also have the opportunity to get support in teaching a global citizenship challenge brief on extremism, through the 'GOT' project. For example, one school in the region is actively working on projects which link Prevent themes into their religious education lessons.

- 38 A whole-school approach to this area of learning reinforces the key messages across the curriculum and across school years. The most effective schools ensure that learning is developed through a blend of opportunities with clear links between what is taught and learned through regular lessons, and through special events, and with strong support from allied subject areas, such as religious education, personal and social education, history, geography, English literature etc. External agencies contribute to a whole-school approach to learning through themed school assemblies, by visiting speakers working with single or groups of classes, and 'activity days away'. External organisations such as SchoolBeat.com, Stonewall, Show Racism the Red Card and Cats Paw Theatre Group, all contribute to pupils' development of critical thinking, understanding and ethical values. Where schools' planning is less coherent, they lose opportunities to consolidate pupils' learning and develop their skills, attitudes and values in a range of contexts. Also, vulnerable pupils are more likely to be absent from school on special event days, yet they are the pupils who would benefit most.
- 39 In the best examples, where the issues around extremism, radicalisation and terrorism are taken seriously, the curriculum is used creatively to help pupils explore their behaviours, beliefs, and ethical values. In particular, good PRUs and local authority maintained special schools are able to use the whole curriculum to better support the specific needs of their pupils, in particular those most at risk of being subject to inappropriate influences¹³. The most effective schools have mapped their curriculum well with clear indicators where opportunities to build resilience have been included in many subject areas and covered successively during each school year. These schools also take opportunities to contextualise this learning with pupils, when relevant local, national and international events occur. The impact of this was seen in discussion with learners during 'listening to learners' sessions with inspectors, where pupils demonstrated a mature understanding of the issues, and were able to discuss confidently and articulately these matters.
- 40 This responsibility to build resilience in pupils is not purely an issue associated with radicalisation and extremism, but links very closely with a pupil's ability to recognise true and false information as well as attempts to mislead, and to groom. Children and young people are at risk in a wide range of ways, including child sexual exploitation (CSE), and recruitment into county lines, as well as radicalisation.
- 41 In section 4.4 of the Welsh Government's guidance (2016a) for schools and other education providers [Respect and resilience: Developing community cohesion](#), it says that schools should take into account the geo-political context in which their local community, the school, its teachers, pupils and families operate, in order to understand the potential impact on individuals and groups of pupils. It says *Schools*

¹³ WECTU is currently working with an educational consultant to look at how to address the specific vulnerabilities of pupils with autism who may be particularly susceptible to exploitation.

should be safe places in which pupils can understand and discuss sensitive topics, including terrorism and extremist ideas that are part of the terrorist ideology, and learn how to challenge these ideas (Welsh Government, 2016a, p.13).

- 42 Although the majority of schools in the sample say that they are confident that they are appropriately addressing their duty to build resilience in their pupils, in a minority of schools teaching staff think issues of radicalisation and extremism are remote from their locality and their pupil population. They believe that radicalisation and extremism belong within specific ethnic communities or areas with a more diverse demographic mix, and therefore the risk to their pupils as minimal and they mistakenly think this does not warrant a specific focus within the curriculum. In many schools, teachers think that teaching about these issues is a specialist role. Also many teachers lack confidence to explore in any depth controversial issues that impact upon Prevent. In our remit report [Healthy and Happy – School impact on pupils' health and wellbeing](#) we reported that as '*initial teacher education does not provide an option for teachers to train as PSE specialists. As a result, teachers are very often expected to teach PSE without having had appropriate training*' (Estyn, 2019, p.34). This by extension is also true of teaching aspects which support or build pupil resilience within the context of resisting extremism and radicalisation.

Good partnership working between local authorities and their schools helps to extend pupils' experience of diversity

In one local authority area, the growth in extreme far right activity, including the establishment of local youth groups, has been a cause for concern. The local authority is developing its response to this through closer working with its schools, and tasking the local authority youth service to increase its presence in key neighbourhoods.

One important initiative has been the development of a twinning project between two primary schools with two others in a neighbouring local authority.

The school twinning project aims to:

- Provide opportunities for pupils from different ethnic, cultural, social and religious backgrounds, who might not normally meet because they live and attend schools in different areas, to work and play together
- Enable adults who work with pupils to meet to share ideas and broaden perspectives
- Increase pupils' knowledge and understanding about the diverse nature of different communities
- Encourage pupils to develop good relationships and respect similarities and differences between people
- Provide opportunities for shared learning experiences, which promote community cohesion by breaking down barriers fuelled by ignorance
- Develop children's critical thinking skills, their skills of enquiry, communication and participation
- Encourage pupils and adults to work in innovative ways with partners in the cultural and neutral venues across the two local authorities in order to enhance the curriculum through creativity
- Enable an increased sense of belonging, and civic participation at a local level
- Enhance participants' resilience against negative narratives
- Enhance participants knowledge of the shared values of democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs

The philosophy behind the school twinning is about promoting and developing mutual understanding, building children's confidence and breaking down the barriers of prejudice through providing pupils with experiences which exposes them to 'difference', arising through locality, history, ethnicity and culture.

Twinning is not an end in itself rather it is a vehicle to help schools explore issues of identity, equality, diversity and community – all of which are important aspects of the curriculum and all of which are strongly reinforced through the duty on schools to promote citizenship, and contribute towards community cohesion.

As a result of this work, pupils have been able to extend their horizons through making joint visits with their partner schools to places of shared historical importance, for example the ties between mining communities and those in the main transport and export hubs for coal, iron ore, and manufactured products. They have also developed friendships, as well as a better understanding of how their contemporaries live their lives. To celebrate the success of the project the pupils have produced a video of their learning, and have shared this with their parents and families, and other pupils in their schools.

- 43 All schools in the sample include opportunities in their curriculum to learn about other cultures and religions and the impact of oppressive political regimes. These are usually through PSE, and through subject areas such as history and religious education. For example, modern history covers the Second World War and the treatment of Jewish people and other minority groups by the Nazis, and in religious education lessons where pupils may study inter-religious conflict or radical Islam. These subjects provide fertile opportunities to explore what happens when oppressive views gain ground, and become entrenched in popular thought, political ideology and national statute. However, the coverage of such issues at subject level can become too superficial focusing too much on the most obvious aspects while avoiding more difficult issues such as how pupils can develop an understanding and acceptance of difference, an understanding of other cultural or religious views and what pupils think about contemporary examples of radical religious views or oppressive right wing propaganda or actions.
- 44 In a minority of schools, teaching about Islam is not included in the religious education curriculum. The most common reasons for this are because of pupils' resistance to learning about Islam, parental objections to its inclusion in the curriculum, or teaching staff not wishing to teach this subject. In one school, almost half the parents objected to their children visiting a local mosque as part of their course. This was due to parental views about Islam. This deprives pupils of the opportunity to learn about a major religion, what its followers believe, and its historical and current impact on significant global issues. Further, following terrorist incidents within the UK in recent years, a minority of schools have avoided lessons that might touch on sensitive issues such as inter-racial matters, recent terrorist activity, or challenge attitudes expressed at home.
- 45 Where schools might fall shy of engaging in the more difficult or sensitive areas, this limits the development of critical thinking and open discussion. It also stops teachers identifying what pupils think and believe, and how these change over time, as pupils get older. On the other hand, where teachers know their pupils well, classroom discussions help them spot changes in a pupil's thinking which is not consistent with their previous behaviour, or beliefs, or attitudes.

Creative use of the curriculum can help build a more complete understanding for pupils

In one school, in its history curriculum, teachers used engaging activities well in the study of the reformation. They were able to compare and contrast the reformation with modern scenarios of inter-religious conflict. As a result, pupils were able to think creatively about how propaganda is used to manipulate people and their ideas, and to discuss at what point views become extremist.

However, while history and religious education both do good work helping pupils to understand the impact of religious thinking on past and contemporary society, there is little joint planning between the two departments to reinforce the learning. The school is aware of the emerging new curriculum and recognises that there is work to do to bring a better joined up approach to humanities to add value to the current practice within individual disciplines.

- 46 Section 78 of the Education Act (2002) requires schools, '*as part of a broad and balanced curriculum, to promote the spiritual, moral, cultural, mental and physical development of pupils*' (Great Britain, 2002). Department for Education (2014) guidance for schools in England [Promoting fundamental British values as part of SMSC \(spiritual, moral, social and cultural education\) in schools](#) directs them to include the promotion of the fundamental national values of democracy, the rule of law, individual liberty, and mutual respect and tolerance of those with different faiths and beliefs within the school curriculum. The use of the phrase 'British values' in both the Prevent strategy and in this English guidance has become a distraction for many, shifting the focus from the values themselves, to a debate regarding what is meant by 'British' in this context, and whether that wording is appropriate.
- 47 In Wales, the obligations under the same act are expressed differently. Welsh Government (2016a) guidance for schools and other education providers, [Respect and resilience: Developing community cohesion](#), focuses on national values in their own right, and their contribution to community cohesion, and citizenship. Without the inclusion of the phrase 'British' in relation to these values, the distraction of what 'British' means in this context is avoided, and as a consequence there is less distraction by this debate in Wales. Further, requirements for the inclusion of citizenship in the curriculum, are set out in the Welsh Assembly Government (2008) guidance [Personal and social education framework for 7 to 19-year-olds in Wales](#).

Section 3: How well do local authorities support schools, and help them discharge their duty?

- 48 All local authorities surveyed understand their responsibilities under the Act, and have mechanisms in place to provide support and guidance to their schools. Local authority education services work closely with partners within their council and with external bodies to provide advice, guidance, training and support. Most local authorities have worked closely with their associations of headteachers to inform schools about their duties under the Act. They put information about the training available to schools on joint agendas with their respective headteachers' associations. Local authority education services also work in partnership with community safety officers, the local CONTEST board¹⁴, and the police, and where family support is needed, their Families First Board. In most cases, this joint work produces local action plans to manage training, development and support as well as the exchange of information and intelligence.

Local authorities support headteachers well, when they put in place opportunities to help them discharge their various duties

In one local authority, the education department wrote to every headteacher at the start of 2019 to ensure that they are aware of their duty to provide regular training for all of their staff about safeguarding and child protection.

All headteachers were required to sign an undertaking to confirm that all staff have been trained in this and to the appropriate level. Also the Prevent Co-ordinator (a serving police officer) has completed a bespoke session with all headteachers this calendar year.

- 49 Most local authorities in the sample provide a comprehensive suite of guidance documents and model policy documents for their schools, which cover aspects such as safeguarding, community lettings, visiting speakers and the safe use of ICT and the internet. A few local authorities also produce additional guidance specifically on the Prevent duty. In one region, partnership work across local authorities' community safety officers is developing community profiles which will be used to inform a range of stakeholders, including schools, about local intelligence and issues that may cause a concern. The Welsh association of community safety officers (WACSO) is hoping to extend this approach across Wales.
- 50 Training for schools about their duties under the Act is usually facilitated through the local authority and the regional safeguarding boards. In most cases, training about a provider's safeguarding duties includes references to the broad range of concerns where children may be at risk of exploitation. These include situations where

¹⁴ The purpose of the Board is to advise on the [UK CONTEST Strategy](#) (HM Government, 2018) and provide strategic leadership for the delivery of CONTEST in Wales.

children are drawn into sexual exploitation, organised criminal activity known as county lines, and terrorist activity through radicalisation and extremism. Most local authorities have also worked with partners such as the Wales Extremism and Counter Terrorism Unit (WECTU) to make more in depth training available to key school staff, such as headteachers, and designated safeguarding officers. In the best examples, key staff have received the Home Office WRAP (Workshop to Raise the Awareness of Prevent) training. However, WRAP training does not have a version for primary settings, which means that the examples used of young people's behaviours that may give rise to concern are generally of adolescents or older, and are not age appropriate for younger pupils. Also the WRAP course has not been available through the medium of Welsh.

- 51 Where school staff access the Home Office 'E-learning training on Prevent', they are able to participate in a well-designed and useful course. This is available through the medium of Welsh and English. However, due to the individual nature of this type of training, staff are less able to explore ideas, scenarios or experience through discussion with others.
- 52 In most cases, the majority of school staff only receive training cascaded from the headteacher or designated safeguarding officer. There is therefore potentially a few cases where newer staff have never had training due to either qualifying or commencing their teaching duties after their school's most recent update training. This means that local authorities are not able to ensure the quality of school in-house training, or confirm which staff have and have not been trained.
- 53 Local authorities also make sure school governors have access to training opportunities for both their safeguarding and Prevent responsibilities. However, this training is usually voluntary. Many local authorities do not keep accurate and up-to-date information on which governors have undertaken this training, or follow up those chairs of governing bodies or those designated safeguarding governors who have not had this.

Local authorities are able to work together to improve support for their governing bodies

In 2015, two local authorities held a joint conference on safeguarding for governors. This was held over two days and the Prevent aspect of this training was delivered by the Prevent Co-ordinator from North Wales, a serving police officer.

In 2016, the North Wales Prevent Toolkit presentation to governors was circulated to all governing bodies. In those schools that use the local authorities' clerking services, the clerks were able to ensure that this presentation was delivered to governors.

- 54 All local authorities undertake some form of monitoring of how well their schools undertake their safeguarding responsibilities. Many local authorities are now using the All Wales Safeguarding Audit Tool developed by the Safeguarding in Education

Group (SEG) which includes references to schools' Prevent duties. However, only a few local authorities undertake more in depth monitoring of their schools using either the Home Office's (2018) [Prevent Duty Toolkit for Local Authorities and Partner Agencies](#), or the Welsh Government's (2016b) [Respect and resilience: Developing community cohesion – self-assessment tool 2016](#).

Local authorities can make good use of all the information it has to better monitor and support schools

One local authority makes use of information generated through its Healthy Schools team, to help monitor how well its schools understand their safeguarding responsibilities. The Healthy Schools team monitors each school's approach to pupil health, wellbeing and safety annually.

The indicators used in this monitoring process do not specifically reference Prevent, but include many of the key indicators that may show a pupil under stress, or at risk of radicalisation or extremism, as well as being drawn into other forms of exploitation.¹⁵

- 55 Local authorities have integrated well their procedures for managing concerns about radicalisation and extremism with procedures for managing concerns about safeguarding. All local authorities' arrangements for safeguarding referrals are through partnership-based systems, such as the multi-agency referral forum (MARF) or multi-agency safeguarding hub (MASH). Following a Prevent referral to the local authority's partnership, information may then be forwarded to WECTU for assessment, or direct to Channel. Alternatively, schools can refer directly to WECTU or Channel if they wish.
- 56 Sometimes it is not clear whether an issue requires a referral. In the best examples, schools can easily gain advice from their local authority through face-to-face discussion, by email and by telephone, before deciding whether to refer or not. In many cases, matters are resolved without the need to progress to Channel. Local authorities have in place useful tracking processes, which capture the pattern, volume and content of referrals. However, a few local authorities do not capture well enough important intelligence about advice requests prior to any referral in order to provide robust information for the local authority or its partners about the concerns faced by schools, or where school staff may lack confidence in making a referral.

¹⁵ For example, the [NSPCC](#) (2019) suggests the following signs that may indicate a child is being radicalised, which include isolating themselves from family and friends; talking as if from a scripted speech; unwillingness or inability to discuss their views; a sudden disrespectful attitude towards others; increased levels of anger; and increased secretiveness, especially around internet use.

Children who are at risk of radicalisation may have low self-esteem, or be victims of bullying or discrimination. Extremists might target them and tell them they can be part of something special, later coercing them into cutting themselves off from their friends and family. However, these signs do not necessarily mean that a child is being radicalised. It may be normal teenage behaviour or a sign that something else is wrong.

Appendix 1: Evidence base

The evidence base for the report includes findings from:

- targeted visits to local authorities, regional consortia, and maintained schools
- recent school and local authority inspections
- Estyn thematic surveys
- Estyn's local authority link inspector (LALI) visits
- Home Office data, as referred to in the report
- interviews with the Welsh Extremism and Counter Terrorism Unit (WECTU)

Estyn would like to thank the following bodies

- Bridgend County Borough Council
- Cardiff Council
- Caerphilly County Borough Council
- Ceredigion County Council
- Flintshire County Borough council
- Merthyr Tydfil County Borough Council
- Rhondda Cynon Taff Borough County Council
- Wrexham County Borough Council

- Central South Consortium (CSC)
- Education Achievement Service (EAS)
- School Effectiveness and Improvement Service for North Wales (GwE)

- Alexandra Primary School
- Bryn Y Deryn Pupil Referral Unit
- Cardigan Secondary School
- Ceredigion Pupil Referral Unit
- Darland High School
- Fochriw Primary School
- Hawthorn High School
- Idris Davies School (All Age School)
- Kitchener Primary School
- Newbridge High School
- Our Lady of Lourdes RC Primary School
- Porth Community School (All Age School)
- St Christopher Special School
- The Bishop Of Llandaff Church in Wales High School
- Ysgol Bro Pedr (All Age School)
- Ysgol Glan Morfa Primary School
- Ysgol Plascrug Community Primary School
- Woodlands Special School

- The Welsh Extremism and Counter Terrorism Unit (WECTU)

Appendix 2: The United Kingdom's Counter-Terrorism Strategy, and the responsibilities of schools

The United Kingdom's counter-terrorism strategy CONTEST, was first developed by the Home Office in early 2003, and was revised in 2006, 2009, 2011 and, most recently, in 2018.

The aim of the CONTEST strategy is *'to reduce the risk to the UK and its citizens and interests overseas from terrorism, so that our people can go about their lives freely and with confidence'* (HM Government, 2018, p.7)

The CONTEST strategy is split into four work streams that are known as the 'four Ps': Prevent, Pursue, Protect, and Prepare. The purpose of each 'P' is,

- Prevent, to stop people from becoming terrorists or supporting terrorism
- Pursue, to stop terrorist attacks happening in the UK and overseas
- Protect, to strengthen protection against a terrorist attack in the UK or overseas
- Prepare, to mitigate the impact of a terrorist incident if it occurs

In January 2011 the Welsh Government introduced its community cohesion strategy [Respect and resilience: Developing community cohesion](#). This was later updated in 2016 (Welsh Government, 2016a). This guidance is aimed at education providers, which includes maintained and independent schools, the youth service, and Universities. The document provides clear advice to schools and other providers about how to manage issues such as radicalisation, grooming into extremist views and ideas, community tension, and bullying. In 2015, the UK Government's Counter-Terrorism and Security Act placed a responsibility on schools to have due regard in the exercise of their functions, to prevent people from being drawn into terrorism and challenge extremist ideas that support or are shared by terrorist groups. Schools and colleges in Wales are identified as a 'specified authority' in the [Revised Prevent Duty: Guidance for England and Wales](#) (HM Government, 2015).

Under this legislation, schools in Wales should:

- assess the risk of children and young people being drawn into terrorism by having robust safeguarding policies in place to identify children and young people at risk, and intervening as appropriate
- work in partnership with Local Service Boards¹⁶
- make sure that staff have training that gives them the knowledge and confidence to identify children and young people at risk of being drawn into terrorism and know where and how to refer children and young people for further help

¹⁶ These are now known as Public Service Boards, following the enactment of The Well-being of Future Generations (Wales) Act 2015

- ensure that children and young people are safe from terrorist and extremist material when accessing the internet in schools and colleges, including by establishing appropriate levels of filtering (Great Britain, 2015)

In 2016 the Welsh Government (2016b) published its guidance document [Respect and resilience: developing community cohesion – self-assessment tool 2016](#). This self-assessment tool has been adjusted to align it with the new Counter-Terrorism and Security Act 2015, Estyn's 2010 Common Inspection Framework and the duties and responsibilities that schools are required to meet. This includes actions to address guest speakers, events in schools, risk assessment and safeguarding all pupils within schools and other settings. This document focuses on schools and pupils. The purpose of this tool, which should be used with the updated [Respect and resilience: Developing community cohesion](#) guidance (Welsh Government, 2016a), is to enable schools in Wales to assess their levels of compliance with both the Counter-Terrorism and Security Act 2015 and best practice in the maintenance of a safe learning community.

CONTEST and Extremism Board for Wales

In 2008, the CONTEST Board (for) Wales was established to provide strategic leadership on CONTEST in Wales, now known as the CONTEST and Extremism Board for Wales. The aim of the Board is to advise on the UK CONTEST Strategy (HM Government, 2018) and provide strategic leadership for the delivery of CONTEST in Wales. It is co-chaired at a senior level by the Welsh Government and the Wales Extremism and Counter Terrorism Unit (WECTU) and is supported by senior Home Office officials. Its membership includes the chairs of the regional CONTEST boards across Wales, and also, a wide range of key partners.

What is the Prevent strategy?

As one part of the CONTEST strategy, Prevent sits alongside and complements the work of the other three 'Ps', Pursue, Protect and Prepare, and complements the de-radicalisation programme known as Channel. Prevent is about working in areas where there are risks of radicalisation and offers support predominately through local community partnerships. Through Prevent, vulnerable individuals who are at risk of radicalisation can be safeguarded and supported, while also enabling those already engaged in terrorism to disengage and rehabilitate.

The purpose of Prevent is to stop people from becoming drawn into terrorism or supporting terrorism. This includes countering terrorist ideology and challenging those who promote it, supporting individuals who are especially vulnerable to becoming radicalised, and working with sectors and institutions where the risk of radicalisation is assessed to be high.

Prevent does not focus on any one community. Rather it deals with all forms of terrorism, such as that promoted by radical Islamist and extreme right wing groups, as well as those acts by individuals who are attracted to violence but with less clarity around their ideology as well as aspects of non-violent extremism.

What is Channel?

Channel is part of the Prevent strategy. Channel is a multi-agency approach to identify and provide support to individuals who are at risk of being drawn into terrorism. The process is led by a multi-agency panel, chaired by the local authority, and which includes those within the criminal justice system, education, and child and health care providers. It also includes the Channel Police Practitioner (CPP) who is the co-ordinator. The CPP is the initial point of contact and their role is to assess whether or not the case shows a genuine vulnerability to extremism and whether it is appropriate for Channel. The three key stages of Channel are to:

- identify individuals at risk of being drawn into terrorism
- assess the nature and extent of that risk
- develop the most appropriate support plan for the individuals concerned

The role of Education within CONTEST

The [Revised Prevent Duty: Guidance for England and Wales](#) (HM Government, 2015) sets out in detail the following responsibilities for education providers. It states that protecting pupils from radicalisation is part of the wider safeguarding duties of schools and their teachers, tutors and academics. The Prevent duty requires education providers to have clear policies in place to safeguard pupils and build their resilience to radicalisation in schools, further and higher education institutions.

The Prevent duty does not restrict debate or free speech in schools, colleges and universities. Moreover, the Counter-Terrorism and Security Act explicitly sets out that, alongside the duty, “a specified authority ... must have particular regard to the duty to ensure freedom of speech” (Great Britain, 2015). Schools should be places in which pupils discuss, debate and come to better understand sensitive topics. UK CONTEST Strategy (HM Government, 2018, p.37) says ‘*Encouraging free speech and open debate is one of our most powerful tools in promoting critical thinking and preventing terrorist and extremist narratives taking hold*’.

What does the Prevent Duty mean for schools?

The objectives of Prevent are to:

- 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 Prevent Duty has four themes:

- **Risk Assessment:** School staff must understand the risks affecting children and young people in their local area, with the assistance of the local authority and the Police, and identify those children who may be vulnerable to radicalisation. This

requires school staff to be alert to changes in a child or young person's behaviour and exercise professional judgement as to whether they are at risk.

- Staff Training: The Home Office has developed an interactive facilitated 'Workshop to Raise Awareness of Prevent' (WRAP) aimed at training frontline staff such as teachers on how to identify children at risk.
- IT Policies: Schools must take steps to keep children safe online such as through appropriate filtering of school web-page content.
- Working in Partnership: In Wales, Regional Safeguarding Children Boards must co-ordinate local agencies to safeguard and promote the welfare of children. Local authorities can also provide dedicated Prevent co-ordinators to work with schools in high-priority areas.

What is extremism?

The [Revised Prevent Duty: Guidance for England and Wales](#) 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. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas" (HM Government, 2015, p.21). The phrase 'fundamental British values' relates to those national values that are considered to underpin British society and democratic principles. Those values are:

- democracy
- the rule of law
- individual liberty
- mutual respect and tolerance of different faiths and beliefs

Glossary

Child Sexual Exploitation

Child sexual exploitation (CSE) is a type of sexual abuse. When a child or young person is exploited they're given things, like gifts, drugs, money, status and affection, in exchange for performing sexual activities. Children and young people can be trafficked into or within the UK to be sexually exploited.

Channel

Channel is an early intervention multi-agency process designed to safeguard vulnerable people from being drawn into violent extremist or terrorist behaviour. Channel works in a similar way to existing safeguarding partnerships aimed at protecting vulnerable people.

Channel assesses vulnerability in relation to three criteria. The three criteria are:

- engagement with an extremist group, cause or ideology
- intent to cause harm
- capability to cause harm

A referral to Channel can come from anyone who is concerned about a person they know who may be at risk, whether a family member, friend, colleague or concerned professional (through their normal safeguarding process).

CONTEST

CONTEST is the United Kingdom's counter-terrorism strategy. The aim of the CONTEST strategy is *'to reduce the risk to the UK and its citizens and interests overseas from terrorism, so that our people can go about their lives freely and with confidence'* (HM Government, 2018, p.7)

The CONTEST strategy is split into four work streams that are known as the 'four Ps': Prevent, Pursue, Protect, and Prepare.

County Lines

'County Lines' is a term used when drug gangs from big cities expand their operations to smaller towns. Their strategy is to exploit children and vulnerable people into selling drugs. Often significant levels of violence or threats of violence are used to both control these young people and to drive out local dealers. These dealers will use dedicated mobile phone lines, known as 'deal lines', to take orders from drug users.

Extremism	The Revised Prevent Duty: Guidance for England and Wales (HM Government, 2015, p.2) 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. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas”.
The Four Core Purposes	Successful Futures (Donaldson, 2015) sets out the need for common purposes that permeate the curriculum and promote high aspirations and a determination to achieve. These four core purposes are, that children and young people develop as: <ul style="list-style-type: none">• ambitious, capable learners, ready to learn throughout their lives• enterprising, creative contributors, ready to play a full part in life and work• ethical, informed citizens of Wales and the world• healthy, confident individuals, ready to lead fulfilling lives as valued members of society
Grooming	Grooming is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse, sexual exploitation, trafficking or radicalisation. Children and young people can be groomed online or face-to-face, by a stranger or by someone they know – for example a family member, friend or professional.
Maintained school	In Wales, a maintained school is a school that is funded by a local education authority.
Pioneer Schools	Schools that are currently working together with the Welsh Government to develop and pilot a new curriculum for Wales
Prevent Duty	The Prevent duty is the duty in the Counter-Terrorism and Security Act 2015 on specified authorities, in the exercise of their functions, to have due regard to the need to prevent people from being drawn into terrorism.
Radicalisation	Radicalisation is a process by which an individual or group comes to adopt increasingly extreme political, social, or religious ideals and aspirations that reject or undermine the status quo or contemporary ideas and expressions of the nation.

Vulnerability. This describes the condition of being capable of being injured; difficult to defend; open to moral or ideological attack. Within Prevent, the word describes factors and characteristics associated with being susceptible to radicalisation

Numbers – quantities and proportions

nearly all =	with very few exceptions
most =	90% or more
many =	70% or more
a majority =	over 60%
half =	50%
around half =	close to 50%
a minority =	below 40%
few =	below 20%
very few =	less than 10%

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