Should teachers be expected to undertake the role of Counter-Terrorism Operatives?

An investigation into the Prevent Duty Strategies requirement of UK secondary schools

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One should study power where it is exercised over individuals rather than legitimated at the centre; explore the actual practices of subjugation rather than the intentions that guide attempts at domination and recognise that power circulates through networks rather than being applied at particular points.

(Foucault, 1979 pg. 92-102; 2003 pg. 27-34)

Acknowledgements

Dedication

This work is dedicated to Toni, who has been part of my life since we met in Oxford in 1993. Our lives have followed very different paths, but we have always shared the journey and always will.

Your high five when I finished writing was one of the most precious moments of my life. You may no longer be with us physically, but you will always be in my heart.

My little brother Graham is now no longer included in the list of family members who are studying. He has passed away far too early and with no time to say goodbye. There is a hole in my world. Thank you, Graham, for sharing my life journey with me and being there throughout my life – Oxford and beyond.

To my family members who are currently studying:

> Nick, Melissa, and Reuben
>
> Kay, James, Bethany, and Ben

May your studies bring you as much joy as mine have, and our lives long and prosperous.

Contents

Abstract

Following the 7/7 London Transport Bombings, the UK Government embarked upon a policy trajectory that led to the education system being used to counter terrorism. Teachers were required to identify and report children and young people in their care if they considered them at risk of becoming radicalised and committing future terrorist attacks. This research investigates the role of UK secondary school teachers as both Government "Policy Actors" and "Counter-Terrorism Operatives", classifying them as Counter-Terrorism "Policy Actors". The study utilised Scheurich's Policy Archaeology Methodology (Scheurich, 1994) and Hyatt's Critical Policy Discourse Analysis Framework (Hyatt, 2013) to understand how this role was socially constructed within political and social contexts.

This research is significant because it adds to a small but growing volume of work utilising Scheurich's policy archaeology. Furthermore, interviews with teachers were undertaken during a global pandemic where teachers were required to undertake activities far beyond their remit. At the same time, classroom spaces had been infiltrated by geopolitics and a rise in both the far right and Black Lives Matter movements. It questions the response of teachers in this study who believe that identifying children and young people at risk of radicalisation is an important part of their role as educators. This thesis argues that the prevailing discourse uses power, seduction, suspicion, and diversion to persuade teachers that it is within their role. The study concludes that countering terrorism is a significant undertaking and should be led by people with expertise in this field and that secondary school teachers should be allowed to focus on the subject-specific education for which they are trained.

Chapter One: Introduction

1.1 Introduction

The most difficult lesson I taught as a secondary school Religious Education (RE) teacher was following what came to be known as the Charlie Hebdo shooting, which took place on 7th January 2015. I had planned that week to teach a lesson on Islam and Peace, and then I heard the news that two men, armed with rifles, had entered the offices of the French newspaper Charlie Hebdo, killed 12 people, and injured 11 others. Media reports claimed that the two men belonged to Al-Qaeda. The motive of the attack was cartoons printed in the newspaper that mocked the Prophet Muhammad (pbuh). In my adult, academic, and Religious Education specialist mind, it was important to me that I take time to explain to my pupils that Islam is a religion of peace; that those who undertake terrorist acts are not Muslims and do not represent the Muslim faith. Indeed, I told myself that my role is that of an educator, so it is important for me to educate the young people in my classes not only for their examinations but also for the adult world. However, as is sometimes the case in teaching, my lesson did not go to plan.

In my own youth, I recall fearing the Irish accent. I did not know anyone from Ireland but what I learned from the media led me to associate the Irish with terrorism. On that day, following the Charlie Hebdo shootings, I saw the fear in some of my pupils' faces that I must have had on my own face as a child when I thought of the conflict in Northern Ireland. Fear from some, but anger in the faces of others. My endeavours to separate Islam's religion from those who perpetrate attacks that instil terror into the populace failed. My references to the Quran were swamped by a tsunami of emotions from my class of white working-class teenagers, who saw my attempts at trying to rationalise the situation as being on the side of terrorists. Like my own self as a child, they sought information and guidance from their families, friends, peers, and the media rather than from me.

The bombing of the Grand Hotel on the 12th of October 1984 during the Conservative party conference in Brighton brought the Northern Ireland conflict very much into the forefront of my own childhood. Thirty years later, the serving Prime Minister David Cameron looked back and described that night as "A night of unspeakable horror [in which] IRA terrorists

tried to wipe out our country's democratically-elected government" (BBC, 2014). However, the Northern Irish Conflict was not referred to in my schooling, and we saw no changes to the education system (see also Durodie 2016). Although the world's media widely covered the conflict, during the 1970s and 80s, this was limited to the daily newspaper and scheduled television news programmes, and so as a child, my family were able to shield me from much of the terror.

Over a decade before the Charlie Hebdo attacks in France, a series of terrorist attacks took place on 11th September 2001, in New York and Washington, America. These attacks were aired live by media across the globe. Unlike in my own childhood, not only do we now have access to global news 24 hours a day, but the sensationalism exhibited by the media has allowed these events to become embedded in the public psyche (Gereluk, 2012), creating a neural connection in the public consciousness which embedded the link between Islam and terrorism. Four years later, attacks upon the London transport system on 7th July 2005 (7/7) by four young men from Leeds, who claimed to be Muslims and members of the terrorist group Al-Qaeda, brought what has become attributed as Islamic Terrorism to British soil. The UK Government, as custodians of the country, had to address the outrage, fears and concerns raised by its citizens in the face of terrorism, extremism, and radicalisation. It chose to do so by using the education system to prevent extremism and radicalisation and promote what it considered to be fundamental British values (FBV). This thesis presents a trajectory that explains the evolution of a policy over ten years. It begins with Countering International Terrorism the United Kingdom Strategy (HM Government 2006), leading to the *Prevent Duty: Departmental advice for schools and childcare providers 2015* (PDDAfSCP 2015), which provides the backbone of this study.

The PDDAfSCP 2015, published under the Conservative Government, is one of a number of policies that have required changes to the education system and added to the role of teachers the responsibility of preventing extremism, radicalisation and promoting FBV, essentially requiring teachers to become "Counter-Terrorism Operatives", acting on behalf of the government to thwart terrorists. The publication of the Counterterrorism and Security Act 2015 dictated that schools and other specified authorities must have "due regard to the need to prevent people from being drawn into terrorism" (HM Government, 2015, p.2). Teaching professionals and unions had already begun to raise concerns about

the use of the education system to prevent terrorism (Bousted, 2014; Reclaim Schools, 2015). As an educational professional, these concerns were also my own. This led me to reflect upon the use of teachers and the education system for political means and specifically as "Counter-Terrorism Operatives". It provided me with the stimulus to investigate how counter-terrorism policy decisions impacted the secondary school classroom in England and led to the decision to research this further for my doctoral thesis.

1.2 The implications of Covid-19 on this research

This research has taken place at an unprecedented time. It is important to clarify that my original intention was not to undertake this research using these research questions or methods. My original intention for this research was to investigate what bringing a government counter-terrorism policy into the classroom meant for the relationships between teachers, pupils and school communities. I planned to achieve this broad aim by means of three sub-aims: firstly, investigating the provenance of the Prevent Duty (PD) utilising Scheurich's Policy Archaeology Methodology (PA) (Scheurich, 1994), and using Hyatt's Critical Policy Discourse Analysis Framework (CPDAF) which would have looked at the policy warrant and beyond to uncover policy drivers and levers (Hyatt, 2013); secondly, exploring how case study schools enact the strategy by identifying the practices secondary schools have implemented as a result of counter-terrorism policy; and finally, examining the responses of senior leaders, teachers and pupils to the policy by providing teachers, pupils, and stakeholders a voice in how teaching, learning and the school community is influenced concerning the governments' counter-terrorism strategy. In November 2019, I identified and approached four schools from an original list of twelve and provided them with information about the research project. Three headteachers were happy for their schools to participate, and arrangements were made to begin data collection on-site in schools in March 2020. November 2019 also saw the first cases of Covid-19, a coronavirus that developed in China and quickly spread across the globe. Covid-19 arrived in the UK in January 2020 and quickly became a concern. On 18th March 2020, Conservative Prime Minister Boris Johnson announced to the British public that schools would close to pupils, with the exception of the children of key workers and vulnerable children (Johnson, 2020). This announcement had grave implications for the country and the education system. It also meant that I could no longer continue my research as planned.

These first two sections have explained why I chose to undertake this research and the impact of the restrictions imposed due to Covid-19. The next section will explore the aims and focus of this research following the changes I had to make due to Covid-19.

1.3 Aims and focus of the study

This study now investigates teachers' perspectives on the UK governments use of the education system to implement counter-terrorism policy in a secondary school, specifically PDDAfSCP 2015. I plan to achieve this broad aim by means of three sub-aims: firstly, to investigate the provenance of the PDDAfSCP 2015 using PA (Scheurich, 1994) and CPDAF (Hyatt, 2013). PA will be used to understand how teachers roles as "Counter-Terrorism Operatives" have been socially constructed within political and social contexts. CPDAF (Hyatt, 2013) will be used as a tool to identify the policy warrant, levers, and drivers; secondly, to identify through interviews with secondary school teachers the practices secondary schools have implemented due to the PDDAfSCP 2015; and finally, consider the role of a teacher as a counter-terrorism operative within the context of the education system. From the above aims, I plan to identify recommendations for future policy and practice.

1.4 Policy background

The UK Labour Government published a long-term strategy for countering terrorism in 2003. This was called CONTEST. CONTEST was separated into four strands: PREVENT, PURSUE, PROTECT and PREPARE. PREVENT was the first strand, the intention of which was to tackle the radicalisation of individuals. PURSUE was concerned with reducing the terrorist threat to the UK. PROTECT was tasked with reducing the vulnerability of the UK and PREPARE was to ensure that the UK was as prepared as it could be for the consequences of a terrorist attack (HM Government 2006). PREVENT was the strand of CONTEST within which the education system sat and which this research will focus on.

Following the 7/7 London Transport Bombings, the Government published Countering International Terrorism: The United Kingdom's Strategy (HM Government 2006). This document, published under Tony Blair's Labour Government, states that the first area of action in countering radicalisation is to address structural problems in the UK and elsewhere – referring to the Government's race and community strategy "Improving Opportunities,

Strengthening Society" published in January 2005 and requires action taken in order "to help Muslims improve their educational performance, employment opportunities, and housing conditions" (HM Government 2006 p. 11). In addition, it explains that the Government, under the leadership of the Labour Prime Minister Tony Blair, have increased support in the UK and internationally for "education initiatives and partnerships with madrassas (traditional Islamic educational institutions that specialise in the transmission of religious education) on reform" (ibid). Although this document refers only to the education of the Muslim community within the UK and internationally, Preventing violent extremism – Winning hearts and minds (Department for Communities and Local Government 2007), published the following year, introduces as a priority the intention to utilise the education system in promoting faith understanding, claiming that "Violent extremists seek to exploit a lack of understanding of Islam. Given this, we want to explore fully the role that schools, colleges and universities can play in providing access to trusted, high-quality learning about faith and Islam in Britain today" (Department for Communities and Local Government 2007, p. 6).

The Prevent Strategy: A Guide for Local Partners in England – Stopping people becoming or supporting terrorists and violent extremists was published by the UK Labour Government in 2007 and was the first policy document that gave specific detail about the role that the UK education system could play in preventing terrorism and violent extremists. It stated:

> Schools can play an important role in helping young people to become more resilient to the messages of violent extremists, and in tackling the sorts of grievances extremists seek to exploit, through creating an environment where all young people learn to understand others, value, and appreciate diversity and develop skills to debate and analyse. Through the curriculum, schools can help young people learn about and explore the values shared by different faiths and cultures, the historical context and issues around citizenship, identity, and current affairs. Young people see schools as a safe place where they can explore controversial issues, and teachers can encourage and facilitate this. Through their engagement with external organisations, schools can also broaden young people's horizons and help foster good links with different community groups. If schools have concerns that a pupil may be being exposed to extremist material or influences, they can offer support through mentoring and by ensuring that the school is involved in the local partnership structures working on preventing violent extremism. It is important that there are effective channels of communication and agreed arrangements for dealing with concerns as part of their wider child protection duties.

(HM Government 2007 p. 47)

Although the utilisation of the education system to counter-terrorism was instigated under the Labour Government, it evolved as follows under subsequent governments:

2006	**2007**	**2008**	**2008**	**2011**
Countering International Terrorism: The United Kingdom's Strategy (HM Government 2006)	Preventing Violent Extremism: Winning Hearts and Minds (Department for Communities and Local Government 2007)	The Prevent Strategy: A Guide for Local Partners in England (HM Government 2008)	Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism (Department for Children 2008)	Prevent Strategy (HM Government 2011)

2014	**2015**	**2015**	**2019**
Promoting British values through SMSC (Department for Education 2014)	Prevent Duty Strategy (HM Government 2015)	Prevent Duty Departmental advice for schools and childcare providers (Department for Education 2015)	Revised Prevent duty guidance for England and Wales (Home Office 2019)

FIGURE 1.1: LIST OF PREVENT POLICY DOCUMENTS.

This section has introduced policy documents that led to the use of the education system to counter-terrorism and dictated the role of teachers as "Counter-Terrorism Operatives". The next section will situate this Literature within the research.

1.5 Situating this research within the Literature

Following the Labour Government's decision to harness the education system to prevent terrorism, there has been a small but growing body of research that addresses PDDAfSCP 2015 and the education system (Elton-Chalcroft et al., 2017; Maylor, 2016; McGhee & Zang, 2017; Miah, 2017b; Thomas & Sanderson, 2011; Vincent, 2019; Winter & Mills, 2020; Wolton, 2017). In 2017, for example, a research project funded by the Aziz Foundation[1]

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[1] The Aziz Foundation was founded by Asif Aziz in 2015 and seeks to empower Muslims by increasing access to education https://www.azizfoundation.org.uk/about/ The Conservative Peer Baroness Butler-Sloss GBE is a

undertook an analysis of educationalists' experiences of what the PD 2015 meant for schools and colleges in England. Busher et al. (2017) looked firstly at how the PD 2015 has been interpreted by staff; secondly, how confident the staff felt about implementing the policy; thirdly, what the impact (if any) PD 2015 had on interactions with pupils and parents; and finally, to what extent (if at all) were staff opposed to or questioned the legitimacy of the PD 2015. Their large-scale research project involved in-depth qualitative interviews with 70 educational professionals from 14 schools and 8 local authority Prevent practitioners[2]. They also undertook an online national survey of school/college staff. Busher et al. found that an overwhelming majority of staff engaged with and accepted the core government message that Prevent is a part of safeguarding practices and were confident in implementing Prevent. My research differs from that of Busher et al. in that it firstly focuses specifically on the nature and role of a teacher. Secondly, it will seek to answer whether preventing extremism, radicalisation and promoting FBV should be a part of a teacher's role. Finally, it considers the implications of teachers implementing Government policy alongside their role as classroom practitioners.

Bryan undertook a research project that looked at how teachers navigate the statutory demands of the Counter Terrorism and Security Act 2005 and the PD (Bryan, 2017). She carried out narrative interviews with three senior leaders whom she knew professionally and had previously engaged in conversations regarding Prevent. The participants were from different schools and had some responsibility for oversight of the Prevent strategy. She reports of School One:

> There was no discernible tension between either statutory requirement (opening up debate while monitoring and referring students) in this first school, largely because the students had scarce opportunity to discuss in any depth their personal views. Ergo, these teachers had limited opportunity to get to know what their students" views were or to shape their thinking, to judge vulnerability or risk.

(Bryan, 2017, p. 221)

This does raise concerns that schools are not fulfilling their statutory requirements, and in addition, it could be argued that pupils are not being safeguarded. This, however, is not the

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Patron and Advisor. Sir Trevor Pears CMG also acts as an advisor to the foundation. He is a donor to the Conservative Party.

[2] Prevent Practitioners are employed by local authorities to support schools and colleges.

focus of her research, which is to look specifically at navigating statutory demands. My research differs from that of Bryan, as it asks teachers for their opinions on the requirement to enact Government policy, undertake the role of counter-terrorism operative, and identify practices schools and teachers have developed that can be shared with other schools.

Further exploration of where this research is situated within the field will take place in the literature review.

1.6 Introducing the Theoretical and Conceptual Framework

The theoretical framework for this research will draw upon the work of Foucault. Foucault takes a historical approach to analysis, and, following his example, this research's theoretical and conceptual framework will reflect upon the UK's education system and curriculum. This is to establish the roots of the problem. Knowledge of the UK education system's history will help the researcher answer the research questions and is important when taking a Foucauldian analytical approach. This research's conceptual framework emulates five of Foucault's concepts in his works: "Discourse", "Power and Discipline", "Governmentality", and "Biopower".

The literature review will examine the theoretical and conceptual framework in detail. The rest of this introductory chapter will introduce the research questions and the significance of the study before ending with a summary conclusion.

1.7 Research questions

It is important from the onset to have clear research questions to enable you to define a project, set boundaries, give direction, and define success (Robson & McCartan, 2016). Therefore, I have reviewed and refined my research questions to ensure that they reflect the aims of my study.

My research questions are:
1. What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?
2. What are teachers' perspectives on the requirement of the profession to enact the Prevent duty: Departmental advice for schools and childcare providers 2015?

3. What activities have secondary schools and teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

1.7.1 What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?

In order to answer the first research question, it will be necessary to undertake a policy analysis of the PDDAfSCP 2015. As Maguire and Ball tell us, a policy is "a complex process involving conflicts and mediations from various origins and points of initiation to points of implementation" (Maguire & Ball, 1994, p. 280); and so, it is important to undertake a policy analysis in order to identify and understand the policy warrant, drivers, and levers (Hyatt, 2013), as well as to establish context. The second part of this research question seeks to establish how the policy developed. In order to answer this, I will identify the policy trajectory and undertake a policy archaeology using Scheurich's PA (Scheurich 1994).

Firstly, this research question is important because it provides an opportunity to reflect on the PDDAfSCP 2015, which acts as the backbone of the research. Secondly, it will establish how the policy originated, providing context to the research. Thirdly it will look at the impact of the reframing of *Prevent* as safeguarding. Finally, it will identify the role that the Government requires secondary schools and teachers to undertake, allowing a comparison between policy and practice.

1.7.2 What are teachers' perspectives on the requirement of the profession to enact the Prevent duty: Departmental advice for schools and childcare providers 2015?

The second research question will address teachers' perspectives on using the role of the teacher and the education system to implement the UK's counter-terrorism policy PDDAfSCP 2015. This is important because it will provide a voice to those tasked with preventing terrorism and identifying children and young people who may or may not develop radical or extremist viewpoints. This research question allows teachers to voice

opinions on a significant undertaking and major civic duty imposed on them without consultation. Furthermore, public money is spent on government initiatives, so questioning those charged with implementing the policy will identify if the Government's objectives (identified in Research Question One) are being met.

1.7.3 What practices have secondary school teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

My final research question aims to identify the practices secondary school teachers have introduced to fulfil the Government's specific counter-terrorism policy requirements, the PDDAfSCP 2015. This is important firstly because it links policy with practice and will allow me the opportunity to understand how teachers enact policy (Braun et al., 2011; Braun et al., 2010; Lipsky, 2010; Winter, 2017). Secondly, this question is also key because the Government (like all governments) are using the education system to manage, control and transform society (Braun et al., 2010), and so it is important to identify how teachers are interpreting this policy and the practical impact the PDDAfSCP 2015 is having. Finally, asking teachers to identify what they consider good practice will allow them not only to reflect upon their practices but allow these to be disseminated to other teachers and schools.

1.8 Significance of the study

This research is a study of the implications of PDDAfSCP 2015 on secondary schools and the role of teachers. There are four main reasons why this study is of contemporary significance. Firstly, this research is undertaken in a unique global situation. Increased mobility and migration have brought social unrest and a rise in antisemitism, islamophobia, and far-right groups. In addition, we are now faced with a global pandemic that has further highlighted inequalities in society. Secondly, this research is unique and significant because it provides teachers with a voice on the intersection of government counter-terrorism policy and classroom practice. Thirdly, this research is unique and significant because it questions teachers on their perception of the role of a teacher as a *Policy actor* and *Counter-terrorism operative* when teachers are being asked to undertake a breadth of responsibilities in addition to the role of a subject specialist. Finally, this research is significant because it adds

to a small but growing body of research that aims to reposition teachers as "Policy Actors" (Elison et al., 2018; Lipsky, 2010).

The next four sections will detail each of these reasons for significance.

1.8.1 A unique global context

The first reason this research is significant is that it has been conducted during a time of increased globalisation. Society has been faced with increased mobility, migration, and social unrest, and there has been a rise in antisemitism and far-right groups (Heath-Kelly, 2017; McGhee & Zang, 2017). Furthermore, the world is currently faced with a global pandemic which, according to Davies, "will lead to a resurgence of nationalism and the nation-state" (Davies, 2020, p. 135). In addition, during the grip of the global pandemic, the death of George Floyd, an African American man in Minneapolis, USA, killed by a policeman who knelt on his neck for 8 minutes and 46 seconds, led to international outcry and a rise in the Black Lives Matter movement, founded in 2013 as a response to the acquittal of the murderer of a 17-year-old African American Trayvon Martin. The death of George Floyd on 25th May 2020 sparked global demonstrations pronouncing #BlackLivesMatter (Black Lives Matter, 2020). These international demonstrations took place as I was undertaking my interviews and were referred to as significant by my interviewees. Global issues find their way into the classroom, and teachers must acknowledge and address them (Quatermaine, 2016). This makes the current unique global situation of significance to this research.

The focus of this research is countering terrorism. It is important to acknowledge that, as global citizens, we are affected by terrorist events in other countries. Reactions to terrorist events find their way into our media and, consequentially, the public psyche (Gereluk, 2012). This causes fear, civil unrest, and concern, both locally and globally. Terrorism has implications for how humanity functions, not only in terms of social cohesion but also in impacting public spending on international aid and local community projects. Our children in our schools worry that the UK or their city/town will be affected next. Therefore, it is important to interview teachers about their classroom practices to address government requirements and individual pupils' needs. This will also address the final research question, what alternative approaches to counter-terrorism policy can be recommended for schools.

1.8.2 Providing teachers with a voice on the intersection of government counter-terrorism policy and classroom practice

Farrell tells us that "By drawing our attention to the micro spaces of classrooms and colleges, we are also engaged politically, reporting on sites where the microphysics of power operates" (Farrell 2016, p. 282). This research is of significance because it reports on the micro space of the classroom. It looks at the intersection of counter-terrorism policy and practice in the classroom and reports on the Government's unique requirement for counter-terrorism education (Davies, 2016; Durodie, 2016; O'Donnell, 2016). Terrorism is not a new phenomenon (Chaliander & Blin, 2016; Gereluk, 2012); however, the UK government's response to terrorist attacks both across the globe and within the UK is new and significant. There is a concern that the PD is a step too far. The Government is taking control of teachers' professional roles, reminiscent of Orwell's thought police (Orwell, 1949; Lowe, 2013; McGovern, 2016; Neumann, 2013); or Foucault's "the Gaze" based on the Panopticon designed by the eighteenth-century philosopher Jeremy Bentham (Foucault, 1979; Farrell & Lander, 2018; Quartermaine, 2016; Qurashi, 2018); concerns have been raised by academics and teaching unions that teachers are being asked to play the role of national security agents and that the classroom is no longer a safe space to discuss controversial issues (Bousted, 2014; Gutkowski, 2011; Reclaim Schools, 2015). This research will investigate the practices secondary schools have introduced in response to *Prevent*, specifically asking teachers whether they consider these practices necessary and effective in preventing terrorism.

1.8.3 Providing a voice for teachers on their roles as "Policy Actors" and "Counter-Terrorism Operatives"

The third reason this study is important is that it will allow secondary school teachers to share their thoughts on teachers as "Policy Actors" and "Counter-Terrorism Operatives" and reflect upon the nature and role of a teacher. Although research exists in which student teachers' and teachers' views about the PD have been analysed (Elton-Chalcroft et al., 2017; Jerome & Elwick, 2019; Busher et al., 2019), no study has yet provided teachers with a voice on the intersection of policy and practice, specifically looking at the nature and role of a teacher as a "Policy Actor" and "Counter-Terrorism Operative". Following the

implementation of the PD 2015, Busher et al. undertook a large research project that drew on evidence collected from in-depth questionnaires with educational professionals and local authority practitioners and a national survey of school and college staff. Their research found that there were concerns, particularly from Black and Minority Ethnic (BME) respondents, that the PD 2015 made "it more difficult to foster an environment in which students from different backgrounds get on well with one another" (Busher et al., 2017, p.6). What is unique and significant about this research is that it looks at the nature and role of a teacher and questions teachers as "Policy Actors" and "Counter-Terrorism Operatives".

One of my key original aims was to give teachers and pupils a voice on the counter-terrorism practices secondary schools had implemented using case study schools. When visiting case study schools, I would have looked at individual policies and practices, including, for example, what the school said on its website and provided on displays in school. However, following the outbreak of Covid-19 and the closure of schools, and in adhering to the Government and University guidelines, it was no longer possible to undertake focus group interviews (FGI's) with pupils or teachers on school sites. Giving teachers and pupils a voice is important and of significance because the classroom is considered a safe place for discussion of controversial issues to take place between teachers and pupils, and the PD brings this into question. There is the potential for pupils and teachers to feel stigmatised and alienated and for the relationship between pupils and teachers to become fractured, impacting the learning environment. Providing pupils and teachers with a voice and discovering their perspectives is also important because it may support the development of alternative approaches to counter-terrorism strategies. Although I am no longer able to interview pupils, my method was adapted to undertake interviews with teachers online, and they were asked to express an opinion on the impact of PDDAfSCP 2015 on the relationship between pupils and teachers within the school setting. After completing my Doctorate, and when schools can admit researchers as visitors, I would like to return to my original intention and undertake further research involving interviewing teachers and pupils in case study schools.

1.8.4 Thesis adds to a growing body of research

Firstly, this research will add to a small but growing body of research that identifies teachers as "Policy Actors" (Lipsky, 2010). Much of this work has taken place within the USA. This research will be of significance because it is situated within UK schools and brings together the field of teachers as "Policy Actors" and "Counter-Terrorism Operatives". It will open the field for discussion.

1.9 Structure of the thesis

Following this introductory chapter, this thesis will have five additional chapters. Chapter Two will review the Literature and introduce the theoretical and conceptual framework. It will be divided into two key areas. Firstly, it will reflect on the literature relating to the research question. Secondly, it will introduce the theoretical and conceptual framework. The third chapter will focus on methodology and choice of methods. Sections will be as follows: firstly, I will address methodology and its relationship to methods. I will explain the approach to methodology and methods adopted in this study and explain why. I will identify my ontological and epistemological position and explain my positionality. I will then move on to address my research questions and give a justification for them. Next, I will discuss and justify the methods selected for the study and reflect upon the trustworthiness of the research. Following this, I reveal my ethical considerations and the ethical review process. This chapter will conclude with the strengths and limitations of the methodology and methods used in the study.

Chapter Four will present my findings in two distinct sections. The first part will be dedicated to policy analysis. It will begin with identifying the policy trajectory using Scheurich's PA (Scheurich, 1994) before sharing the findings from a policy analysis of the PDDAfSCP 2015 using Hyatt's CPDAF (Hyatt, 2010). The second part of Chapter Four will share the findings from Semi-structured Interviews (SSIs) conducted with teachers to answer RQ2 and RQ3, establishing both teachers' perspectives of and the practices implemented as a result of *Prevent*. Chapter Five will firstly reflect on the conceptual framework, namely Government, Governmentality, and Technologies of Governance, in addition to Biopolitics, before moving on to the work of Foucault and Scheurich's PA as a method. Next, it will explore. This will be followed by a discussion on the role of the teacher

informed by comments from practitioners, academics, and theorists. The final parts of Chapter Five will turn to the issues raised by teachers: firstly, concerns regarding the detrimental impact of political change; secondly, separated communities; and finally, the role of the media. The concluding Chapter Six will summarise the study findings, address each research question, and provide recommendations for future research, policy, and practice. I will present the study's limitations and strengths and argue why it represents an original contribution to knowledge. I complete the thesis with an account of my learning journey as a researcher.

1.10 Summary

The PD is the Government's key strategy in countering terrorism, extremism, radicalisation and promoting fundamental British values. The PDDAfSCP 2015 is an additional policy document intended to be instrumental in supporting schools to understand the requirements of the legislation. However, I suggest that in addition to statutory guidance, schools and teachers need training and practical ideas and resources to enable them to feel confident in delivering this sensitive topic in the classroom. Care needs to be taken to ensure that the relationships between teachers and pupils are not damaged. The classroom needs to be safe for teachers and pupils to discuss sensitive issues without fear of criminalisation. This research provides teachers with a voice on the requirement placed upon them by the British Government to implement counter-terrorism policy, a task for which they have not been consulted nor given pedagogical training or resources. In addition, this research will identify good practices that can be shared with teachers, schools, and policymakers.

Chapter Two: Literature review and theoretical background

A literature review aims to obtain an overview of the current understanding within the field and critically evaluate the key theories, thinking, and approaches. It also adds to the background and context of the research. Indeed, a literature review is a foundation or cornerstone upon which research is built (Oliver, 2012) and is an important part of the thesis. A literature review allows the researcher to identify current research themes and gaps in the literature and establish the research questions' relevance and significance. The chapter is not simply a retelling of the work of others; indeed, as Ridley informs us:

> The "literature review" is the part of the thesis where there is extensive reference to related research and theory in your field; it is where connections are made between the source texts that you draw on and where you position yourself and your research among these sources… you identify the theories and previous research which have influenced your choice of topic and the methodology you are choosing to adopt.

> (Ridley, 2008, p.2).

The texts selected provide clear insight into the topic, answer the research questions, and situate the research within the field (Wellington, 2015; Hart, 2018).

This literature review will be separated into two sections. The first section will focus on the research questions identifying and critiquing relevant Literature. The second will introduce the theoretical and conceptual framework.

2.1 Addressing the Research Questions

This section will turn to the Literature which addresses each of the following research questions:

1. What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?

2. What are teachers' perspectives on the requirement of the profession to enact the Prevent duty: Departmental advice for schools and childcare providers 2015?

3. What activities have secondary schools and teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

To address these research questions and establish where this research sits within the field, I will first review the literature on Prevents aims (Gutkowski, 2011; Lowe, 2017; Thomas, 2016). I will then look at research investigating teachers' perspectives on Prevent (Busher et al., 2019; Jerome & Elwick, 2019). This will also support in establishing the unique position this research takes. Finally, I turn to the literature, which reflects on the practices introduced by English secondary schools in response to the PDDAfSCP 2015 (Busher, 2017). This will include literature that discusses the ever-increasing securitisation of education (Durodie, 2016). It will also refer to research that assesses how teachers navigate the statutory demands of PDDAfSCP 2015 (Bryan, 2017).
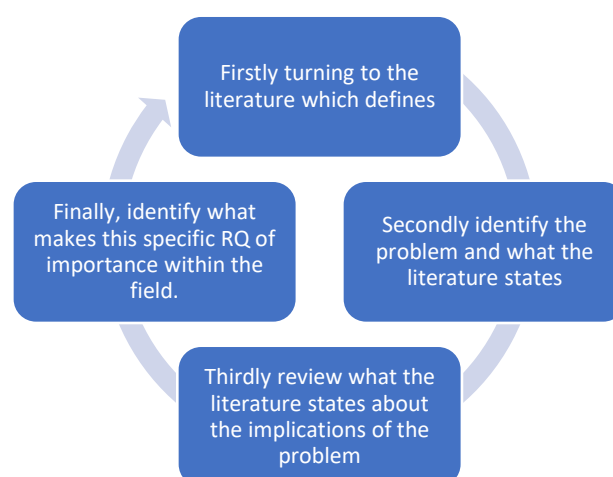
FIGURE 2.1 THIS FLOW CHART REPRESENTS THE PROCESS UNDERTAKEN WHEN ADDRESSING THEMES IDENTIFIED WHEN REVIEWING PD LITERATURE REGARDING EACH RESEARCH QUESTION.

2.1.1 Key themes addressed within the Literature

This section of the literature review will begin by identifying the key points from the PDDAfSCP 2015. These points will then be used as key search terms within existing research on the PDDAfSCP 2015 to identify themes within the literature. Reviewing existing literature will allow the researcher to ascertain where this research sits within the field.

The PDDAfSCP 2015 stipulates that the main points of the document are to:

- explain what the Prevent duty means for schools and childcare providers.
- make clear what schools and childcare providers should do to demonstrate compliance with the duty, and
- inform schools and childcare providers about other sources of information, advice and support.

When reviewing the literature on the PDDAfSCP 2015, four key themes emerge linked to the requirements of PDDAfSCP (Department for Education, 2015, p.3). Firstly, problems with categorisation and labelling; secondly, issues regarding the definitions of terrorism and radicalisation; thirdly, concerns regarding the identification of children as potential criminals or the pre-criminal phase; and finally, the reframing of preventing radicalisation and terrorism as safeguarding.

The chart below identifies the four requirements of schools directly from the PDDAfSCP 2015 and labels how each of them will be addressed within this chapter:
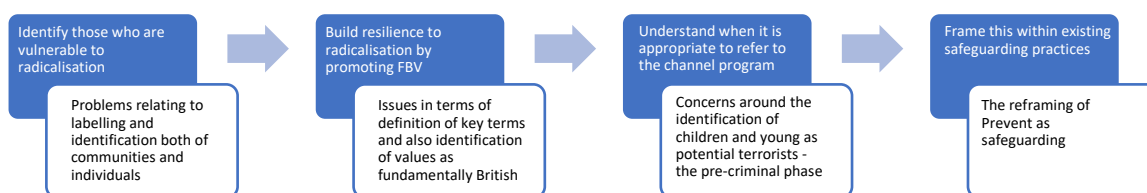
FIGURE 2.2 REQUIREMENTS OF PDDAfSCP 2015 AND HOW THEY WILL BE ADDRESSED WITHIN THE LITERATURE REVIEW

The following section will be divided into subsections addressing these identified themes in turn.

2.1.1.1 The definitions of communities and the problematisation of the Muslim community

The PDDAfSCP 2015 refers to it being "essential that staff are able to identify children who may be vulnerable to radicalisation" (Department for Education, 2015, p.5). However, a clear theme identified when undertaking a literature review on the PDDAfSCP 2015 concerns identifying, categorising, and labelling individuals and communities. Therefore, this section will begin by addressing the problematisation of communities, following the process identified previously in figure 2.1.

Firstly, I will turn to the literature that defines "community" to gain insight into what different people mean by community. Secondly, I will review what the literature states about the implications of the labelling of communities. Thirdly, I will then consider the problem of labelling and categorisation within the context of PDDAfSCP 2015 and the education system. Finally, I will identify what makes this a specific question of importance within the field.

Before looking at the problematisation of "community", it is important to understand the term. Although "community" is a familiar term, there is a discussion amongst academics on how the word is used and how the concept evolved (Brint, 2001; Ragazzi, 2016; Rose, 1996). Understanding the perceived definition of "community" is important when considering the PDDAfSCP 2015 because this policy involves and impacts a range of "communities", including schools, religious groups and political parties, and we cannot understand the impact unless we recognise what community is.

Although I stipulate a requirement to define the term community, Ragazzi contends that "the community does not exist but is the product of political processes of identification and categorisation" (Ragazzi, 2016, p.729). Brint reminds us that communities are of importance to politicians. He writes, "even as politicians of left and right point to the overriding importance of healthy economies, they also urge their citizens to think of their hometowns, their countries, and even transnational organisations as communities" (Brint, 2001, p.1). Interestingly, according to Rose, "what was "the social" may be giving way to "the community" "as a new territory for the administration of individual and collective existence, a new plane or surface upon which micro-moral relations among persons are conceptualised and administered" (Rose, 1996, p.331). This quote moves the community from a sense of

belonging and homogeneity to a depersonalised cluster to be managed, a perspective that some might find discomforting.

The reverse of Rose's argument can be seen in the work of Ferdinand Tönnies, who situates himself as a Hobbesian philosopher following the work of Thomas Hobbes[3]. The term Gemeinschaft (translated from German as "community") was used by Tönnies when categorising social interactions and the values and beliefs based on these actions, and Gesellschaft (translated from German as "society") or the indirect interactions and impersonal roles based on these exchanges (Tönnies, 2001). Max Weber developed this further and wrote in response to Tönnies that Gemeinschaft (community) is rooted in a subjective feeling that could be affectual or traditional, whereas Gesellschaft (society) is the rational agreement by mutual consent (Weber 1978).

As an interpretivist, I acknowledge multiple realities and recognise that the word "community" has many functions, dependent upon the user. Cooper tells us that the contemporary way of understanding community is advanced through the work of Bellah (1989), Gardner (1991), and Selznick (1992), who "view community as a variable composed of a number of elements, such as historicity, identity, mutuality, plurality, autonomy, participation, diversity and integration" (Cooper, 2011, p.5). Following my critical reflection on a literature sample pertaining to the definition of community, my concluding definition of the term community is a group that shares a commonality, identity, perspective, and participation. This will be the working definition I will use throughout this research.

Turning now to the problematisation of community. Rose reflects on what he describes as the new political language by which issues of community are problematised and asserts:

> (New political languages) shape the strategies and programmes that address such problems by seeking to act upon the dynamics of communities. They configure the imagined territory upon which these strategies should act - such as community mental health. And they extend to the specification of the subjects of Government as individuals who are also, actually or potentially, the subjects of allegiance to a particular set of community values, beliefs and commitments.
>
> (Rose, 1996, p.331)

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[3] Thomas Hobbes was a seventeenth century philosopher who developed social contact theory in his 1651 book *Leviathan*. He is referred to again in this thesis in connection with the work of Foucault who traced racial divisions from Hobbesian sovereign authority (take life and let live) to biopolitical regulatory power, which is "to make live and let die".

Paraphrasing Rose, I would argue that the discourse around PDDAfSCP 2015 falls within the new political language's remit, shaping the strategies and programmes by acting upon communities dynamics. The discourse of "terrorism", "extremism", and "radicalisation" that accompanies *Prevent* confuses the territory and problematises the Muslim community. The PDDAfSCP 2015 does not explicitly mention the Muslim community or Islam, although there is a sole reference to "terrorist organisations such as ISIL" (Department for Education 2015, p. 6). Nevertheless, the document problematises the Muslim community through the subtle and complex prevailing discourse.

The problematisation of the Muslim community was highlighted in 2001 following the attacks on the twin towers in New York, USA, which led to the "War on Terror" and Counter-Terrorism policy that specifically identified a threat posed by Islamist extremists (Cohen & Tufail, 2017, p.41). The "media frenzy" which took place following the 9/11 and then 7/7 attacks, and identified the terrorists who took part as Muslims, reinforced the view that Islam was synonymous with terrorism (Gereluk, 2012). The UK Government's counter-terrorism strategy, in many ways, reiterated this presumption. Countering International Terrorism: The United Kingdom's Strategy July 2006 was the first counter-terrorism strategy published following the 7/7 London Transport bombings. This document identifies Islam as a principal source of threat to the UK. It states:

> Terrorism is not a new phenomenon; for example, the UK experienced repeated domestic terrorist attacks as a result of the long-running troubles in Northern Ireland. The principal current terrorist threat is from radicalised individuals who are using a distorted and unrepresentative version of the Islamic faith to justify violence. Such people are referred to in this paper as Islamist terrorists.
>
> (HM Government, 2006, p.1)

Even though the document states "an unrepresentative version of the Islamic faith" (ibid), this was often missed when reported, and Islam became synonymous with terrorism. This has resulted in ongoing negative consequences for British Muslims and the UK Education system. As demonstrated in the critical incident that opened this thesis, children and young people bring their fears and concerns.

O'Toole et al. argue that Prevent and Counter-terrorism policies led to the securitisation of the state's engagement with Muslims, with participatory initiatives being introduced with

the purpose of disciplining Muslim communities, or domesticating British Islam, in the process constituting Muslims as a "suspect community" (O'Toole et al., 2016, p.161). Gutkowski points out, "Under the Prevent agenda, boundaries were blurred between the usual function of religious groups to teach, to engage in rituals, to promote individual and group welfare – and the security imperatives of government" (Gutkowski, 2011, p.356). This blurring of lines has implications not only for the Muslim community but for a wide range of communities – including, I would argue, school communities, which is why this research, which looks at the impact of the PDDAfSCP 2015, is of importance.

2.1.1.2 Issues of key terms – The definition and concept of terrorism

Following the flow chart shown at the beginning of the previous section (figure2.1), I begin by defining.

"Terrorism," like "radicalisation" and "extremism," is a contested concept. When seeking answers to how counter-terrorism policy developed and what teachers think about counter-terrorism strategy, it is important to investigate the terms roots and arrive at a definition. This section will look at the origin of the word "terrorism" and draw out, from the literature, a working definition for this research.

The word terrere is from the Latin, to make tremble, and the term was first used in relation to the activities of the state in France between 1793 and 1798 (Sproat, 2011). The eighteenth-century political thinker Edmund Burke used the phrase "Hell-hounds called Terrorists" in his Letters on a Regicide Peace (1795-96) (Chaliander & Blin, 2016, p. xxv). There are multiple definitions of the word "terrorism" (Blair, 2005b; Erricker, 2010; Saul, 2006; Sproat, 2011). A variety of definitions promotes ambiguity. According to Morgan, violent action is deemed "terrorist" when its psychological effects are disproportionate to its purely physical results (Morgan, 2004). "Terrorism" differs from other acts of violence in that it incorporates both physical violence and psychological terror and is also instilled in the public psyche (Gereluk, 2012). Sproat undertook a questionnaire survey of one hundred and twenty academics in order to ascertain an understanding of "terrorist" acts by those in power (Sproat, 2011). Sproat's research provides a wide-ranging list of definitions from a range of academics (although it is important to note that the focus of his research was specifically terrorism by those in power). His research showed that the word "terrorism"

embodies a multitude of concepts ranging from legitimate, purposeful acts, and threats, to vulnerability and instilling fear and terror. At the end of the sieving process, he argued that it is important that a definition "is qualified in terms of motive (political rather than private), intention (to modify the behaviour of another rather than merely to destroy the victim), targeting (of "innocents") and status, while enabling particular arbitrary and/or indiscriminate actions to be labelled as domestic "state terrorism"" (Sproat, 2011, p.139). Whilst a variety of definitions of the term terrorism are used, my own definition, and the one that I will frame this research against, is as follows:

> Terrorism is a political action intended to modify society's behaviour by means of purposeful acts of violence that instil fear and terror, resulting in immediate societal disorder, followed by a longer-term sense of vulnerability across affected groups.

It is also important to acknowledge that "Terrorism" can be described as both top-down, where the Government or leadership of a country or organisation use it to enact fear, or bottom-up, for example, an uprising of people against the Government. Those who are labelled as such would seldom describe themselves as "Terrorists". They could be described as militants, guerrillas, resistance, or freedom fighters. The dominant discourse comes from whoever is labelling the individual and the action or political point they are trying to make. Many key figures in history have been known both as "terrorists" and "freedom fighters". The British Government considered Nelson Mandela in the mid-1980s a "terrorist". In 1987 Margaret Thatcher proclaimed, "The ANC is a typical terrorist organisation… Anyone who thinks it is going to run the government in South Africa is living in cloud-cuckoo-land" (Bevins, 1996). Nevertheless, Nelson Mandela went on to lead his political party into Government. His actions are now portrayed as those of a freedom fighter. The actions have not changed; the discourse and categorisation have.

Having reviewed Literature that looks at the definition and concept of terrorism, I will now turn to "radicalisation", a keyword in the PDDAfSCP 2015.

2.1.1.3 Issues in terms of the definition and concept of Radicalisation

Radicalisation is a shifting concept that, in terms of current public discourse, has come to mean the channel by which people are attracted to an extremist ideology and support

terrorist groups. There has been a slight variation in the Government's definition of the word used in Counter-terrorism and Prevent policy documents.

2006 — Countering International Terrorism: The United Kingdom's Strategy
'The process whereby certain experiences and events in a person's life cause them to become radicalised, to the extent of turning to violence to resolve perceived grievances' (HM Government, 2006, p. 27).

2009 — The United Kingdom's strategy for countering international terrorism
'The process by which people come to support terrorism and violent extremism and, in some cases, then to participate in terrorist groups' (HM Government, 2009, p.41).

2011 — Prevent Strategy
'The process by which a person comes to support terrorism and forms of extremism leading to terrorism' (HM Government, 2011, p.108)

2015 — Prevent Duty Guidance for England and Wales
'Radicalisation' refers to the process by which a person comes to support terrorism and extremist ideologies associated with terrorist groups (HM Government, 2015, p.36)

FIGURE 2.3 DEFINITIONS OF RADICALISATION TAKEN FROM COUNTERING-TERRORISM AND PREVENT POLICY DOCUMENTS

According to the Government's 2006 Counter-terrorism strategy CONTEST, radicalisation is "the process whereby certain experiences and events in a person's life cause them to become radicalised, to the extent of turning to violence to resolve perceived grievances" (HM Government, 2006, p.27). It is worth noting the broadness of the definition, which could be considered unhelpful. Furthermore, the tautology in a statement where radicalisation is the process by which one becomes radicalised (Mythen et al., 2016). As counter-terrorism policy evolved, so did the definition. The Prevent 2011 definition solidified the union between radicalisation and terrorism when it defined radicalisation as "the process by which a person comes to support terrorism and forms of extremism leading to terrorism".

The definition provided by the PDDAfSCP 2015, which provides the backbone of this research, is taken from the *Prevent Duty Guidance for England and Wales 2015*. It refers to

radicalisation as "the process by which a person comes to support terrorism and extremist ideologies associated with terrorism groups" (HM Government, 2015, p.36).

Hoskins and O'Loughlin (2009) argue that radicalisation is a myth provided by the media for news agendas and policy responses. Neumann (2013) explores the different debates amongst academics regarding the term. He argues that radicalisation is not a myth, but its meaning is ambiguous. The areas of contention he explains relate to the "end point" of radicalisation and the context and norms. Regarding the "end point" of radicalisation, there are multiple definitions that refer to radicalisation as a process, namely Moghadam's "staircase", McCauley & Moskalenko's "pyramid" or Baran's "conveyer belt" (Moghadam, 2005; McCauley & Moskalenko, 2008; Baran 2005). In terms of context and normative issues, the word "radical" has no meaning on its own but is dependent upon its context. Neumann's example is that free speech would be considered radical in North Korea, or the idea of gay marriage in the 1980s; however, in a different context, time frame or what is considered a social norm, it may or may not be considered radical (Neumann 2013).

Neumann "calls upon scholars and policymakers to work harder to embrace a concept, which – though ambiguous – is likely to dominate public discourse, research and policy agendas for years to come" (Neumann, 2013, pp.873-874). Preceding Neumann's work, Hopkins and O'Loughlin had undertaken research between 2004 and 2006 which found "a growing mutual disrespect and suspicion between policymakers, journalists and citizen audiences" (Hoskins & O'Loughlin, 2009, p.107). Hoskins and O'Loughlin argue that British audiences are uncertain about using the term "radicalisation" and see it as "misappropriated in political-media security discourses" (Hoskins & O'Loughlin, 2009, p.107). The reflections of both Neumann and Hoskins & O'Loughlin are important when considering this study's aims and research questions because questioning teachers on their perspective of the PDDAfSCP 2015 (RQ2) will identify whether or not there is a mutual disrespect and suspicion between policymakers and teachers. Furthermore, it will answer the call to scholars made by Neumann to work on the concept of radicalisation.

This section has looked at terrorism and radicalisation and identified them as contested concepts. Within the reflection, I have identified my own definition of terrorism, and so I will also define radicalisation. I need to be clear that I found this difficult because, although

radicalisation has negative connotations, I see the term "radical" as an important term that can be positive. It denotes an extreme change. For example, I would argue that the education system needs radical reform. I am also happy to refer to myself as having radical views regarding the education system. I am happy to call myself a radical, so it is clear that context needs to be established.

The definitions within each of the Government policy documents involve radicalisation. So, in combining the endpoint and the context, and the fact that it involves changes in behaviour, the definition of "radicalisation" I have chosen to use for this research takes phrases from the Government's *Prevent strategy 2011* but sets it within the context of terrorism and behavioural changes as follows:

> Radicalisation, which relates to acts of terrorism, is the process by which an individual or group is persuaded to support extreme ideologies that lead to purposeful acts that instil fear and terror and destabilise society.

Having defined "terrorism" and "radicalisation", the next section will look at the identification of children as potential criminals, referred to as the pre-criminal phase.

2.1.1.4 The identification of children as potential criminals or the pre-criminal phase

The labelling and categorisation of individuals brings with it both positives and negatives. Although labelling may be useful in some circumstances, for example, a label of Special Educational Needs and Disabilities (SEND) allows additional support. Labelling can also lead to stereotyping. More seriously, under the PDDAfSCP 2015, it can lead to criminalisation.

The Counter-terrorism policy under the Labour government asked teachers to identify pupils at risk of "extremism" and "radicalisation". Although it acknowledged that there was no single profile of a person who is likely to become involved in "extremism", *Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism* (2008) listed some of the things that might help a teacher in identifying a child or young person as at risk. The list included:

- A search for answers to questions about identity, faith and belonging.
- The desire for "adventure" and excitement.
- A desire to enhance the self-esteem of the individual and promote their "street cred".

- Identification with a charismatic individual and attraction to a group which can offer identity, social network, and support.
- To be fuelled by a sense of grievance that can be triggered by personal experiences of racism or discrimination.

(Department for Children, 2008, pp.17-18)

My concern with this list of identifiers as a teacher at the time was that many children and young people would fit into these categories simply as a natural part of moving into adulthood. The journey into and through adulthood is about exploring and defining our multi-layered characteristics. Not only would I expect to see the above characteristics in children and young people, but for me, as an RE professional, searching for answers to questions about identity, faith, and belonging is a prerequisite of every Religious Education classroom. What "Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism" (2008) does is to identify characteristics that I might see as an integral part of the RE classroom or a stage of adolescence, but as something that others could interpret as a path to "extremism" and "radicalisation" and this is a concern to me. This research will help establish whether I am alone in my concerns.

Before 2015, there had been great concern amongst teachers, teaching unions and academics that teachers were asked to report pupils to the police as potential terrorists - the policy operating in what became known as the "pre-criminal space" (Heath-Kelly, 2017; McCulloch & Pickering, 2009). Teachers were asked to identify children and young people as potential extremists and inform the police of concerns (Gereluk, 2012). Many teachers were unhappy about this, particularly as the classroom is understood as a safe space to discuss and address difficult subjects. Both teachers and pupils need to know that a classroom is a place of safety, mutual care, and respect for learning to occur (Cornelius-White, 2007; Rogers & Freiberg, 1994; Wilhelm, 2010). If pupils are uncertain whether or not their thoughts and ideas could be seen as suspicious and reported to the authorities, they are not going to be willing to explore openly controversial issues for fear of being labelled and possibly referred to the Channel Programme (O'Donnell, 2017). The Channel programme is designed to support people vulnerable to radicalisation (Home Office 2018). O'Donnell asks, "What are the implications of this approach for students in classrooms, in particular when educators are asked to through the lens of a securitised framework of surveillance that is

presented as safeguarding, in which intentionally or not Muslims are profiled as a special "at-risk" category" (O"Donnell, 2017, p.178).

Teaching unions were unhappy about teachers being asked to undertake surveillance on their pupils. Christine Blower, who was the acting secretary of the National Union of Teachers (NUT), asserted, "No teacher will ignore obvious information about a specific, real threat, but it is vital that teachers can discuss with and listen to pupils, without feeling that they have to report every word" cited in (Gutkowski, 2011, pg.354). Although concerns were raised, the requirement to surveil and refer pupils did not change. The publication of the PDDAfSCP 2015 still required teachers to raise concerns, but it changed the underlying rationale, promoting these actions as keeping children and young people safe instead of criminalising them.

Having introduced the issue of the identification of children and young people as potential criminals, or the pre-criminal phase, I now turn to the reframing of Prevent as safeguarding.

2.1.1.5 The reframing of preventing radicalisation and terrorism as safeguarding

Since the implementation of PDDAfSCP 2015, there has been a change in discourse from "extremism" and "radicalisation" to "vulnerability" and "safeguarding". As a result, Prevent within schools has become the responsibility of the safeguarding lead. This new guidance reframed Prevent in education, clearly identifying it as a part of safeguarding responsibilities. It states:

> Protecting children from the risk of radicalisation should be seen as part of schools" and childcare providers" wider safeguarding duties and is similar in nature to protecting children from other harms (e.g., drugs, gangs, neglect, sexual exploitation), whether these come from within their family or are the product of outside influences.
>
> (Department for Education, 2015, p.5)

Under the PDDAfSCP 2015, teachers have a duty to refer or report pupils who they are concerned might be at risk of radicalisation. However, this is now treated as a safeguarding issue in the same way that, for example, physical neglect might be treated. Teachers have a duty to ensure pupils are safe physically and emotionally and prevent them from being taken advantage of in terms, for example, of sexual exploitation. When concerned that a child or young person may be at risk of radicalisation, an individual teacher's legal

requirement is now to follow safeguarding procedures rather than reporting concerns directly to the police. It could be argued that managing radicalisation as a safeguarding issue should reduce the pressure on the teachers because the perception now is that it is a matter of well-being and safety as opposed to labelling a child as a potential criminal and terrorist. However, there is still a question about whether or not the potential to commit a terrorist act and being attracted to radical and or extremist views should be situated within safeguarding. This research will allow teachers and pupils a voice on this.

A search of the literature identified that there had been no research that specifically looks to understand teachers' perspectives on the reframing of Prevent as safeguarding. Edwards evaluates secondary school Prevent training carried out on behalf of the Home Office. He argues that the PD in education is incoherent, suggesting the PD mandates educators to "address young people as (potentially) resilient, as well as (potentially) vulnerable" (Edwards 2021, p.47). Davis wrote an article in 2016 entitled "Security, Extremism and Education: Safeguarding or Surveillance". Although she uses the word "safeguarding" in the title, she does not refer to safeguarding procedures to be followed in schools but to safeguarding communities and nations (Davies, 2016).

As previously identified, Busher et al. undertook an analysis of educationalists' experiences of what the PD means for schools and colleges in England. Their research involved a range of education professionals, including local authority level Prevent practitioners whose role is to support schools. Their research aimed to identify how Prevent had been interpreted by staff; secondly, how confident staff felt about implementation; thirdly, what impact Prevent had on interactions with students and parents; and finally, to what extent staff opposed or questioned Prevents legitimacy. Safeguarding was referred to within their findings, which reported that staff had more confidence implementing Prevent following the *Prevent Duty Strategy 2015*. The authors stated that this resulted from "the narrative of continuity" (Busher et al., 2017, p.5). This is because the duty was "incorporated within or grafted on to existing ways of working" (ibid).

Working as a classroom practitioner myself in 2015, I can understand how/that the concept of the "narrative of continuity" fits within school practices. The PDDAfSCP 2015 moves the responsibility of preventing terrorism, extremism, and radicalisation to the Designated

Safeguarding Lead (DSL) role. However, it does not take away the initial role of a classroom teacher to identify and report pupils as potential terrorists; it simply makes it seem more appropriate to do so because it is about keeping children safe. Teaching is a vocation, and teachers care about their role in supporting and developing young people. Teachers understand the importance of safeguarding and keeping children and young people safe. Safeguarding has a sense of moral duty. It is the right thing to do. There is much less of a concern in reporting a safeguarding issue than the emotional struggle of whether or not to potentially criminalise a young person before they have committed a criminal act. The reframing of Prevent as Safeguarding will be returned to in the discussion chapter. This chapter will now consider alternative approaches to Prevent by looking at examples from other countries.

2.2.1.6 Alternatives to Prevent – An international perspective

The use of the education system to prevent "radicalisation" and counter "terrorism" is not unique to the United Kingdom. Indeed, the UK's Prevent Duty Strategy is recognised as the forerunner to other countries' counter-terror strategies (Davies, 2018). The remit of the research questions for this thesis remains limited to policy and practices within the UK; however, it is useful to look at the international situation when considering how policy and practices have developed. This section will turn to the counter-terrorism strategies of France and Germany. France and Germany were chosen alongside the UK because all three countries are relatively similar. Firstly, all three countries have a tradition of democracy. Secondly, they share a history of difficulties establishing state and church roles, reaching back to the Middle Ages and through the Enlightenment (Haubrich, 2003). Finally, all three countries have a recent history of terrorism.

Recent political and demographic developments related to immigration, right-wing nationalism, and ideologically motivated attacks have created political tensions across Europe. As a result of the rise in tensions and following a number of terrorist attacks, several governments have turned to the education system to address social disharmony matters (Niemi et al., 2018). However, there are "fundamental discrepancies" between counter-terrorism policies across Europe (Samaan & Jacobs, 2018). It is important to recognise that Europe is a mix of nations, all of whom have their own unique identities and histories, yet share in democracy, have a common market, and adhere to European law

(Rees & Aldrich, 2005). Each country has an individual approach to counter-terrorism. Samaan and Jacobs explain that political scientists categorise counter-terrorism practices into three categories: 1) A military orientated policy that prevents, deters, and retaliates. 2) A regulatory policy that strengthens legal and judicial resources to address the terrorist threat. 3) A diplomatic approach that focuses on negotiation and accommodation (Samaan & Jacobs, 2018, p.2). Their research is a comparative analysis of French and German counter-terrorism experiences, and they identify a significant difference in these countries' approaches. France is identified as taking a military-orientated approach whilst Germany takes a regulatory approach.

In January 2015, the French Government launched a Stop Jihadism campaign which includes a website[4] that provides resources to support French citizens in identifying and reporting terrorism. The "Educational Creation and Support Network" (CANOPE)[5] provides schools with guidance on preventing "radicalisation". In February 2018, the French Government published *Prevent to Protect: A National Plan to Prevent Radicalisation* (Interministerial Committee for the Prevention of Crime and Radicalisation, 2018). This document contains sixty measures to refocus the prevention policy. The first ten relate directly to schools and involve measures such as:

- Improving training for teachers and educational staff.
- Using national training kits designed by experts within the field to support detecting the warning signs of young people who are in danger of being radicalised.
- Better monitoring of private schools and home schooling.
- Developing children's capacity for critical thinking and debate
- Continuing training staff and developing resources and tools.

French culture and society differ from the UK in many ways; however, its choice to utilise the education system to counter-terrorism does not. Comparable with the UK, "The French state school classroom functions as a scene of moral education—not only through the recently redeveloped formal curriculum in secular ethics [morale laïque], and through more diffuse instruction in values and judgment, but also through the relationship between teacher and student" (Wesselhoeft, 2017, p.626). From the end of the 1970s, Moral Education was withdrawn from the French curriculum until 2008, when it began a

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[4] http://www.stop-djihadisme.gouv.fr/
[5] https://www.reseau-canope.fr/qui-sommes-nous.html

reconstruction period (Durpaire, 2013). The need to re-establish Moral Education was manoeuvred by the French Government, led by the French Education Minister Vincent Peillon, who argued for the reintroduction of secular morality lessons to the curriculum in order to help young people "live together". Minister Peillon stated that secular morality is to "understand what is right and to distinguish good from evil. It is also about knowing your duties as much as your rights - and above all, it is about values". He added, "Secularism is not about simple tolerance; it is not about "anything goes". It is a set of values that we have to share. To be shared, these values need to be taught and learned, and we need to rebuild them among France's children" (McPartland, 2012). Reminiscent of the concerns being expressed by teaching unions in the UK concerning FBV, French teaching unions were unhappy about "secular morality". Daniel Labaquere, a representative of the largest French teaching union SNUipp[6] was quoted as saying, "In France, we talk a lot about values like liberté (liberty), egalité (equality) and fraternité (fraternity), but these values can be achieved by a school helping children to grow and develop their personalities and by allowing them to express themselves. It should not be done simply by writing a set of moral codes on the blackboard and forcing pupils to learn them off by heart" (ibid).

This very brief synopsis of France's situation regarding the use of the education system to promote values reflects the debates taking place within the UK regarding the use of the education system to implement the teaching of values identified by the Government. Having established that there are similar debates in France, despite different contexts, history, and democracy, I will now briefly consider Germany's situation, which again has a different context and democratic system.

Germany has a federal system and is divided into sixteen states, each with its individual government structures. Even though these states cooperate with the Federal Government, they cannot be made to adopt a federal policy. So, Germany has a common framework of guidelines that states follow when designing their own local strategies. As Said and Fouad tell us, "Local approaches were perceived as more effective since they are more attuned to the specific local circumstances and stakeholders who can play a role in implementing concrete measures" (Said & Fouad, 2018, p.3).

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[6] http://34.snuipp.fr/

The German Government has implemented a range of measures to prevent extremism and promote democracy. For example, in July 2016, the German Cabinet passed the Federal Government Strategy to Prevent Extremism and Promote Democracy (Federal Government, 2016) which explains:

> The Federal Government understands the term promotion of democracy to mean services, structures and procedures that strengthen democratic attitudes and behaviour, promote a democratic political culture based on the values-based constitution and provide an impetus for corresponding educational processes and forms of participation.

(Federal Government, 2016, p.9)

According to Said and Fouad, German experts and policymakers believe that effective measures against radicalisation "must not only include police and intelligence work but also need a strong social work and family support strategy" (Said & Fouad, 2018, p.2). The German Education system has been used to facilitate a number of these measures, for example, the "Project DEMOCRACY IS IMPORTANT FULL STOP!" which provides information and materials for teachers to support the strengthening of culture and democracy and prevent antisocial and antidemocratic attitudes (Federal Government, 2016, p.35). Although this research focuses on the UK education system, it is worth noting the similarities with the UK's situation.

From reviewing French and German counter-terrorism literature and policy documents, it is clear that these countries' governments have also chosen to use the education system to promote democratic values. It is not within the remit of this thesis to undertake policy analysis and consider practices undertaken by schools in other countries; however, a natural progression of this work would be to undertake an international study.

The second part of this chapter will introduce the theoretical and conceptual framework, focusing on Foucault's work and reflecting on the concepts of discourse, power and discipline, governmentality and biopower.

2.2 Theoretical and conceptual framework

The theoretical framework is an important part of the literature review, as it complements the research questions (Grant & Osanloo, 2014). It is the lens through which to view the research (Merriam, 1997). This section will introduce the work of Foucault and give my rationale for taking a Foucauldian perspective. I will then identify the conceptual framework and key concepts.

2.2.1 The work of Foucault

Foucault was a radical twentieth-century French philosopher recognised as a great contemporary thinker in the social sciences and humanities. He is famous for his work on power relations utilised across disciplines, including education (Ball, 2013; Quatermaine, 2017). This research takes a Foucauldian perspective. Firstly, Foucault's work on discipline and punishment provides a theory of modern power relations that looks to understand power by investigating the role of surveillance and knowledge creation. Foucault argued that social institutions use surveillance or the "gaze" (Foucault, 1979, p.27) to exercise power and discipline subjects. When exploring the relationship between institutions and power, Foucault recognised that the school system's power and knowledge construction are deeply connected and shape individuals' understanding of themselves and how they fit into society. Therefore, it is important to use a Foucauldian perspective when investigating counter-terrorism policy enactment in the English secondary school system.

The second reason I turned to the work of Foucault when undertaking this research was that whilst reading Discipline and Punish: The Birth of the Prison (Foucault, 1979) and the History of Madness (Foucault, 2006), I became fascinated by the use of a historical approach as a method of analysis; specifically, his thoughts on the history of the present which uses history as a means of critical engagement with the present (Garland, 2014). In an interview with a journalist in 1984, Foucault explains, "I set out from a problem expressed in the terms current today, and I try to work out its genealogy. Genealogy means that I begin my analysis from a question posed in the present" (Kritzman, 1988, p.262). My first RQ, What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop? is asked of the present but extends to the past. How have we found ourselves in a position where the teacher's role is

of policy actor and counter-terrorism operative? I, too, begin my analysis from a question posed in the present but realise the importance of history. In answering this research question, I believe it is important to draw upon the history of the education system and the curriculum's legal status (which I begin to address in section 2.3 Context). It is also why I chose Scheurich's Policy Archaeology (PA) as one of the methods of policy analysis (see section 3.4.2 PA).

The next section will introduce the conceptual framework, identifying "Discourse", "Power and Discipline", "Governmentality", and "Biopower" as key concepts within Foucault's work and this research. This further supports my choice of taking a Foucauldian perspective.

2.2.2 Conceptual Framework

This research's conceptual framework emulates five of Foucault's concepts in his works: "Discourse", "Power" and "Discipline", "Governmentality", and "Biopower". This section will introduce the literature related to each key concept and situate them within this study.

2.2.2.1 Discourse

For Foucault, discourse can be the verbal traces left by history or a set way of speaking. The definition I subscribe to is discourse as the verbal traces left by history. Foucault argues that discourse does not come from an author but a specific position within an institution (Foucault, 2013). I recognise that discourse arises from a number of arenas and can belong to a number of different people; it is never only your own. This is important when considering teachers' perceptions of counter-terrorism policy and understanding where their views come from. There are multiple discourses at play that influence the narrative. Foucault also argues that discourse and identity are intrinsically linked (Foucault, 1979; Foucault M, 2020b). This is a concern for Foucault because the self can be lost. He writes: "Thus conceived, discourse is not the majestically unfolding manifestation of a thinking, knowing, speaking subject, but, on the contrary, a totality, in which the dispersion of the subject and his discontinuity with himself may be determined" (Foucault, 2013, p.60). Our thoughts and identity, therefore, are not our own. This is an important concept to understand when undertaking this research. In addition, Foucault theorizes on how power, knowledge, and discourse are used in governance. This lends itself to this research's aims of

looking at how policymakers use levers and drivers in the production of knowledge and policymaking (Fairclough, 2010; Hyatt, 2013).

2.2.2.2 Power and Discipline

Foucault's work on discipline and punishment provides a theory of modern power relations that identifies power by investigating surveillance and knowledge creation. Foucault argued that social institutions use surveillance or the gaze (Foucault, 1979) to exercise power and discipline subjects. For Foucault, power also operates through discipline or control. In terms of the education system, control is maintained, for example, through a timetable that moves pupils around the building throughout the day (Ball, 2013), registers, seating arrangements, assemblies, and uniforms.

Foucault argued that discipline includes the control of individuals through labelling, and this concept is an important part of this research. When reflecting on subject and power, Foucault writes, "My objective… has been to create a history of the different modes by which, in our culture, human beings are made subjects" (Foucault, 1982, p.777). This will be recognised firstly within this research in terms of how discourse has been propagated, which conflates religious adherence and terrorism and has been reinforced in the UK through counter-terrorism policy; this is an example of those with power-wielding it in order to control enforced subjects. Secondly, under the legislation, teachers are required to be "Policy actors" and "Counter-Terrorism Operatives". This is in addition to educating our children and young people against extremism and promoting fundamental British values. Furthermore, teachers must look for signs that indicate the potential for a child or young person to commit a terrorist act, be radicalised, or become an extremist. There is a juxtaposition in terms of who is the subject and who holds power. The Government can be seen as holding power and teachers as subjects; yet, the teacher holds power, and pupils are the subjects. Undertaking policy analysis and asking teachers for their perspectives on their role as "Policy Actors" and "Counter-Terrorism Operatives" will identify where the power lies and its impact. This makes this research unique and of significance.

2.2.2.3 Governmentality

Foucault uses the term "Governmentality" to describe the techniques and procedures used to govern or administer the populace. Lemke explains that "Technologies of government account for the systemization and regulation of power relationships that may lead to a state domination" (Lemke, 2002, p.53). The PDS is a technology of governance (Dresser 2018). The PDDAfSCP 2015 dictates curriculum when it requires schools and childcare providers to "build pupils" resilience to radicalisation by promoting fundamental British values and enabling them to challenge extremist views" (Department for Education 2015 p.5) and suggests PSHE & Citizenship as a vehicle to do this. The education system and curriculum are technologies employed by the Government to establish its discourse and maintain power and control. The curriculum has already been identified as a technology of governance (Papanastasiou 2012) (Popkewitz 1997); this research adds the PDS and FBV to this.

From the eighteenth century, we are told rulers, statesmen, and politicians saw their role as to govern (Foucault, 1991). This differs from the past, where kingdoms were ruled by kings, lords or emperors who ruled over their domain. Rose tells us that "authorities came to understand the task of ruling politically as requiring them to act upon the details of the conduct of the individuals and populations who were their subjects, individually and collectively, in order to increase their good order, their security, their tranquillity, their prosperity, health and happiness" (Rose, 2004, p.6). The need was then to rule in a way that took into account knowledge of the object's characteristics to be ruled: for example, understanding the geography and demography of a place and the population and utilising that knowledge to govern or rule. This leads us to Foucault's concept of "Biopower".

2.2.2.4 Biopower

In his book, The Will to Knowledge: The History of Sexuality Volume 1 (Foucault, 2020b), Foucault explores "Biopower". He explains that the seventeenth century brought rapid development in establishing universities, secondary schools, housing, and public health. For Foucault, this brought with it the need for "Biopower", a term he gave for a technique to achieve the subjugation of bodies and populations (Foucault, 2020b, p.139). Social development dictated a need for social monitoring or control. By the nineteenth century, individuals no longer looked for an authoritative figure but to be autonomous beings. He writes:

> One no longer aspired toward the coming of the emperor of the poor, or the kingdom of the latter days, or even the restoration of our imagined ancestral rights; what was demanded and what served as an objective was life, understood as the basic needs, man's [sic] concrete essence, the realization of his potential, a plenitude of the possible.

> (Foucault, 2020b, p.144)

Life then became the issue of political struggles. Discipline was built into institutions, and the need to look at the relationship between resources and inhabitants arose. Capitalism, an economic system that looks to business and private companies to take the lead in industry rather than the government, developed. Decisions were made by individuals and corporations operating for private profit rather than Government. "Biopower", or the need to control populations, was still a necessary part of capitalism. Indeed, Foucault tells us that capitalism "would not have been possible without the controlled insertion of bodies into the machinery of production and the adjustment of the phenomena of population to economic processes" (Foucault, 2020b, p.140).

The importance of Foucault's concept of "Biopower" to this research is that it concerns the control over bodies or subjects. Through the PDDAfSCP 2015, the Government have instructed educational professionals to act as surveillance operatives and dictated that curriculum be used to implement and maintain control. This is a form of "Biopower", and education professionals, and the curriculum, are being used as technologies of governance. This brings into question the teacher's role and autonomy and who has a right to decide what is taught.

There are extensive links to the work of Foucault in academic literature relating to counter-terrorism policy. O'Donnell tells us how "the language of vulnerability of resilience which permeates contemporary discourses about the "new terrorism" extends Foucault's notions of pastoral power and bio-governance" (O'Donnell, 2017, p.58). We are told that "Foucault's notion of "Governmentality" is helpful in understanding state control and the consequences for educators" (Bryan, 2017, p.223). Appleby refers to Foucault's work in terms of categorisation and labelling and the Labour government's identification of Islam alongside "terrorism" (Appleby, 2010). Farrell argues that the FBV discourse is panoptic in scope operating through "meticulous rituals of power" (Farrell, 2016, p.287). Novelli draws on Foucault's concept of the "boomerang effect" when exploring the complex relationships

between foreign policy abroad and education and national policy at home (Novelli, 2017). This section has argued that a Foucauldian perspective is the appropriate theoretical framework for this research project. The work of Foucault will be returned to throughout this thesis.

2.3 Summary

Foucault recognised systems are put in place by those in governance or power to monitor and control the populace. My research questions the use of the education system to counter terrorism and that this was dictated to professional staff, parents, and pupils who had little choice. I ask if it is morally right that those with power and governance utilise teachers and schools to achieve what they consider necessary at the time.

This chapter was separated into two distinct sections. The first identified four themes from within the PDDAfSCP 2015 and addressed them through the lens of the research questions. The second introduced this research's theoretical and conceptual framework, taking a Foucauldian perspective.

This thesis will now turn to the methodology and methods.

Chapter Three: Methodology and Methods

This chapter introduces my chosen methodology, methods, and research tools. The following is divided into eight sections. The first section defines methodology and methods and then explores ontological and epistemological positions. Section two reflects on my positionality as a researcher and critically reviews my position alongside my methodology and methods in relation to the research questions:

1. What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?
2. What are teachers' perspectives on the requirement of the profession to enact the Prevent duty: Departmental advice for schools and childcare providers 2015?
3. What activities have secondary schools and teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

Section three is concerned specifically with analysis and will explore Scheurich's PA (Scheurich, 1994) and Hyatt's CPDAF (Hyatt, 2013). Here I introduce the policies identified for analysis and give reasons for selection before describing the analysis process. In section four, I consider the methods of data collection. After considering different methods, I give my rationale for choosing individual interviews as my data collection method and then explain the procedures. Section five of this chapter turns to ethics, the ethical review process, confidentiality, and trustworthiness of the research. Section six reflects upon the issues that arose in the data collection process. Section seven turns to the strengths and limitations of the research methodology and methods. The final section of the chapter is a summary conclusion.

3.1 Methodology and its relationship to methods

Methodology is the underlying principles and rules of a procedure, whereas a method is a technique used to gather and analyse data. Sikes explains that methodology involves philosophical thinking, whilst methods are procedures (Sikes, 2004). An understanding of methodology is important because it provides the critical lens through which the research

questions and methods are considered. Wellington's interpretation of methodology is: "the activity or business of choosing, reflecting and justifying the methods you use" (Wellington, 2015, p.33). Methodologies and methods are never value-free. Greenbank tells us, "When researchers are deciding what research methods to adopt, they will inevitably be influenced by their underlying ontological and epistemological position. This, in turn, will be influenced by their values" (Greenbank, 2003, p.792). Having identified the importance of acknowledging ontological and epistemological positions, the next section of this chapter will address this.

3.1.1. Ontology and epistemology

Our ontology and epistemology "shape the very questions we may ask; how we pose them; and how we set about answering them" (Grix, 2002, p.179). Therefore, as a researcher, it is imperative that I am aware of and reflect critically on my ontology and epistemology in order to identify the influence on my research.

Ontology is a term that originally comes from theology (Wellington et al., 2005). It is concerned with "the nature or essence of things" (Sikes, 2004, p.19) or what exists. If a researcher takes an ontological position that people are terrorists because of their religion, what follows is the supposition that there is little that can be done to change this (Wellington et al., 2005). Therefore, ontological assumptions influence research, so it is important to critically address my own ontological position.

Epistemology is concerned with the nature of knowledge, what knowledge is, where it comes from and what constitutes truth. Essentially, it is the theory of knowledge and how we know what we know. If the reader is aware of the researcher's knowledge and where it comes from, they can decide its trustworthiness. It is important to reflect upon epistemology because, as Griffiths tells us, "Many of the bitter arguments about the significance of research findings are founded in fundamental disagreements about knowledge and how to get it: these are precisely disagreements about methodology and epistemology" (Griffiths, 1998, p.33).

If we believe that there is one reality and knowledge to be obtained, we believe that this knowledge can be collected, measured, and utilised to make changes. This is a positivist approach. If we see knowledge as personal and subjective, we will look to interpretive approaches as a researcher. My research approach is that of an interpretivist. As an interpretivist, I believe that reality is personal and subjective, so there are multiple realities to be identified and interpreted. I originally chose to use focus group interviews because I believed this would allow me to identify a range of opinions. However, as a result of Covid-19, undertaking focus group interviews was no longer an option. Although my research questions and methods changed, undertaking semi-structured individual (SSIs) virtual interviews with teachers presented the opportunity to have in-depth discussions with teachers, who not only spoke of their current roles but reflected on their whole careers. The sharing of insights from different school settings provided me with a range of opinions developed across a larger number of schools. As an interpretivist listening to a range of narratives, I recognised and identified multiple realities portrayed by participants and the value of the data collected for interpretation.

3.2 Researcher positionality, research methodology and methods

Denzin tells us that "Interpretive research begins and ends with the biography and self of the researcher" (Denzin, 1986, p.12). My first assignment as a student in the Doctorate in Education (EdD) programme was to write a paper entitled "Research methodologies and methods cannot be value-free". This task marked a fundamental turning point for me as an academic researcher. I had expected to walk into educational research and prove the importance of Religious Education (RE) as a subject. My experience and understanding of world religions led me to believe that RE was the most important subject within schools in terms of promoting community cohesion. I believed that the subject could make a difference in society. This first assignment showed that I am far from value-free. I bring my own preconceived philosophical ideas that influence my thoughts, behaviours, and actions with me to the world of research. Research methodologies and methods are never value-free (Greenbank, 2003). I bring my experiences as a child, a pupil, a parent, an RE teacher, a governor, and an educationalist to my research. My positionality needs to be acknowledged (Denzin, 1986; Greenbank, 2003; Sikes, 2004).

What will follow is an identification of my position, followed by a reflection on each of the research questions in relation to my own background and position.

Researcher positionality refers to the researcher's ontological and epistemological assumptions (Sikes, 2004). Researchers bring their own unique subjective experiences to their research, which will influence everything about their inquiry. Therefore, it is important for the reader to understand the researcher's positionality and for the researcher to understand and reflect critically and continuously on their position to reveal their assumptions. This is crucial because our assumptions have implications for our research paradigm and practice.

I am a Religious Education Educator and Theologian. A Theologian studies G*d, and part of this is the study of people, religions, and psychology. This captures my imagination. I am interested in ontology and why people think and behave the way they do. My methodology is that of an interpretivist, and this research will be interpretivist, following Weber's concept of verstehen (Grix, 2010), which means to understand something within its context. This theory recognises multiple viewpoints to which people have different interpretations. Data is not value-free (Greenbank, 2003). As an interpretivist, I recognise that the participants' thoughts, views, and opinions impact every stage of the research process, from conception to presentation and dissemination of findings.

I acknowledge that I see the education system as one place where educating against extremism and terrorism can occur. Furthermore, teachers are in a unique position to address this. My role as an RE teacher and a Teacher Educator tells me that the classroom provides an opportunity to allow children and young people to explore views and understand different ideas, cultures, and religions. It should be a place to develop critical thinking skills. I further believe that the role of the teacher provides an opportunity to allow young people to understand that each person is a unique individual regardless of background, faith, or nationality; and that such opportunities provide the potential to impact social cohesion. This is why I have chosen to work in Religious Education and Teacher Education. This is why I first analyse the PDDAfSCP 2015 to understand its aims and how it developed. Secondly, I aim to provide an understanding of teachers' perspectives on their

role as "Policy Actors" and "Counter-Terrorism Operatives". Finally, I will identify areas of good practice that can be shared with other schools and teachers.

This is my position set out, the acknowledgement of my ontology and epistemology. These thoughts, feelings and experiences influence my choice of research questions, methods and methodology. I will now discuss each research question in relation to my position.

3.3 Justification of research questions

Research questions provide a framework in order for the researcher to discover knowledge. It is of vital importance to develop secure research aims and objectives before beginning any research project. As White emphasises, "Vague aims and objectives can lead to researchers being over-ambitious, collecting unnecessary data, floundering in too much data and wasting their time down "blind alleys"" (White, 2008, p.35). In order to avoid this, research questions need to be carefully constructed and should reflect what a researcher wants to know by the end of the research process. A great amount of time and care was taken at the beginning of this research process to design research questions that would first allow me to explore the policy background, gain insight into teachers' perspectives, and finally, the opportunity to share good practice.

The next three sections will individually address and justify each research question.

3.3.1 What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?

I constructed this research question because, firstly, the PDDAfSCP 2015 formed the backbone of the study. Secondly, an analysis of the PDDAfSCP 2015 using both PA and the CPDAF will reveal the policy's levers and drivers and the nature of the problem the policy aims to resolve. Thirdly, as the researcher, I needed to understand the policy before approaching teachers to ascertain their opinions. Moreover, this was essential in order to be able to ask the following research questions.

3.3.2 What are teachers' perspectives on the requirement of the profession to enact the UK Governments Prevent duty: Departmental advice for schools and childcare providers 2015?

The second research question was designed to give teachers a voice on the profession's requirement to enact the PDDAfSCP 2015. Firstly, this research question is important and justified because teachers are currently required to teach FBV and uphold the PDDAfSCP 2015 through Ofsted (Ofsted, 2015) and the Teachers' Standards (Department for Education); however, there is no prescribed content, and teachers obtain content from various sources, such as the TES website (TES, 2020). Secondly, teachers are required to enact a policy and undertake the role of counter-terrorism operative, a role for which they have not been consulted. The Human Rights Act 1998 (United Nations General Assembly, 1998) includes the right to freedom of expression, so it is important to ask teachers for their opinions on enacting a policy that could significantly impact the life and future of a child and their family. Finally, this question asks practitioners to evaluate policy and practice, critically asking if the policy fits its purpose and whether the purpose of the policy fitting?

3.3.3 What activities have secondary schools and teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

This research question focuses on enacting PDDAfSCP 2015, which is important because policy scholars recognise that policies are not always interpreted as intended. Identifying practices schools have developed as a result of policy enactment is important for several reasons. Firstly, it encourages identifying practices in policy enactment across a range of schools and policy areas. Secondly, it allows for the collection of teachers' responses to a practice that they are required to enact. Finally, it provides practice-based knowledge to inform other schools about a range of practices, particularly those identified as favourable by Ofsted.

3.4 Methods

My chosen methods of data collection were Policy Archaeology, Critical Policy Discourse Analysis Framework, and Semi-structured Interviews. This section will firstly explain the process I went through to identify policies for analysis. It will then turn to the methods of analysis, namely PA and CPDAF. It will identify the design of the empirical data collection before moving on to the trustworthiness of the research. It will explain how I prepared for data collection before discussing data analysis.

3.4.1 Policy text selection

Following the Counter Terrorism Strategy (HM Government, 2006), a number of policies and legislative documents have been implemented that require schools to develop practices to counter terrorism and prevent children and young people from becoming radicalised. Each of the policies listed below was reviewed and considered for analysis because they all require the education system to act in countering terrorism, extremism, and radicalization. It is also important to acknowledge that each policy is linked to different political parties and Governments with differing agendas. There is a noticeable difference in discourse between policy documents published by the Labour Government, the Coalition Government, and the Conservative government. This is recognised in the policy analysis section of this thesis.

2006	2007	2008	2008	2011
Countering International Terrorism: The United Kingdom's Strategy (HM Government 2006)	Preventing Violent Extremism: Winning Hearts and Minds (Department for Communities and Local Government 2007)	The Prevent Strategy: A Guide for Local Partners in England (HM Government 2008)	Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism (Department for Children 2008)	Prevent Strategy (HM Government 2011)

2014	2015	2015	2019
Promoting British values through SMSC (Department for Education 2014)	Prevent Duty Strategy (HM Government 2015)	Prevent Duty Departmental advice for schools and childcare providers (Department for Education 2015)	Revised Prevent duty guidance for England and Wales (Home Office 2019)

FIGURE 3.1: LIST OF PREVENT POLICY DOCUMENTS

After reviewing each of the documents shown in the above figure, I undertake a policy trajectory of the key documents below.
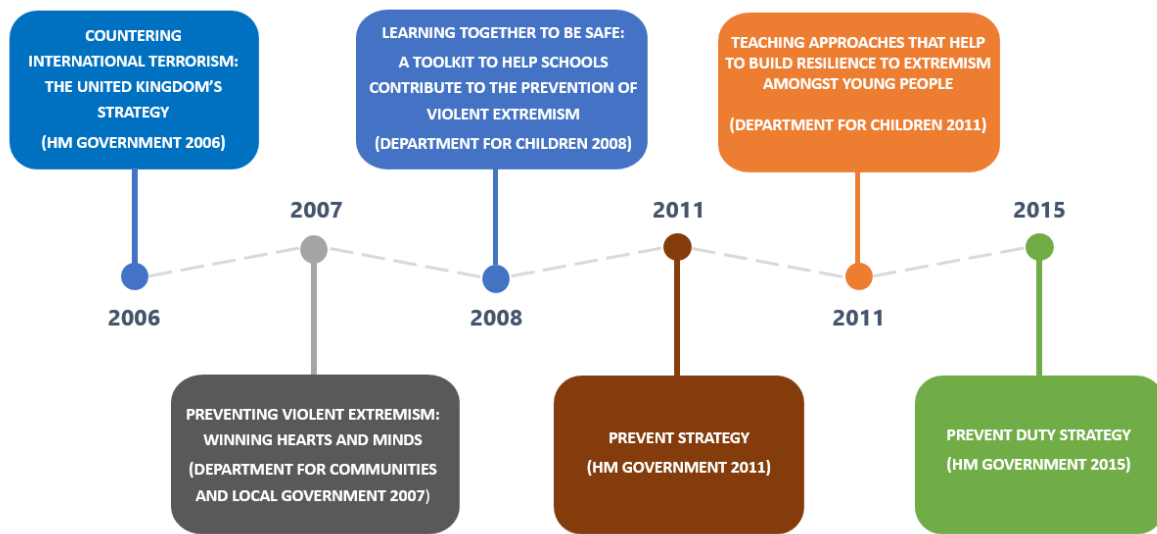
FIGURE 3.2: DOCUMENTS INCLUDED IN THE POLICY TRAJECTORY

These policies were selected as part of the policy trajectory because they provide advice and guidance, specifically for schools and teachers. I decided only to analyse the PDDAfSCP 2015 because, although these policies provide context and alternatives, the RQ's all specify the PDDAfSCP 2015, which is identified as the backbone of the research. It could be argued that these policy documents no longer influence pupils and many teachers who have left the education system since their implementation. However, here I am reminded of Foucault's work and the concept of discourse, and the idea of the verbal traces left by history. I am mindful of previous policy remnants and practice remaining with teachers even though policies may have changed. Although now obsolete, the Labour Government's, Every Child Matters 2003 document is still important to me. However, I remained focused on analysing the PDDAfSCP 2015 as the key policy document relating to the research questions but mindful that remnants of these policies may remain within schools and teachers' psyches.

3.4.2 Policy Archaeology as an analytical approach

Although considered an unconventional approach (Walton, 2010), I firstly chose PA because, having identified Foucault's work as a lens through which to frame my research, Scheurich's PA felt a natural approach to take to my data analysis as Scheurich offers a method in which Foucault's theory can be translated and applied to policy problems. Scheurich stresses the importance of turning to the roots of the matter when addressing a question. PA involves reflecting on the past and turning to history to interpret how a situation evolved. Secondly, Scheurich identified four policy arenas (shown in the figure below), which, once I was able to extract from his article, I found helpful and an easy model to follow. Finally, before undertaking this research, I was unfamiliar with PA. Having read Scheurich's article (Scheurich, 1994), I was interested in each arena's breadth. I, therefore, decided to utilise this opportunity to learn a different analytical approach.

This section will now explain each of the four policy arenas and how they relate to this research.

Arena 1 — The Education/Social problem arena: The study of the social construction of specific education and social problems.

Arena 2 — The social regularities arena: The identification of the network of social regularities across education and social problems.

Arena 3 — The policy solution arena: The study of the social construction of the range of acceptable policy solution.

Arena 4 — The policy studies arena: The study of the social functions of policy studies itself.

FIGURE 3.3 SCHEURICH'S FOUR ARENAS OF POLICY ARCHAEOLOGY (SCHEURICH, 1994, P.300)

As shown in the above figure, Scheurich identifies four policy arenas. The first arena is studying the social construction of education and social problems. Making specific links between PA and Foucault's work, PA asks, "By what process does a social problem gain the

"gaze" of the state or society" (Scheurich, 1994, p.300).[7] The first arena will allow me to establish how a problem arose that required the UK government to respond using the education system. This necessitates asking the question: What drew society's gaze towards the problem of terrorism, extremism, and radicalisation?

The second arena of PA argues that both social and educational problems, and policy solutions, are made up of a grid of social regularities that can be identified through PA. In explaining these "grids", Scheurich refers to Foucault's "complex group of relations" (Scheurich, 1994, p.301), which relates to the social construction of a problem as a social problem. These "grids" also provide a range of acceptable policy choices. This research will utilise the second arena of PA to identify the complex grid of regularities that, according to the UK government, necessitates the implementation of Prevent. Scheurich explains:

> The labelling of the targeted group as a social problem is critical to the maintenance of the social order. The labelling of problem groups via social agents, particularly by socially legitimated social agents such as professionals and policy analysts, positively disciplines productive citizens by defining what a proper productive citizen is and by reaffirming the productive citizens' goodness or correctness. More simplistically, the social order and its attendant regularities reproduces by repeatedly producing "bad" groups who are publicly identified as such (labelled, studied, treated) so that the productive behaviour of "good" citizens is repeatedly reinforced.
>
> (Scheurich, 1994, p.308)

To simplify, I constructed the following diagram:
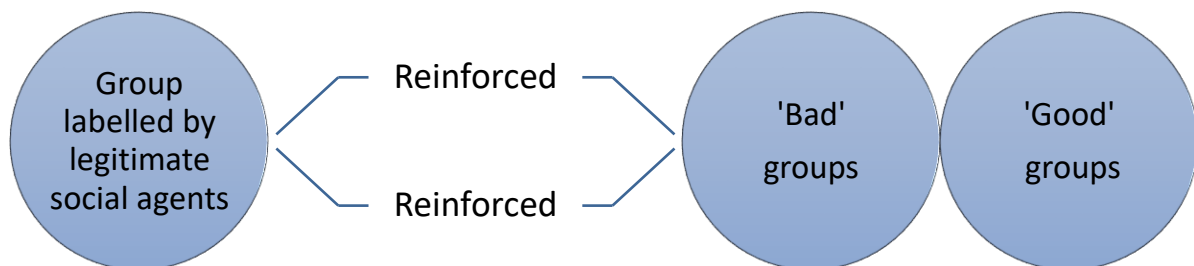
FIGURE 3.4 EXPLANATION OF SCHEURICH'S SECOND POLICY ARENA (SCHEURICH, 1994)

The grid of social regularities similarly constructs the range of policy solutions. The third arena looks at "how the grid of social regularities generates the range of possible and

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[7] The "gaze" is a term introduced by Foucault in his book *The Birth of the Clinic.* Here he is writing about medicine and describes the act of looking in order to diagnose (Foucault, 1963). He develops this concept further in *Discipline and Punishment: Birth of the Prison* where the gaze became an apparatus of power. Foucault tells us that "In order to be exercised this power has to be given the permanent, exhaustive, omnipresent surveillance, capable of making all visible, as long as it could itself remain invisible. It had to be like a faceless gaze that transformed the whole social body into a field of perception" (Foucault M., 2020).

impossible policy solutions" (Scheurich, 1994, p.303). The grid of social regularities (social norms or alleged expectations of society) also constrains policy solutions. Policy solutions that are considered radically different or undermine social order are not credible. Scheurich uses the example of policies "that would treat white racism as an important cause of school failure of poor, urban, single-parent children of colour". He continues: "Only policy solutions that accord with the order will emerge as salient, probable possibilities" (Scheurich, 1994, p.309). In relating this to Counter Terrorism Policy, similar to Scheurich's example, a policy that raises inadequacy in government funding to support the development of community cohesion would not accord with the order.

- The grid of social regularities (norms or expectations) leads to the identification of policy solutions

- Possible solutions
- Impossible soultions

- Policy that provides a credible solution
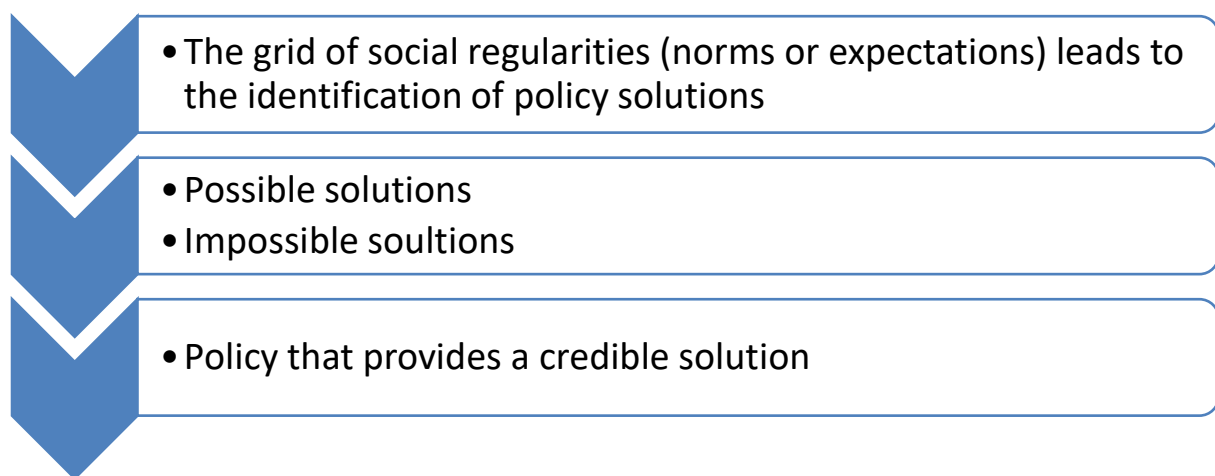
This will be returned to in the policy analysis section but is referred to here to explain the third PA arena.

The fourth arena is concerned with the study of the social functions of policy studies itself. It identifies policy studies as a "governmental apparatus that produces grid-congruent problems, problem groups and policy solutions" (Scheurich, 1994, p.311). Although this is interesting from a policy studies perspective, I will not look at the fourth policy arena within this research. This is because it does not answer the research questions, and I must remain focused on the aims and research questions.

The first three arenas of PA will be returned to in my policy analysis chapter. The next section will turn to CPDAF, the second method of analysis used in this research.

3.4.3 Critical Policy Discourse Analysis Framework as a method of Analysis

During my EdD studies at the University of Sheffield, I was introduced to the CPDAF (Hyatt, 2013). I have found it a simple and useful tool for identifying themes and discourse within a

document. CPDAF was chosen specifically for this research as a method of analysis firstly because it brings together the study of language and critical social analysis, focusing on the relationship between discourse and power within, for example, institutions, and is therefore relatable to my research. Secondly, CPDAF was chosen because it addresses the ideological character of discourse (Fairclough, 2012), and I believe it is important to identify the ideological nature of Prevent. Hyatt explains: "The value of taking a CPDAF-based orientation to policy analysis is that it offers an approach to the social analysis of discourse, particularly relevant to processes of social transformation and change" (Hyatt, 2013, p.837). This again resonates with my approach.

The first element of Hyatt's CPDAF (Hyatt, 2013) involves looking at policy drivers, levers, steering and trajectories. An example of policy steering is when stakeholders (those with a direct interest) become involved in various processes that allow a policy to move in a direction that would achieve their desired outcome. Policy levers are the mechanisms by which they do this, for example, setting targets or inspection procedures. Policy drivers drive the policy forward, the arguments in the form of statements, for example. Policy trajectory looks at the interactions and developments over a period of time. Following the CPDAF and understanding the policy drivers, levers, steering, and trajectory will support the answering of RQ1. The CPDAF then reflects on the policy warrant, divided into three sections: firstly, the evidentiary warrant, which establishes a position based on evidence or facts. Secondly, the accountability warrant allows grounds for action based on results or outcomes. Finally, the political warrant, which is where policy is justified on the grounds of public or national interest.

The second aspect of CPDAF is deconstructing the policy. This aspect looks to the policy's language, which is important because the role of language is to construct knowledge within the reader. Furthermore, it is used to ensure and maintain power relationships. People who create policy hold power above those for whom the policy is dictated. Identifying these subtle nuances of power and ideology within language is important when deconstructing and analysing a document. The final part of Hyatt's CPDAF involves modes of legitimacy, interdiscursivity and intertextuality, and evaluation. Each of these will be examined in detail in Chapter Four, Policy Analysis.

3.4.4 Designing the empirical data collection process

This section will now turn to empirical data collection, explore my rationale for choice, and explain the changes I had to make to my research due to Covid-19.

Having identified an interpretivist methodology, originally, a case study approach was adopted because it allowed for the identification of a range of thoughts and options within a specific "real-life" context (Robson, 1993, p.178). An interpretive enquiry is based on real-world phenomena, and so, in tandem with the case study method, the aim was to understand the subject within its environment. Both this method and methodology look to understand social situations within their setting whilst recognising that they are multifaceted (Thomas, 2011). Utilising a case study method would have enabled me to directly examine the PDDAfSCP 2015 within a secondary school setting. Paradoxically, a disadvantage to using case study as a method is the limited setting. Every school is unique, and what is effective in one school may not be in another. In order to answer RQ3, it was important to gain a range of experiences. With this in mind, I had chosen to use a multi-case study approach and selected schools with differing demographics to identify themes and practices that arose across schools or had arisen as a result of a unique occurrence that may or may not be replicated. This information could be shared as good practice across the sector, answering RQ3. After the UK government announced restrictions as a result of Covid-19, I had to reassess my research aims and questions and my data collection method. My original research process and procedures had already been created and illustrated by adapting a diagram devised by Yin to signpost a multi-case study approach (Yin, 1994, p.42).

On 24th March 2020, I received notification of the Universities Research Ethics Committee (UREC) Guidance for part two students on the Doctorate of Education programme in the data collection phase (Parry, 2020). This highlighted the need for me to submit an amendment to my approved ethics application. The table below was submitted to identify the changes made to my research project.

Originally agreed	Change to research	New method
Four case study schools	Visits to case study schools will no longer take place. There will no longer be case study schools.	Requests via social media and snowball sampling will be used to identify teachers who are willing and able to be interviewed.
Focus group discussion with four members of the teaching staff	Focus group discussions will no longer be allowed on the school site. Focus group interviews can take place online. They can be recorded by Dictaphone and transcribed as is normal practice.	Online individual interviews will take place with between four and seven teachers using Google meet, as advised by UoS IT dept. Transcriptions will be anonymised.
Focus group discussions will take place with four KS4 pupils identified by the school	Children will no longer be involved.	

Parental permission will be sought and obtained prior to fieldwork commencement.	Children will no longer be involved in the research, so no longer necessary to have parent participation/information sheets.	
Headteacher gives ethical clearance	Case study schools will no longer be used, and teachers will be volunteering as individuals.	Only personal data will be collected from individual teachers, not as part of a case study school. However, participants will be asked to inform their headteachers of their participation and agree on consent.
Designated trusted member of staff to act as liaison and be available to discuss any matters as necessary, including safeguarding.	Case study schools are no longer to be used. No designated member of staff is necessary.	

FIGURE 3.6 IDENTIFICATION OF CHANGES MADE TO RESEARCH PROJECT FOLLOWING THE ONSET OF RESTRICTIONS DUE TO COVID-19

Following the changes to my aims, research questions and data collection method, I had to revisit my data collection process and procedures. Having found the task of creating a table to illustrate and signpost my research very useful, I returned to and adapted my original diagram (Figure 3.1) to incorporate the change from case study to individual SSI's. The process and procedure then became:
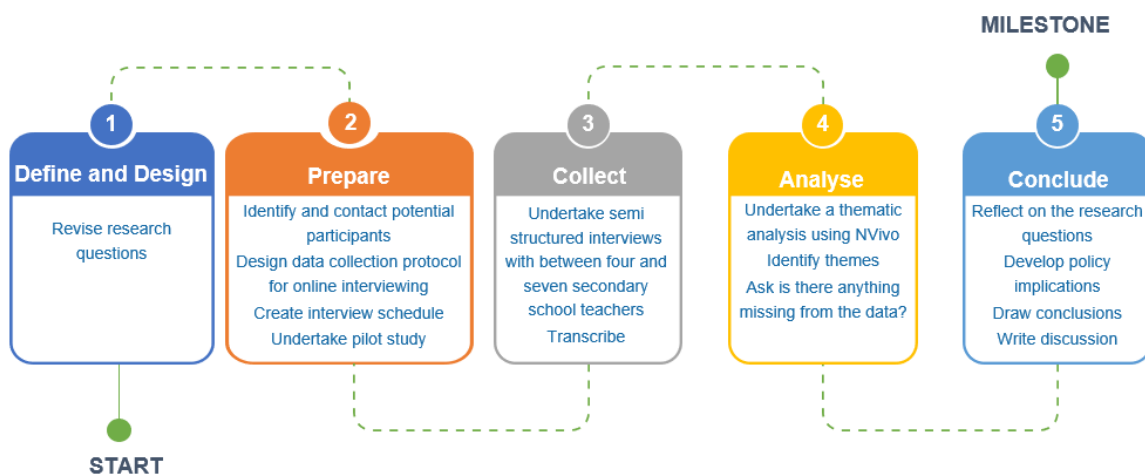
FIGURE 3.7 DIAGRAM TO IDENTIFY MY PROCEDURE DESIGN

Before the outbreak of Covid-19, FGI's with teachers and pupils within case school settings were my chosen data collection method. Firstly, as a classroom teacher and PGCE tutor visiting the secondary school classroom as an outside observer, I am familiar with facilitating discussions in an education setting, so this method felt comfortable. Secondly, FGI's allow an interviewer to create a safe space for individuals to open and share yet allow the interviewer to lead and focus discussions with directed questions. Focus group interviews allow a group of individuals to come together to discuss an issue. Group membership can be homogenous, where individuals are of a nature related to the research question or where members have different characteristics that help answer the research questions. Although the researcher is present to facilitate and lead the discussion, Flick tells us: that "interviewers must balance their behaviour between (defectively) steering the group and (non-defectively) moderating it" (Flick, 2014, p.243). A FGI structure would have allowed me to collect specific qualitative data, enabling me to answer my second and third research questions. As previously explained, after the outbreak of Covid and following guidance from the UREC face-to-face, the research could no longer take place. I decided to change my method of data collection and conduct individual SSIs with teachers using the online virtual communication platform Google Meet (as advised by the UoS IT dept. See Appendix 4).

My rationale for changing to SSI's was that they are similar in nature to FGI's. SSI's allow for open discussion and reflection and provide a more flexible approach to that of structured interviews (Wellington, 2015), which was a further alternative. As an interpretivist, I recognise multiple realities, so I felt that the move to SSI's provided an opportunity to ask in-depth, probing questions of individual participants. Individual SSI's questions can be designed to be more open-ended to elicit a deeper, more in-depth response. However, researchers do have to be careful when designing questions and facilitating the interview, as the open nature of the discussion can provide an opportunity for researcher bias to occur (Opie, 2010). It could be argued that another disadvantage of SSIs is that open-ended questions will elicit a range of answers from different individuals meaning that data cannot be collected (Grix, 2010). However, this research seeks to identify a range of opinions and practices, so SSIs with a range of teachers with differing lengths of experience and different subject areas were advantageous when collecting data to answer my research questions.

Before preparing and carrying out interviews, it is important to consider the trustworthiness of the research. The next section turns to trustworthiness.

3.4.5 Trustworthiness of research

Having planned to conduct interpretivist research in order to establish trustworthiness, here, I turn to the work of Lincoln and Guba (Guba, 1981; Lincoln & Guba, 1985), who write:

> The basic issue in relation to trustworthiness is simple: How can an inquirer persuade his or her audiences (including self) that the findings of an inquiry are worth paying attention to, worth taking account of? What arguments can be mounted, what criteria invoked, what questions asked that would be persuasive on this issue?
>
> (Lincoln & Guba, 1985, p.209)

Lincoln and Guba developed four criteria to check the trustworthiness of research: Truth value, Applicability, Consistency and Neutrality. The next sections will, in turn, address each of these criteria.

3.4.5.1 Truth Value

The first criterion requires the researcher to establish truth values. An interpretivist approach recognises and identifies multiple realities expressed by participants; this raises the question of how one can establish confidence in the truth? Guba tells us that "in establishing true value, then, naturalistic inquirers are most concerned with testing the credibility of their findings and interpretations with the various sources from which the data were drawn" (Guba, 1981, p.80). In order to establish truth value, I will undertake what Guba calls "member checking", which will involve transcribing interviews and sending them to the participants to read and ratify. This will help establish the trustworthiness of the research and improve the reliability, credibility, and validity of the findings.

3.4.5.2 Applicability

The second criterion introduced by Guba and Lincoln is that of Applicability. Within a rationalist paradigm, it is necessary to externally verify data and apply it to a range of contexts, thus demonstrating generalisability and presenting endurability. An interpretivist perspective (which this research takes) would argue that there is no external validity or generalisability because phenomena are linked to specific times and contexts. Indeed, what

an interpretivist methodology would refer to is its transferability. These are not generalisabilities but more working hypotheses that can be conveyed to other similar contexts. Bassey explains this as "the extent to which the details are sufficient and appropriate for a teacher working in a similar situation to relate his (or her) decision making to that described" (Bassey, 1984, p.119). Wellington (2015) refers to this as "relatability". Interestingly, Bassey later changes his mind on formulating the outcomes of empirical research as scientific generalisability and moves to call this "fuzzy" generalisations in which "particular events may lead to particular consequences" (Bassey, 2001, p.6). "Fuzzy" generalisations, he argues, "can be useful to both practitioners and to policy-makers in education and probably in other fields of social research" (Bassey, 2001, p.5). When identifying activities secondary schools and teachers have introduced in response to the PDDAfSCP 2015 that can be shared as good practice, this research recognises that all schools are unique. Although I will recommend practices, it will be clear that different contexts require different approaches.

3.4.5.3 Consistency

The third criterion identified is consistency. As an interpretivist, I believe that there are multiple realities. What I seek is not validity, in the sense that there is a right, wrong or definite answer; instead, I recognise that, using humans as instruments, subject to change and influenced by emotion, context, fatigue, what I am looking for as a researcher is consistency. As Guba states, "The naturalist thus interprets consistency as dependability, a concept that embraces elements both of the stability implied by the rationalistic term reliable, and of the trackability required by explainable changes in instrumentation" (Guba, 1981, p.81).

Close attention will be paid to consistency at the point of interpreting findings and analysis. For example, I recognise that different lengths of time in the classroom will influence participants. When undertaking data analysis, I will take a thematic approach, identifying commonalities whilst recognising and highlighting the different contexts, approaches, and participants' experiences. In this process, I seek consistency and recognise this as dependability.

3.4.5.4 Neutrality

The final criterion is neutrality. Neutrality is commonly termed objectivity (Guba, 1981, p.81). An interpretivist approach identifies the data as neutral and does not require the investigator to be neutral, but the data produced (Bassey, 1984).

3.4.5.5 The process of identifying the trustworthiness of my research

Bassey includes a useful table detailing what should be done in order to establish the trustworthiness of research (Bassey, 1984, p.83), and I have adapted this table to show my own actions in order to defend the trustworthiness of this thesis:

Inquiry can be affected by:	Which produce effects of:	To take account of which we:		I hope these actions will lead to	And produce findings that are:
		During:	After:		
Situational Uniqueness	Non-comparability	Collect thick descriptive data	Develop a thick description	Transferability	Context relevant
Participant predilections	Bias data	Collect thick descriptive data Obtain participant background Cross question participants	Develop a thick description	Credibility	Plausible
Reliability of data collected	Uncertainty	Open questioning Cross questioning and seeking clarification of answers	Corroboration via member checking	Dependable findings	Authentic Trustworthy
Researcher Predilections	Bias	Identify positionality	Acknowledge positionality	Trustworthy Dependable	Reliable Stable

FIGURE 3.8 BASED ON THE WORK OF BASSEY (1984, P.83), A DIAGRAM OF THE PROCESSES USED TO ESTABLISH TRUSTWORTHINESS.

3.4.6 Preparing for and carrying out interviews

When preparing for my interviews, I followed the process highlighted by Wellington as follows:

Preparing and carrying out interviews

1. Preparing the interview schedule
Translating the RQ into interview questions
Deciding the degree of structure
Ordering the questions

2. Piloting
Practicing with a volunteer
Eliminating confusing or ambiguous questions

3. Selecting participants
Choosing a representative sample size
Negotiating access and venue with individuals

4. The interview itself
Physical positioning and recording
Brief explanation of research e.g. purpose
Questioning
Rounding up, thanking, future contact and feedback.

FIGURE 3.9 WELLINGTON STAGES IN PREPARING AND CARRYING OUT INTERVIEWS (WELLINGTON, 2015, PP.144-145)

The purpose of the SSIs was to collect data to answer RQ2 and RQ3, so the process needed to be meticulously planned to elicit rich data. Following Wellington, I began by preparing the interview schedule.

3.4.5.1 Preparing the interview schedule

Preparing the interview schedule begins with translating the research questions into interview questions. This took me a little more thinking time than I had anticipated. Because my research questions had so recently changed, it was important for me to take time to reflect on the changes to my research in order to focus on what data I needed to collect. Research questions themselves take time to develop (Andrews, 2003). Following changes to the RQs, it was also important to consider and develop my interview questions.

The first step in the process of designing the interview schedule was to develop questions in order to build rapport with participants. This is important because participants need to feel comfortable in order to speak freely (Oppenheim, 2004). The second step was devising questions to gain insight into teachers' perspectives on their role as "Policy actors" and counter-terrorist operatives as required by the PDDAfSCP 2015. Finally, questions were designed to determine the practices secondary schools and teachers have introduced in

response to the PDDAfSCP 2015. In translating them to issues to be covered within the interview schedule, I identified six areas that I wanted to address:
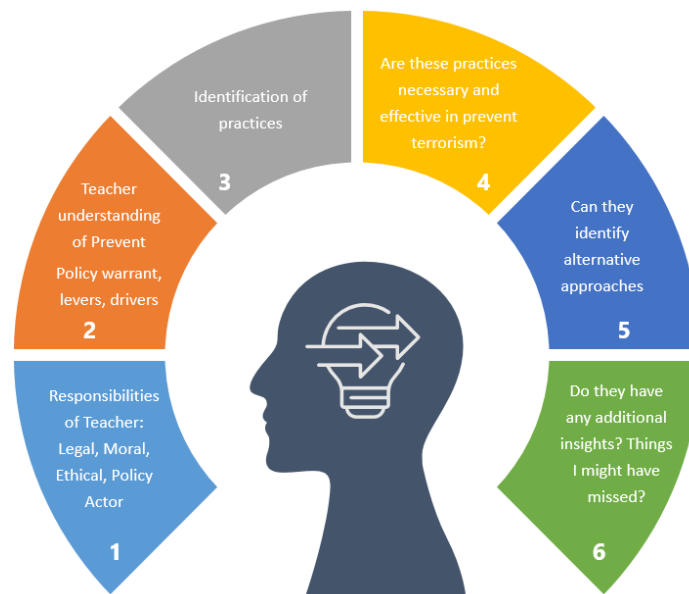
As previously explained, questions were carefully thought about, and a table was devised listing possible questions, possible follow up questions, and questions to probe further. Below is an illustrative sample from the interview schedule, which shows how each issue or topic was developed into initial possible questions, and then further developed into follow up questions and further probing. The full interview schedule is included as Appendix 6.

Issue/Topic	Possible Questions	Possible follow up	Probe
What are the aims of prevent and how did it develop? **Teacher understanding of the policy warrant – levers and drivers**	The Government have turned to the education system to help prevent pupils being drawn into terrorism. How can we as educational professionals do this? What do you know about Ofsted requirements about preventing radicalisation and promoting FBV?	Do you know why it is that teachers have this responsibility? Do you think that this falls within the role of a teacher? What do you think the role of a teacher is in preventing terrorism? Why do you think teachers have been given this responsibility	Do you think that enacting government policy is a part of the role?

After translating the research questions into interview questions and completing my interview schedule, I moved to the pilot study.

3.4.4.1 Pilot study

Undertaking a pilot study is a crucial feature of the research process (Opie, 2010). A pilot study using the SSI schedule and recording equipment took place. This allowed me to reflect upon the process, refine questions as necessary, and ensure that the recording system was effective. This process was extremely useful. I noted that the interview was shorter than I had anticipated but recognised that I had moved through the questions quickly. Despite the process being quicker than anticipated, the data gained from this pilot interview was deep and rich, and so, with the participant's permission, this was used as part of my sample. Undertaking a pilot study was very helpful in preparing me to undertake further SSIs. It built my confidence, and, having collected some pertinent and important data, I felt enthused and keen to undertake further interviews.

3.4.4.1 Selecting participants

A multiple case study design had originally been chosen because it would have allowed for comparison across case study schools, as well as allowing good practice to be identified across the secondary sector. Following the outbreak of Covid-19, this changed to SSIs with secondary school teachers.

Hennessey et al. remind us that "Teachers work hard for little compensation, and to ask them to do extra work to participate in a research study is often a large commitment, not one to be taken lightly by researchers" (Hennessey et al., 2014, p.2). Asking teachers to take part in a doctoral research project at any time is a significant request but asking whilst the country is in lockdown and citizens of all ages are worried about the health and wellbeing of their loved ones and themselves is sizable. Schools were only open to vulnerable children and the children of key workers. People were asked to work from home where possible (Johnson, 2020). Although I was concerned about the impact of Covid-19 on my ability to undertake empirical data collection, I decided to proceed and move into my data collection phase.

Making initial contact with schools via the contact email proved ineffective, and I gained no response. I can only speculate on the reasons, but I suspect that the last thing on schools

and teachers' minds was being part of a doctoral research project during a global pandemic. Having had no response from contacting schools directly, I moved to requesting participants on social media via community groups. This achieved a response from five individuals who asked for more information. I spoke to each of them and provided them with the participant information sheet. Following this, three agreed to take part, and two said no, stating that they were unable to take part in this busy time. Reasons given were having to prepare online teaching materials for classes, undertake online CPD, and update policies and procedures during what they called this "spare time". Two of the teachers who had agreed to participate did not appear online at the pre-agreed interview time, and I heard no more from them. At this point, I was disheartened, having had only one positive outcome. I became concerned that I would not have enough participants to collect a representative amount of data and ensure my findings were valid and trustworthy. At this point, I moved to recommendation sampling, where one person suggests another. Although this is often referred to as snowball sampling, Wellington also identifies it as "ancestry" or "recommendation" sampling (Wellington, 2015, p.120). I chose to use the term recommendation sampling because I initially turned to colleagues and former students to make recommendations of people who might be willing and able to participate. Through individual recommendations, I was able to identify a further five teachers to take part in addition to the teacher who had agreed to be my pilot study. There were no criteria for selection other than participants were qualified secondary school teachers.

Interestingly, my alternate choice of data collection, that of individual SSIs with between four and seven teachers, actually allowed the identification of practice across a wider range of schools than I had anticipated. Teachers interviewed had experience working in various settings, including as part of their initial teacher training, and so, from conducting individual interviews, I was able to gain insight into practices across a larger number of schools. Participants were from a range of subject areas and with differing responsibilities. Thus, as well as being able to collect data from English, Science, RE, PE, and Geography, I was able to collect data from the same individuals who also acted as Pastoral Leads, Designated Safeguarding Leads (DSL), Members of Senior Leadership Teams (SLT) and a Special Educational Needs Coordinator (SENCo).

3.4.4.2 Identification of participants' race

During the interviews, one participant identified herself as of Irish heritage, and a further participant explained that her father was Afro Caribbean, and her mother was White British. Other participants described themselves as White British or did not identify a race. Although I did not aim to identify participants' ethnicity, it has to be acknowledged that race is an important factor which is difficult to separate from any discussion concerning Prevent. For example, Busher et al. (2017) undertook a large-scale research project on the PD2015 involving in-depth questionnaires with educational professionals. Their research identified specific concerns from BME participants. Although I had originally decided not to explore race as part of my research project, rather focusing on Government requirements and teaching practices, it is important to recognise the role that race plays within the Prevent agenda. Indeed, because Busher et al's (2017) research raised concerns, it is important to recognise the ethnic origin of my participants.

The next section will turn to the interview process.

3.4.4.3 The interview process

Following the UREC guidelines, interviews took place online using Google Meet (see Appendix 5 for interview schedule). Interviews were arranged on a day and time convenient for each participant. Participants all gave permission for interviews to be recorded. At the beginning of the interview, the interviewer's first task is to establish rapport with the participant (Oppenheim, 2004; Wellington, 2015). Smith tells us that rapport should be "the result of a positive, pleasant, yet business-like approach" (Smith, 1972, p.20). In keeping with a positive business-like approach, interviews began first, with a reminder of the research reasons, asking if participants had any questions and finally checking that individuals were happy to proceed. After confirming they were willing to continue, recording of the interviews began. As identified in the interview schedule, settling questions were used first. Participants were asked to provide a brief history of their role as a teacher. The information gathered at this point was extremely useful in setting the context and establishing the breadth of knowledge and experience participants had as teachers. The questioning continued using the interview schedule as a guide. Having the interview schedule to hand helped me settle into the process and built my confidence. Following this process enabled me to elicit deep, high-quality data. I had been concerned about the small

number of participants limiting the data; however, interestingly, an unexpected result was also the breadth of data collected. This was because of the range of roles participants had undertaken during their time as classroom practitioners.

Following the interview process, I transcribed the data and returned it to participants for "member checking" (Lincoln & Guba, 1985). Member checking is a recommended means of establishing validity and trustworthiness in qualitative research. Participants are sent copies of their interview transcripts and asked to confirm the contents. This was explained to each participant before they agreed to be interviewed, at the end of the interview process, and was explained within the participant information sheet (see Appendix 6).

Once the interview process was completed, data analysis began.

3.4.5 Data analysis

The purpose of collecting data from SSIs was to answer RQ2 – Teacher perspectives and RQ3 Practices as a response. With this in mind, it was important to choose a method of analysis that would draw out opinions and perspectives. An Interpretive phenomenological approach (IPA) to data analysis was considered. IPA aims to identify themes of importance to participants and understand and interpret personal experiences. It may have been useful in answering RQ2. However, a thematic approach was chosen because this was an analysis of individual teachers' views about their professional roles and practices to identify good practices to be shared with others. Braun and Clarke tell us that "Thematic analysis is poorly demarcated and rarely acknowledged, yet widely used qualitative analytic method", arguing that it "should be seen as a foundational method for qualitative analysis" (Braun & Clarke, 2006, pp.77-78). A thematic analysis identifies themes within the data collected and provides and encompasses a broad range of theoretical and epistemological approaches. This breadth of approach allowed me to access a range of themes within the data.

Research must meet ethical requirements, and so the next section will address the ethical review process.

3.5 Ethical review

The British Educational Research Association (BERA) guidelines make it clear, "All educational researchers should aim to protect the integrity and reputation of educational research by ensuring that they conduct their research to the highest standards" (BERA, 2018, p. 29). In all my research activities, both BERA and UREC guidelines were at the forefront of my thinking and planning.

The next section will look at ethical considerations and reflect upon the ethical review process. It will end with a justification of the trustworthiness of my research.

3.5.1 Ethical considerations

Ethical consideration is an important part of the research and must be addressed at each stage. A research project can be unethical in its planning or design, in its methods, in how its data is analysed, in its presentation or the presentation of the conclusions and recommendations (Wellington, 2015). Following the example of Elton-Chalcraft et al. (Elton-Chalcraft et al., 2008) and in order to ensure I had considered ethics throughout the research process, I created the following ethical checklist:

Ethical considerations	Questions for this research(er)	Actions
Research questions	Do the questions serve a moral purpose? Do they conform to acceptable standards of moral, social or professional behaviour?	Developing research questions was a lengthy process of reflection, review, and ratification alongside discussion with my supervisor and peers to ensure they were suitable.
Ethical approval	Have the appropriate ethical procedures been followed?	BERA guidelines were followed, and ethical approval was gained from the University of Sheffield and Newman University, where I am employed.
Methodology	Are the methods appropriate and suitable for participants?	Several methods of data collection were reviewed. As data collection took place during "lockdown", all data collection was virtual. I deemed Semi-structured interviews carried out online to be both appropriate and suitable.

Access	Do the participants understand what they are taking part in? Are they able to withdraw? Can they access the materials collected from them? Do they have access to the findings?	Before commencement, verbal information, and written participant information sheets (PIS) were given. Right to withdraw explained. Member checking is to take place after data collection to verify data. Information will be fed back to the individual following any publication, and a copy will be offered.
Data collection	Was the data gathered without bias? Have the staff, pupils, and schools remained anonymous?	Open-ended questions to be used to gather data without bias. Teachers, schools, and pupils identified remain anonymous pseudonyms allocated to each participant.
Emotional considerations	Are there any emotional areas to be considered?	This is a sensitive topic and may elicit an emotional response. Participants will be given information before data collection occurs about the nature of the research and where further support and guidance can be found.
Data analysis	How has researcher bias been reduced?	Researcher positionality is identified and acknowledged within my writing. Recognise the importance of remaining neutral. This is a duty to me, my participants, and the wider audience.
Findings	Are the findings drawn from data or my own beliefs and values?	Recognise and identify my own beliefs and values and acknowledge them within my written work and discussion or presentation of findings and analysis.
Publication	How might the findings be disclosed to participants, and what happens if further publications arise from the data?	The participant's information sheet specifies that the study will lead to publications (reports, journal papers, chapters in books) and conference presentations written by the researcher. Participants will be informed of any publications and offered a copy.

FIGURE 3.12 ETHICS CHECKLIST

I was fully aware that participants had given up time to talk about sensitive and emotive issues, and it was my duty to gain informed consent. Teachers are extremely busy professionals, and data collection was undertaken at an unprecedented time. Through conversation and participant information sheets, I firstly ensured that participants were fully aware of what would happen during data collection. Secondly, they were aware that their data would remain anonymous; finally, they understood that this research was part of a doctoral thesis to be published, with the possibility of further academic papers. A further ethical consideration is the importance of understanding participants' right to withdraw. As a researcher, it is my responsibility to ensure that all participants understand that they have a right to withdraw at any time without explanation (Braun & Clarke, 2013). This was explained both verbally and on participant information sheets.

This section has shared my ethical considerations. I am aware, as Goodwin reminds us, that "Ethics is an ever-present concern for all researchers; it pervades every aspect of the research process from conception and design through to research practice and continues to require consideration during the dissemination of the results" (Goodwin et al., 2003, p.567).

The next section explains the ethical review process.

3.5.2 Ethical review process

Following a structured ethical review process determined by the University of Sheffield and adhering to BERA guidelines helped me address ethical issues at each research process stage. The University of Sheffield School of Education's ethical procedures (University of Sheffield, 2019) and BERA Ethical Guidelines (BERA, 2018) were followed throughout the research process. Ethical approval was sought and received by both the University of Sheffield (see Appendix 1) and Newman University (see Appendix 2), where I am employed.

It is now common for researchers to receive written informed consent from participants (Sikes, 2004). Following BERA and the University of Sheffield School of Education guidelines and procedures, all participants were provided with information and participant consent forms (see Appendix 6 & Appendix 7). Participant information sheets identified that the data collected would be analysed and contribute to my doctoral thesis. It gives details of the project and clearly explains what is being asked of participants, what will happen to the data collected, and makes clear the right to withdraw from the project at any time. Participant

information sheets also explained that the information collected will remain confidential. At no point within the transcription, findings, or analysis are individuals' names or schools identified. The sheets explain that as well as contributing to the doctoral thesis, data collected will be used in further publications, reports and presentations and reiterates that participants will not be identified.

Before interviews took place, participants signed a consent form (see Appendix 7) to confirm that they agreed to participate. Secondly, they read and understood the project information sheet, and finally, they understood how their data would be used during and after the project. As previously acknowledged, researchers need to gain informed consent (Sikes, 2004) (Wellington, 2015). Institutions have procedures in place to ensure that participants are fully aware of what they are consenting to. Fine et al. argue that this process simply absolves the researcher and institution of moral and ethical responsibility. They write:

> The consent form sits at the contradictory base of the institutionalisation of research. Although the aim of informed consent is presumably to protect respondents, informing them of the possibility of harm in advance and inviting them then to withdraw if they so desire, it also effectively releases the institution or funding agency from any liability and gives control of the research process to the researcher.

(Fine et al., 2000, p.113)

I can understand both perspectives highlighted by Fine and colleagues. Firstly, it protects participants, but also institutions. I understand the need to be protected as a participant and a researcher. In acknowledging my position as an interpretivist, I recognise that there are multiple realities and multiple viewpoints. I can only speak for myself and uphold my integrity as a researcher. Following institutional and professional research ethics is very important to me. I believe it protects individuals and the researcher and contributes to the trustworthiness of the research process.

Having addressed the ethical review process, I now turn to issues arising during data collection.

3.6 Issues arising as part of the data collection process

As previously explained, data collection took place whilst the country was in "lockdown". This meant that interviews were conducted online. This was not my preferred method. I was concerned that I would miss the subtle nuances of body language that would physically identify thoughts and emotions. However, following my supervisor's advice and guidance, my interviews were recorded audibly, transcribed, and the recordings were deleted after transcription. When I began the data analysis process, I struggled because I could not listen to the interviews. I am dyslexic. The American Psychiatric Association Diagnostic and Statistical Manual (DSM IV) gives the criteria for diagnosis as:

A. Difficulties in accuracy or fluency of reading that are not consistent with the person's chronological age, educational opportunities, or intellectual abilities.
B. The disturbance in criterion A, without accommodations, significantly interferes with academic achievement or activities of daily living that require these reading skills.

(McLoughlin & Leather, 2013, p. 7)

As a dyslexic student, I am supported by the University of Sheffield's Disability and Dyslexia Support Service. I did not consider my needs as a dyslexic student in my planning, nor did my supervisor or the disability support team around me. Had I taken a screen recording of the interview or kept the audio recordings until my thesis was submitted, my analysis would have been easier. As I progress in my career as a researcher, I will now know to consider my own SEND when considering my methodology and methods.

A further issue arising from the data collection phase was comments made by one of the participants I describe as an outlier. This participant gave a viewpoint that did not reflect my values. In addition, answers given indicated that this participant lacked confidence. I was concerned that including this interview would have a negative impact on my findings. I struggled with whether or not I should consider this interview as part of my data. Recognising that this research aims to provide teachers with a voice and that my own voice within this research is not value-free, I did take into account this transcript as part of my data analysis.

3.7 Strengths and limitations of the methodology and methods used in the study

This section will reflect on the strengths and limitations of the methodologies and methods.

3.7.1 Strengths of the methodology and methods

Reflecting on the strengths of the methods chosen, Scheurich's PA was particularly insightful. An important part of answering RQ1 was to establish the circumstances behind the policy. As a method of understanding policy context and construction, Scheurich's PA was informative and revealing. As Scheurich based his structure on the work of Foucault, it was a particularly appropriate method. PA is a method I will use when undertaking future policy analysis.

When undertaking policy analysis of the PDDAfSCP 2015, the CPDAF proved helpful and effective in identifying policy levers, drivers, and policy warrants. I particularly found Hyatt's CPDAF beneficial because it gave me a clear structure to follow.

A further method of strength was the decision to use SSIs to collect data from participants. SSIs allowed me to extract rich data. Additionally, because my method of selection was recommendation sampling with the only constraint that you must be a qualified secondary school teacher, participants were not limited in terms of their subject background. This meant that I could gain specific insights into different curriculum subject areas. The data collected from Mary, a PE subject specialist, was particularly illuminating. I learned that there was a wealth of opportunities to promote FBV through the PE curriculum. An unexpected outcome of this research is that I intend to work with colleagues to highlight PE's role in a values-based curriculum. This opportunity has occurred through my method of snowball sampling.

3.7.2 Limitations of the methodology and methods

The data for this research was collected during a global pandemic. For reasons of health and safety, I had to undertake SSIs online. This, I felt, limited the data collection process as I could not observe the subtle nuances in body language that I would have observed if I had been in the room with participants. Again, as a result of Covid-19, I had to change my method from that of case study schools to individual teachers. Had I visited schools, I

believe I would have gained a better insight into practice. Turning to methods of policy analysis, although I found the information collected through PA valuable, initially, Scheurich's policy arenas were not easy to understand. It took some time and effort to read and re-read to develop an understanding of each policy arena.

3.8 Summary

This chapter has explored and explained my chosen methodology and method of data collection. The methods chosen allowed me to identify and analyse policies that required teachers to act as "Counter-Terrorism Operatives". In addition, my chosen methods ensured that I gathered detailed information regarding the practices schools and teachers have implemented in their role as "Counter-Terrorism Operatives".

The next chapter establishes the policy trajectory and shares findings from policy analysis before providing the findings from SSIs with teachers.

Chapter Four: Policy Trajectory and Policy Analysis

This study will provide the opportunity to look at the intersection of policy and educational practice (Hyatt, 2013; Rizvi & Lingard, 2010) through both policy analysis and empirical research.

My research questions are:

1. What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?
2. What are teachers' perspectives on the profession's requirement to enact the Prevent duty: Departmental advice for schools and childcare providers 2015?
3. What activities have secondary schools and teachers introduced to respond to the Prevent duty: Departmental advice for schools and childcare providers 2015 to share as good practice?

Following data collection, this chapter will present the findings of both my policy analysis and semi-structured interviews with secondary school teachers. It will firstly share the results of the policy analysis. It will then communicate the findings of the SSIs.

4.1 Policy Trajectory

"Policies are textual interventions into practice" (Ball S., 1993, pg.12). The PDDAfSCP 2015 is just one intervention into the secondary school classroom by the UK government to counter terrorism. Following the 7/7 London Transport bombings, several policy documents dictated that schools should require teachers to act as "Counter-Terrorism Operatives". This section will introduce the counter-terrorism policies following the London Transport bombings, which precede the PDDAfSCP 2015 and require direct action by schools. There are two fundamental reasons for doing this. Firstly, in answering RQ1, it is necessary to understand the policy trajectory and context. Secondly, in answering RQ2 and RQ3, which turn to policy enactment and teachers as "Policy actors", it is essential to remember that teachers will be aware of the policy history. Those remnants of previous policies may remain within their practice. An understanding of the policy trajectory is essential when analysing teachers' responses. Therefore, before undertaking a policy analysis of the selected documents, this

section will review the policy documents shown below, which paved the way to the PDDAfSCP 2015.
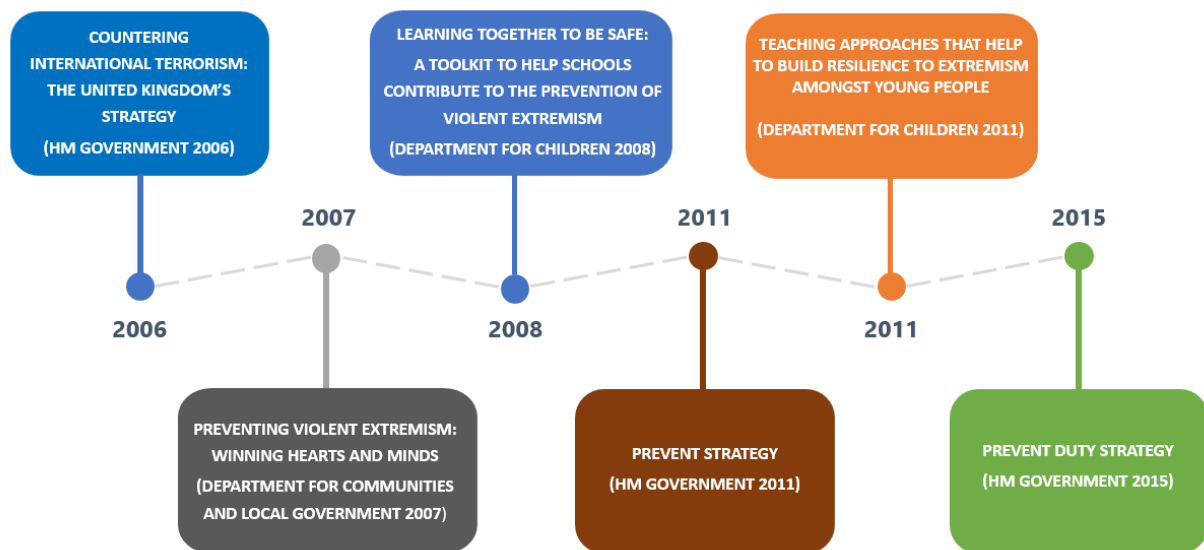
4.1.1 Countering International Terrorism the United Kingdom strategy, July 2006

Within weeks of the 7/7 attacks on the London underground system, the Labour Government provided a 12-point action plan to counter international terrorism (Blair, 2005b). This action plan would start a policy journey culminating in promoting FBV through the education system.

Countering International Terrorism the United Kingdom strategy, July 2006 followed the Government's 12-point action plan. This legislation strengthened the power to address those who participate in "Terrorist" activities and those who promote terrorism. This policy document addresses the fact that terrorism is not a new phenomenon and refers to the long-running troubles in Northern Ireland; however, it clearly states that the principal current threat is from radicalised individuals using a distorted version of the Islamic faith to justify violence. In the policy document, such people are referred to as "Islamist Terrorists". Although the document clearly stated that this is a distorted version of Islam, the repeated references to Islamist terrorism within the document and the public discourse meant that Islamophobia became a prominent issue in society and schools (Coppock & McGovern, 2014; Rhammie, Bhopal & Battie, 2012). The following policy *Preventing Violent Extremism:*

Winning Hearts and Minds (Department for Communities and Local Government, 2007), indicated that the Government intended to prevent "extremism" by utilising the education system.

4.1.2 Preventing Violent Extremism: Winning Hearts and Minds April 2007

This document stipulated that the Government's immediate priority was to ensure the most effective use of the education system to promote faith understanding. The Government intended to address "extremism" through values, namely, "respect for the rule of law, freedom of speech, equality of opportunity, respect for others and responsibility towards others" (Department for Communities and Local Government, 2007, p.5). However, this document did not give schools guidance on how to implement this strategy. It stated that the Government wanted to explore the role that schools, colleges, and universities play in teaching about faith and Islam in Britain today. Schools needed clear guidance; however, it was not until the following year that a document was published to provide schools with the direction they needed.

4.1.3 Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism (2008)

The intention of the "toolkit" was to provide the guidance that had been missing from previous policy documents. It claimed not to impose any new requirements on schools but to give practical advice to support senior leaders in reviewing school policies and practices. One of the critical, controversial issues I identified when examining this document was the suggestion that teachers concerned about individuals were to seek advice from local police and authorities via the school liaison police officer. Many teachers, teaching unions, and academics became worried about the requirement to make decisions that may lead to children and young people being identified as "terrorists" (Bousted, 2014; Faure-Walker, 2019; O'Donnell A., 2016; Reclaim Schools, 2015). Gereluk writes, "it becomes apparent that the overwhelming objective is for schools to identify potential threats, and if need be, become an informant for the police in identifying potential extremists" (Gereluk, 2012, pg.27). It is essential here to consider the implications of this for young people's futures and the implications on the learning environment. The classroom is a space where children and young people can develop and grow as individuals. Pupils should be challenged and

provided with tasks beyond their mastery level (Vygotsky, 1978). We need to practice, make mistakes, and fail to grow and develop. We need to have and provide a safe space to do this (Maslow, 2014). The suggestion that what occurs in the classroom could be reported to the police has implications for working relationships between students and teachers. For example, this impedes discussion of controversial issues and has implications for the mutual respect between teacher and pupil. Indeed, Preventing Violent Extremism: Winning Hearts and Minds stresses the importance of "respect for and responsibility towards others" (Department for Communities and Local Government, 2007, pg.5) as critical values to be developed in order to prevent "extremism". Teachers and pupils have to be able to hold an open discussion without fear of official intervention. Mutual care and respect between teacher and pupil are needed to form relationships that foster effective learning (Cornelius-White, 2007; Rogers & Freiberg, 1994; Wilhelm, 2010). The suggestion that teachers can and should direct concerns to the police impacts working relationships in the classroom.

What is required by *Learning together to be safe* (Department for Children, 2008) is a political and security role that many teachers and teaching unions consider outside of a teacher's remit. Christine Blower, the then General Secretary of the National Union of Teachers, said that no teacher would ignore obvious information about a specific and real threat. However, she also pointed out that teachers must hold discussions with pupils without reporting every word (Gereluk 2011: 354). This document is the final one I will refer to published under the Labour Government. The next policy document I will discuss is the *Prevent Strategy 2011*, published under the Conservative-Liberal Democrat Coalition Government.

4.1.4 Prevent Strategy 2011

In 2010, the UK general election results saw a hung parliament. The Conservatives, led by David Cameron, formed a coalition government with the Liberal Democrats to gain a majority. The following year the Coalition Government brought into effect the *Prevent Strategy 2011*. This document provided what the Government considered supporting evidence to suggest that schools and teachers should be actively involved in educating against "extremism". It stated that at least three separate Al Qaeda-related operations in this country (in 2003, 2005, and 2006) involved people who, to varying extents, had become

involved in "extremism" while they were at school. It quotes that "of the 127 convictions for terrorism-related offences associated with Al Qaeda, 11 were committed by people in the age range of 15 to 19" (HM Government, 2011, pg.67). The Government used these figures to justify schools' requirement to educate against "extremism"; However, many would argue that such small numbers do not justify making significant changes to the education system. A further point the document makes is that sympathy for terrorism is highest amongst young people. Statistically, in this country and overseas, most "terrorist" offences are committed by people under 30 (HM Government, 2011, pg.64). These statistics provided the Government with the rationale for using the education system to prevent terrorism. Indeed, the document states, "We, therefore, regard as vital that Prevent engages fully - though in differing ways - with schools, higher education and further education" (ibid). Although this was the Government's rationale, it is interesting to note that this document also acknowledged that children spend a substantial amount of time outside of school attending online and informal social activities. These were not regulated. Even though there was an acknowledgement that schools were not the only influence on children and young people, the Department for Education continued to focus legislation purely on schools, Higher and Further Education.

The next document I will introduce was a research report commissioned by the Labour Government but published by the Department for Education under the Coalition Government. The intention of Teaching approaches that help build resilience to "extremism" amongst young people (Bonnell et al., 2011) was to share practice on teachers" methods to help build resilience to "extremism".

4.1.5 Teaching approaches that help to build resilience to "extremism" amongst young people (Bonnell et al., 2011)

This document shares findings from research commissioned by the former Department for Children, Schools, and Families under the Labour government. The study's primary focus was identifying appropriate principles for teachers to use in the classroom when working with a general audience instead of a targeted intervention aimed at those at risk of "extremism" or violent "extremism". The context of the research made it clear that the Department (for Education) had now moved away from issuing direct guidance to schools

but was keen to continue to support schools as they sought to monitor and address the threat of "extremism" (Bonnell et al., 2011). Instead of direct guidance, schools were to have the autonomy to make judgments about where to focus resources. I note that an additional role given to teachers within this document was to act as "intelligent clients" in "choosing the right specialist support to bring in" (Bonnell et al., 2011, pg.111); a further addition to the role of a teacher, as identified within this thesis. Although the document did not provide guidance, it gave examples from ten case studies of projects designed to build resilience to "extremism". It was helpful in that it stated that "many of the "key ingredients" of teaching methods that help build resilience to "extremism" are no more and no less than general principles of good teaching" (Bonnell et al., 2011, pg.5).

This attitude changed drastically following a controversy in several Birmingham schools in 2014. The next section will reflect upon what came to be known as the "Trojan Horse" scandal.

4.1.6 Trojan Horse and the promotion of British values

In 2014 the Birmingham Mail Newspaper was given secret documents that reportedly showed what the newspaper described as "jihadists" targeting schools (Oldham, 2014). The then Secretary of State for Education, Michael Gove, made a statement to the Houses of Parliament on the 9th of June 2014. In this speech he spoke of the allegations made in the "Trojan Horse" letter. He then announced that the Government would "put the promotion of British Values at the heart of what every school has to deliver for children" (Gove, 2014). Following this announcement, Ofsted brought in revised guidance requiring that "inspectors should consider how well leadership and management ensure that the curriculum actively promotes the "fundamental British values" of democracy, the rule of law, individual liberty and mutual respect and tolerance of those with different faiths and beliefs" (Ofsted, 2015, pg.42). Not only did Ofsted requirements change, but counter-terrorism legislation changed, and a new Counter Terrorism and Security Act was published, with schools as "specified authorities" and required to act.

> Section 26 of the Counter Terrorism and Security Act 2015: (The Act) places a duty on individual bodies ("specified authorities" listed in Schedule 6 to the Act), in the exercise of their functions, to have "due regard to the need to prevent people from

being drawn into terrorism". This guidance is issued under section 29 of the Act. The Act states that the authorities subject to the provisions must regard this guidance when carrying out the duty.

(HM Government, 2015, pg.5)

4.1.7 *Prevent Duty Guidance* (2015)

The Prevent Duty Guidance came into effect in 2015. It identified schools as "specified authorities" and set out their legal requirements under the new Counter-Terrorism and Security Act 2015. It commands 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, pg.11). Also, it provides schools with a clear reminder that, under sections 406 and 407 of the Education Act 1996, schools have an existing duty to forbid indoctrination and secure a balanced presentation of political issues. According to this guidance, the intention of Prevent is to deal with all kinds of "Terrorist" threats to the UK, the most significant of these coming (at this point) from "Terrorist" organisations in Syria, Iraq, and Al Qa'ida associated groups. The document points out that the extreme right also poses a threat to safety and security. Interestingly, each time it refers to extreme right-wing groups and white supremacist ideology, it also refers to "Islamist extremists". Another interesting point made within this document was that the education system was (and still is) publicly funded. It states:

> 57. In England, about eight million children are educated in some 23,000 publicly funded and around 2,400 independent schools. The publicly-funded English school system comprises maintained schools (funded by local authorities) and academies (directly funded by the central Government. In Wales, over 450,000 children attend Local Authority maintained schools, and there are 70 independent schools.

> 58. All publicly-funded schools in England are required by law to teach a broad and balanced curriculum that promotes pupils' spiritual, moral, cultural, mental, and physical development and prepares them for the opportunities, responsibilities, and experiences of life. They must also promote community cohesion.

(HM Government, 2015, pg.13)

Previous policy documents do not refer to the use of public funds. Indeed, the repetition here of "funded" I interpret as a clear reminder that schools are using government money, which is taxpayers money, and for which the Government is accountable. Authorisation to act accordingly is made by reference that it is "required by law". It is doubtful that most teachers would read this document; however, the Government produced specific advice to schools due to this new counter-terrorism legislation, namely the PDDAfSCP 2015.

The PDDAfSCP 2015 forms the backbone of this thesis. Before undertaking a policy analysis of the PDDAfSCP, the next section will turn to PA and examine how policies are initially perceived and developed.

4.2 Policy Archaeology Methodology

Arena 1
The Education/Social problem arena:
The study of the social construction of specific education and social problems.

Arena 2
The social regularities arena:
The identification of the network of social regularities across education and social problems.

Arena 3
The policy solution arena:
The study of the social construction of the range of acceptable policy solution.

Arena 4
The policy studies arena
The study of the social functions of policy studies itself.

The first PA arena looks to the construction of the problem to be addressed and requires a description of the social problems that make the emergence of a particular problem possible. The second PA arena identifies the network of social regularities that constitute the emergence of social problems and provide policy solutions. The third PA arena looks at the range of acceptable policy solutions and how the grid of realities constrains policy solutions. This arena also identifies that it is not the policy analysts and policymakers who consciously identify the policy solutions but the grid of social regularities. The final PA arena concerns the function of policy studies. The next four sections of this chapter will address each of the four arenas of PA.

4.2.1 Policy Archaeology Arena 1

The first arena of PA looks to study the social construction of educational and social problems. Foucault challenges us when he says that "the tranquillity with which … [social problems] are accepted must be disturbed" (Foucault 1972, p.25). Disturbing so-called tranquillity is an important task for policymakers, analysts, and students. PA does not see

social problems as natural occurrences but as social constructions that must be identified before being addressed through policy. This section will identify the social problems that led to a situation where teachers have been designated "Counter-Terrorism Operatives" in addition to their role as educators.

The policy journey which led to teachers becoming "Counter-Terrorism Operatives" began following the 7/7 London transport bombings. The 7/7 attack was the first bombing on British territory attributed to a radical form of Islam. The link to Islam came directly from those who carried out the attacks in the form of a "last

Newspaper headlines following the 7/7 London Transport bombings taken from https://www.independent.co.uk/news/uk/home-news/7-7-bombings-how-papers-covered-news-following-attack-killed-52-10371523.html

testament" video created by one bomber and aired on the Al Jazeera television channel on the 1st of September 2005. In the video, Mohammad Sidique Khan stated: "Our Religion is Islam – obedience to the one true God, Allah, and following the footsteps of the final prophet and messenger Mohammad [pbuh]… This is how our ethical stances are dictated" (House of Commons, 2006, p.19). The video spoke of the atrocities perpetrated against Muslims by democratically elected governments worldwide, explicitly referring to the bombings, gassing, imprisonment, and torture of Muslims. Khan also said, "Until we feel security, you will be our targets". War and insecurity are not natural occurrences; they are social problems that have consequences and attract "the gaze" of society (Foucault 1972).

The link to Islam was made by the bombers themselves and repeated throughout the media (Gereluk, 2012) The then Prime Minister Tony Blair also pointed this out to the House of Commons, although with different connotations:

> It seems probable that the attack was carried out by Islamist extremist terrorists of the kind who over recent years have been responsible for so many innocent deaths in Madrid, Bali, Saudi Arabia, Russia, Kenya, Tanzania, Pakistan, Yemen, Turkey, Egypt and Morocco, of course in New York on 11th September, but in many other countries too.

(Blair 2005a)

PA is not the study of social problems; the focus is on investigating forces that make the emergence of a social problem possible. When examining the root causes of terrorism, Newman identifies some correlations concerning Islamist terrorism. The following diagram taken from Newman shows the variables he argues lead to Islamist terrorism.

CONDITION VARIABLES
Permissive Conditions:
- Poverty
- Urbanization
- Urban Migration
- Population growth
- Burgeoning young age structure
- Population density
- Unemployment
- Social Change

INDEPENDENT VARIABLES
Direct Conditions:
- Inequality
- Exclusion
- Repression
- Dispossession
- Sense of humiliation/alienation
- Sense of foreign occupancy/hegemony
- Clash of identities/dispute with identity aspect
- Violent conflict
- Negative effects of globalization
- Sudden economic downturns

INTERVENING VARIABLES
Catalytic Conditions:
- Leadership
- Funding
- State sponsorship

DEPENDENT VARIABLE

TERRORISM

FIGURE 4.1 INTERACTION BETWEEN THE ROOT AND DIRECT CAUSES OF TERRORISM (NEWMAN, 2006, PG.764)

In describing how particular problems arise, I believe it is crucial to acknowledge the social inequalities that lead to grievances. Many British citizens deal with inequality and a sense of alienation or exclusion, and identity problems impact society. However, identifying inequality as leading to terrorism is contentious because it could be seen as legitimation. I in no way legitimise terrorism. The first PA arena looks to describe the social conditions that contribute to the emergence of the problem that leads to the policy. In this case, I have to acknowledge that social inequalities, a sense of alienation of the Muslim community, and violent conflicts across the globe contributed to the situation in which "Terrorist" attacks occurred, leading to the implementation of the PDS.

The next section will look at the second arena of PA, which is social regularities.

4.2.2 Policy Archaeology Arena 2

This section will firstly define social regularities. Secondly, it will identify the grid or network of social regularities that constitute this particular problem's emergence. Finally, it will reflect on what is considered a credible policy solution.

The second arena of PA turns to the grid of social regularities. According to Seidman, "a social regularity is a dynamic, temporal pattern of transactions (relations, connections, or linkages) between at least two units or entities that constitute a social system or setting" (Seidman, 1990, pg.92). Scheurich points out that "Daily human micro-practices (at home, at work, at play) are, thus, instantiations of these social regularities" (Scheurich, 1994, pg.302). Therefore, social regularities are the beliefs, relationships, and routines in which humans participate. It is important to point out that these regularities are not intentional, consciously created, or controlled. Foucault tells us that social regularities exist as a "positivist unconscious… a level [within the individual but shared across individuals] and yet is part of the scientific [or policy] discourse (Foucault, 1973, cited in Scheurich, 1994, pg.302).

The second arena of PA requires the identification of the grid of social regularities. This arena asks about what has become socially visible and what has become socially visible as a policy solution. The importance of treating individuals with respect and taking part in the democratic process are social regularities. In Tony Blair's speech to the House of Commons following the 7/7 London Transport bombings, he spoke of Britain as a tolerant and good-natured nation, declaring that those staying here have a duty "to share and support the values that sustain the British way of life" (Blair 2005a). Interestingly Tony Blair used the word "staying", implying that the problem is an immigrant problem. In reality, those who carried out the 7/7 London transport attacks were "home-grown terrorists" (Mythen et al., 2017). In terms of identifying the grid of social regularities in order to identify policy solutions, this statement, I believe, identifies social regularities and what becomes socially visible as a policy solution: Fundamental British Values.

Following the 7/7 London Transport bombings, the Government increased support to the Muslim community to promote social cohesion and shared values. The public discourse

began to reflect Tony Blair's comments in referring to Britain as a tolerant nation. Both discourse and actions led to the PDS, a policy that reflected the identified grid of regularities: shared values, democracy, mutual respect, tolerance, and the rule of law.

FBV are democracy, the rule of law, individual liberty, mutual respect, and tolerance of those with different faiths and beliefs (Department for Education, 2014, pg.5). Democracy is a social regularity. It is a system of government by members of the population. Members are elected as representatives of the state, a belief and routine in which humans participate. The law is well defined and established. As members of a society, people follow the rule of law, believing that it will keep individuals and communities safe. Following the rule of law is a social regularity. Individual liberty is the right to think and express yourself freely and is a social regularity within the UK today. Mutual respect and tolerance of others again is a perceived social regularity by those in government.

The second PA arena looks to identify the grid or network of social regularities that constitute this particular problem's emergence. This arena then reflects on what is considered a credible policy solution. When considering the second PA arena and undertaking analysis of my chosen policy documents, I identify "radicalised Islamists" as what Scheurich would term a problem group. The UK Government and classroom teachers, as legitimate social agents, are positively disciplining school pupils by defining what a good British citizen looks like and promoting FBV as part of countering terrorism and preventing extremism and radicalisation under Counter Terrorism Legislation.
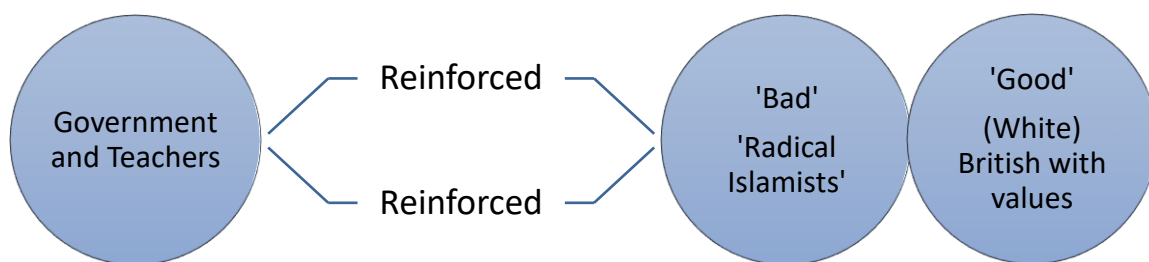
FIGURE 4.2 SCHEURICH'S SECOND POLICY ARENA REFLECTING THE USE OF THE EDUCATION SYSTEM TO PROBLEMATISE THE MUSLIM COMMUNITY AND PROMOTE FUNDAMENTAL BRITISH VALUES (SCHEURICH, 1994)

This section has identified FBV as both the network of social regularities and the policy solution. The next section turns to the third arena of PA, which looks at "how the grid of

social regularities generates the range of possible and impossible policy solutions" (Scheurich, 1994, pg.303).

4.2.3 Policy Archaeology Arena 3

The third arena of PA involves the study of the social construction of policy solutions. This arena looks explicitly at how the grid of social regularities shapes the policy solution. The grid of social regularities constitutes the problem and is identified through what Scheurich describes as "various public performances, both popular and academic" (Scheurich, 1994, p.303). An example is Tony Blair's 5th August 2005 statement to parliament on anti-terror measures. This can be classified as a public performance that led to the PDS construction. Within this speech, he uses what is identified as social regularities, which marked the beginning of the formation of FBV. He refers to acts of racial or religious hatred as unacceptable and asserts that Britain is a tolerant and good-natured nation (Blair 2005b). We are introduced to the promotion of shared values in Preventing violent extremism – Winning hearts and minds, which tells us; "As a society, we must defend and promote our shared and non-negotiable values: respect for the rule of law, freedom of speech, equality of opportunity, respect for others and responsibility towards others" (Department for Communities and Local Government, 2007, pg.5). Comments, actions and reflections from politicians, the media and the wider public were added to the Prevent Strategy 2011. This document declares ""extremism" is 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" (HM Government, 2011, p.107).

"Britain is a tolerant and good-natured nation. Britain has responded with tolerance.

Respect and tolerance of others.

Freedom and progress for people of all religious faiths. "

(Blair T., 2005a)

"As a society we must defend and promote our shared and non-negotiable values: respect for the rule of law, freedom of speech, equality of opportunity, respect for others and responsibility towards others."

(Department for Communities and Local Government, 2007, pg.5)

"'extremism' is 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."

(HM Government, 2011, p.107)

2005

2006 › Countering International Terrorism: The United Kingdom's Strategy (HM Government 2006)

2007 › Preventing Violent Extremism: Winning Hearts and Minds (Department for Communities and Local Government 2007)

2008 › The Prevent Strategy: A Guide for Local Partners in England (HM Government 2008)

2008 › Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism (Department for Children 2008)

2011 › Prevent Strategy (HM Government 2011)

These policy solutions are in alignment with the grid of social regularities. Scheurich tells us that:

> Policy solutions that are radically at variance with the grid of regularities are not see-able or credible, especially solutions that question or undermine the order itself, like ones that would treat white racism as an important cause of school failure of poor, urban, single-parent children of colour. Only policy solutions that accord with that order will emerge as salient, probable possibilities.

(Scheurich 1995 p.309)

A further important aspect of PA's third arena recognises that the policy solution's shaping is not a conscious or intentional activity.

Using PA as a tool, I can see how FBV is a credible policy solution for the grid of social regularities identified. To simplify, behaviours and attacks that instil terror into the populace are a problem for those in governance. Taking Newman's root causes of terrorism to identify policy solutions, it is clear that fundamental changes need to be made to society to overcome the problem. Solutions such as ending poverty or inequality are not realistic solutions for a government in a partisan political system where members of the UK

parliament have to fight to keep their jobs every five years.[8] What is deemed a realistic policy solution is encouraging positive behaviours and promoting a culture where people are tolerant and respectful of each other. This can be situated in an existing and funded structure – the education system.
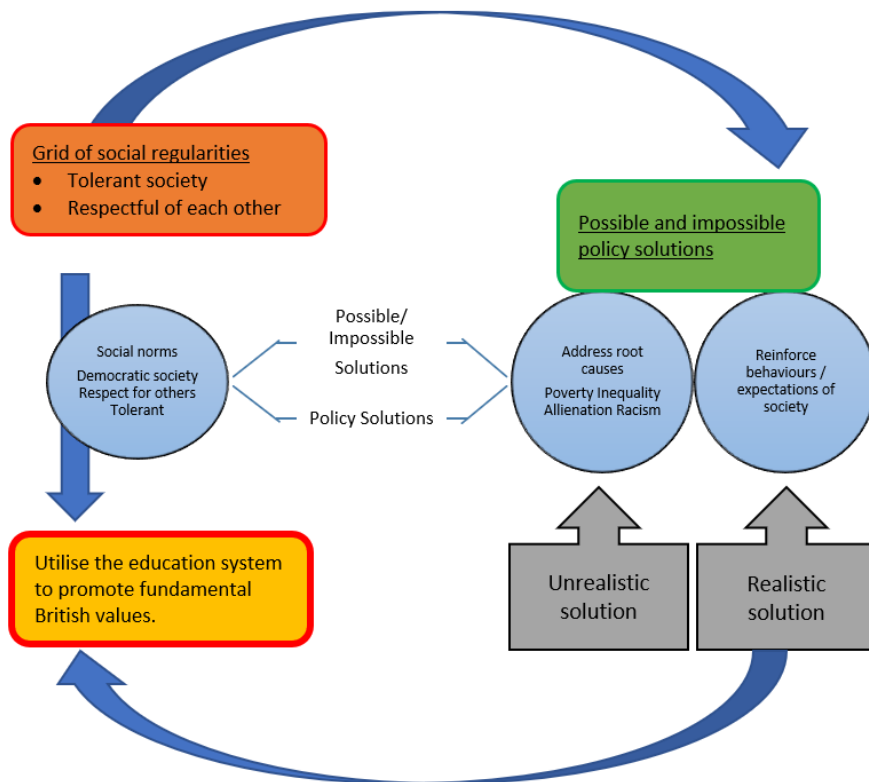
FIGURE 4.3 ILLUSTRATION SHOWING THE THIRD ARENA OF PA CONCERNING PDS AND FBV

The next section will turn to the final PA arena: the policy studies arena.

4.2.4 Policy Archaeology Arena 4

PA's final arena is the study of the function of policy studies, which Scheurich argues is again constituted by the grid of social regularities. According to Scheurich, "Policy analysts count, label, and describe problems and problem groups; they are, thus, key in the construction of such problems and groups; and, because of their "expertise", they legitimise these constructions" (Scheurich, 1994, p.311). He argues that policy studies are key in

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[8] In the UK there is an electoral system where people within the UK vote for a local representative to become a member of parliament in the House of Commons for up to five years
https://www.parliament.uk/about/how/elections-and-voting/general

constructing social problems, groupings, and policy solutions. He also argues that, rather than supporting social and educational problems, policy studies are constrained by the grid of regularities and reproduce that grid. Scheurich believes that policy studies are "but one governmental apparatus that produces grid-congruent problems, problem groups and policy solutions" (Scheurich, 1994, p.311). Also, he claims that policy studies' primary function is to discipline and normalise citizens, which connects and reflects Foucault's work.

Having utilised PA as a tool to investigate the construction of counter-terrorism policy following the 7/7 London transport bombings, I can identify limitations. The grid of social regularities misses social disadvantages, for example, inequality. The discussion chapter provides an opportunity to critically reflect upon PA, drawing together Scheurich and Foucault's work and identifying its limitations and weaknesses.

4.3 Policy Analysis

The PDDAfSCP 2015 provides the backbone to the thesis. An analysis was undertaken using Hyatt's Critical Discourse Analysis Framework (Hyatt 2013).

According to Cochran-Smith and Fries, the construction of a policy is accomplished through public discourse, which leads to the establishment of a warrant (Cochran-Smith & Fries, 2001). A warrant is a justification for a course of action. Policy drivers are the intended aims or goals of the policy. The policy levers are the mechanism to get there. "An engagement with drivers and levers is central to understanding the evolution of a policy" (Hyatt, 2013, pg.838). This study's initial focus is to engage with the policy levers and drivers and beyond and interact with those who enact the policy to provide them with a voice. The study will explore the utilisation of teachers and the education system by the Government to manufacture what it perceives to be the best for society. It will then consider the implications of this for secondary school students, teachers, parents, and beyond (O'Donnell A., 2016; O'Toole et al., 2016; Thomas & Sanderson, 2011).

4.3.1 Critical discourse analysis framework

The PDDAfSCP 2015 summarises schools' requirements into four themes: Risk assessment, Working in partnership, Staff Prevent awareness training, and IT policies. What is different about this document as opposed to previous policy documents is that it specifies that

protecting children and young people against radicalisation is part of safeguarding duties. This policy is the backbone of this research and was a pivotal part of the interviews. Although schools' responsibility is only referred to once, I have identified responsibility as a key theme because teachers have been given the responsibility to keep children safe.

4.3.1 Prevent duty: Departmental advice for schools and childcare providers 2015

The PDDAfSCP 2015 has been analysed using Hyatt's CPDAF (Hyatt, 2013). The purpose of this policy document was to directly inform schools of their requirements under the Counter-Terrorism and Security Act 2015 and where to find further information, support, and guidance. It opens with a direct quote from the Act providing legitimacy and a clear sense of unchallengeable Authority.

Introduction

From 1 July 2015 all schools[1], registered early years childcare providers[2] and registered later years childcare providers[3] (referred to in this advice as 'childcare providers') are subject to a duty under section 26 of the Counter-Terrorism and Security Act 2015, in the exercise of their functions, to have "due regard to the need to prevent people from being drawn into terrorism". This duty is known as the Prevent duty. It applies to a wide range of public-facing bodies. Bodies to which the duty applies must have regard to the statutory guidance. Paragraphs 57-76 of the guidance are concerned specifically with schools and childcare providers.

(Department for Education, 2015, pg.4)

Legitimation is a way that policies are justified to their audience. Fairclough identifies four ways to accomplish legitimation through discourse: Authorisation, Rationalisation, Moral Evaluation, and Mythopoesis or legitimation through narrative (Fairclough, 2003). The PDDAfSCP 2015 achieves legitimation through Authorisation, and Legislation provides its power. Its language commands action. The Oxford English Dictionary definition states that the word "should" is: "used to indicate obligation, duty, or correctness, typically when criticising someone's actions" (Lexico English Dictionary, 2020). The PDDAfSCP 2015 frequently uses the modal verb "should" (listed in Appendix 10). "Should" is a strong word and could be interpreted as dictatorial. When reading the document, the author positions themselves with power and authority and addresses teachers and schools as subjects. The

word "advice" is used in the title, but in reality, what this document gives is not advice. At times the tone is authoritative and reflective of how a parent speaks to a child.

The use of voice can tell us much about a document. Hyatt points out that "pronouns can be used to include or exclude groups ("us" and "them") or indeed obscure the identity of the group constructed" (Hyatt, 2013, pg.842). In the PDDAfSCP 2015, the word "we" is rarely used, and when it is, it means those who are writing the document. There is no sense of mutual support. The pronoun "we" identifies what the Department for Education is working on, recognises, and considering. However, the main focus is on the expectations and requirements of schools and teachers are. The "we" is those with power dictating to teachers as "Policy Actors".

Presuppositions help to construct convincing realities. Hyatt gives three ways in which this can be achieved. Firstly, through the use of negative questions. Secondly, by using active verbs, adverbs and adjectives. Finally, through a change of state verbs, which "presuppose the factuality of a previous state – we have *stopped* wasting money on unnecessary welfare" (Hyatt, 2013, pg.842). In the PDDAfSCP 2015, the presupposition is that the Department for Education is working in the background to support schools and understands the position the schools and childcare providers are in. For example, as shown below, "We are working to build capacity within the system to deliver training".

> and Higher and Further Education who are accredited WRAP trained facilitators. We are working to build capacity within the system to deliver training.

> from the risk of radicalisation. We recognise that it can be more difficult for many childcare providers, such as childminders, to attend training and we are considering other ways in which they can increase their awareness and be able to demonstrate that. This advice is one way of raising childcare providers' awareness.

(Department for Education, 2015, p. 7)

Evaluation is the attitude or stance taken towards a subject. It can be further divided into "inscribed", which displays the writer's attitude, and "invoked", which provides neutral choices but can provoke judgments (Martin, 2000). I categorise the language within this document as inscribed. As the language in the example below shows, the author does not

use overly provocative, judgemental, or alarmist language. The language is clear and composed; however, it does have the potential to evoke emotion. The words "susceptible to "Terrorist" ideology" could, for example, arouse fear and concern.

> There is no single way of identifying an individual who is likely to be susceptible to a terrorist ideology. As with managing other safeguarding risks, staff should be alert to changes in children's behaviour which could indicate that they may be in need of help or protection.

(Department for Education, 2015, p. 6)

4.3.3 Interdiscursivity

Interdiscursivity within CPDAF refers to how discourses interweave within the document. When analysing the PDDAfSCP 2015, seven discourses were identified, and examples are shared below.

Responsibility

> On the contrary, schools should provide a safe space in which children, young people and staff can understand the risks associated with terrorism and develop the knowledge and skills to be able to challenge extremist arguments.

Radicalisation

> Children at risk of radicalisation may display different signs or seek to hide their views. School staff should use their professional judgement in identifying children who might be at risk of radicalisation and act proportionately.
>
> Even very young children may be vulnerable to radicalisation by others, whether in the family or outside, and display concerning behaviour.

Keeping children safe - Safeguarding

Schools and childcare providers should have clear procedures in place for protecting children at risk of radicalisation. These procedures may be set out in existing safeguarding policies. It is not necessary for schools and childcare settings to have distinct policies on implementing the Prevent duty. General safeguarding principles apply to keeping children safe from the risk of radicalisation as set out in the relevant statutory guidance, Working together to safeguard children and Keeping children safe in education.

Fundamental British Values

Schools and childcare providers can also build pupils' resilience to radicalisation by promoting fundamental British values and enabling them to challenge extremist[5] views.

Building Resilience

Building children's resilience to radicalisation

As explained above, schools can build pupils' resilience to radicalisation by providing a safe environment for debating controversial issues and helping them to understand how they can influence and participate in decision-making.

Risk and Identification of risk

Risk assessment

The statutory guidance makes clear that schools and childcare providers are expected to assess the risk of children being drawn into terrorism, including support for extremist ideas that are part of terrorist ideology. This means being able to demonstrate both a general understanding of the risks affecting children and young people in the area and a specific understanding of how to identify individual children who may be at risk of radicalisation and what to do to support them.

Vulnerability

> School staff and childcare providers should understand when it is appropriate to make a referral to the Channel programme. Channel is a programme which focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism. It provides a mechanism for schools to make referrals if they are concerned that an individual might be vulnerable to radicalisation.

Although the document suggests that the Department for Education are working in the background, the overall sense is that responsibility for keeping children safe is the responsibility of the school. Teachers are to use their professional judgement in identifying children at risk; however, the focus is now on safeguarding and using existing safeguarding procedures. Although the document intends to provide advice and guidance, like previous documents, there are no clear directions. Clear direction is what schools and teachers require.

The next part of this chapter will introduce the teachers interviewed for this research. It will then give findings from a thematic analysis of the SSI data collected.

4.4 Introduction to the Participants

Semi-structured interviews were undertaken with seven teachers. The following sections will introduce each of the participants, give their subject specialism, identify any responsibilities they might have had, and describe the schools within which they have worked. It will explain the training each participant has undertaken and any incidents they might have to manage due to the requirements of the PDS. This introduction will establish participants' backgrounds before focusing on RQ2; what are teachers' perspectives on the profession's requirement to enact the Prevent duty: Departmental advice for schools and childcare providers 2015? And RQ3, what activities have secondary schools and teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

4.4.1.1 Participant 1 – referred to as Sarah

Sarah is a Science teacher and SENDCo (teacher with responsibility for pupils with special educational needs and disabilities). Sarah also has responsibility for children allocated as Pupil Premium[9] (PP) and looked after children. She has been teaching for ten years in the North of England. She has worked in a mainstream school, a pupil referral unit, and a Special Educational Needs Disabilities School. She is currently employed as a SENDCo and Deputy Safeguarding Lead at an Academy chain. Sarah tells me, "We don't have that much to do with Prevent at my current school, but we did when I worked in Special Education. We have problems with child sexual exploitation because it is [names the local area]. [And] we are starting to get more children at risk of criminal exploitation". She explains that she has worked in areas of massive socio-economic deprivation. Her schools have been majority white working class with higher rates of PP students.

When asked about training, Sarah tells me about a designated police officer visiting the school where she worked about five years ago and having a thirty-five-minute chat. She did not feel that this was enough. Sarah also raises concerns about cuts in police funding, which means that she can no longer sit down with a police officer and raise concerns about individuals as she could do so in the past.

Sarah tells me about two pupils whom she had to refer to the Channel Program[10] when she worked at a previous school. They were at risk of Radicalisation from the right-wing military organisation Combat 18. In the first pupil case, Sarah tells me that he had a very supportive mother who shielded him and sought social workers' support. Besides that provided by school staff, this additional support ensured that his exposure to right-wing politics was limited. The second case was of a pupil who was stealing to raise money for Combat 18. This pupil's mum was unable to provide support due to a challenging and complicated home life. Sarah tells me that, in this case, she had again reported this individual to "Prevent", yet government agencies ignored the white supremacy aspects of this case. The pupil was dealt

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[9] Pupil Premium is an amount allocated to schools by the UK Government to provide extra funding for children from disadvantaged backgrounds https://www.gov.uk/government/publications/pupil-premium/pupil-premium

[10] The Channel programme is a confidential, multiagency safeguarding programme funded by the Government. Its function is to support those vulnerable to radicalisation https://www.gov.uk/government/case-studies/the-channel-programme

with by the criminal justice system for theft. Government agencies did not support him. Sarah has been told the pupil is still connected with Combat 18, stealing, and being dealt with by the criminal justice system. She believes that the first pupil had positive outcomes because of his mother, school, social workers, and the Prevent team. With this in mind, Sarah tells me, "I do not have a problem reporting [a child to the Channel programme] because I feel that that is part of holistically supporting a child". However, a concern Sarah does have is the administrative process, and she tells me that "they made it incredibly laborious with the paperwork".

When asked about whether or not she considers dealing with these issues is a part of the role of a teacher, she replies:

> No, but I always knew that looking out for children at risk of sexual exploitation would be part of my role, and I always knew that keeping children safe was part of my role, so I don't really see that Prevent is any different. It is keeping children safe from criminalisation, where they are at risk, and I think that is quite important and fundamental in a teachers' role.

Sarah raises concerns about the changes that occur whenever there is a political change. When asked how we manage these changes as educational professionals, she replies:

> Mainly by flying by the seat of your pants, because they come in so quickly, and things change so quickly, that, by the time you have set up a curriculum that is... that works for the children, that is holistic, that ticks every box, it changes.

> There are issues in enacting government policy, but I don't think reporting [to the channel programme] or [promoting] fundamental British values should [be an issue]. That [Prevent] should have always been in there, and it should be the centre of everything that we do. We are not just educating young people; we are trying to make successful adults.

> Part of being a successful adult is being able to survive in British society, not being a criminal, which "Prevent" is. We are looking out for Radicalisation as abuse. They are abusing people, and that is a part of our role.

> (Interview 1 – Sarah – Science Teacher/SENDCO/DSL)

Concerning policy, though, Sarah tells me:

> I wish they could only change things every ten years so that we could get systems in place. We could troubleshoot. It could be very robust. And that would help

significantly with workload; that would help the children in their routines, that would make life a lot easier, and that would probably free up time for the laborious and extensive Prevent paperwork that is required once it goes to the second step [...] I think policymakers should know that If they would like teachers to have a fuller role in this, they should make it easier to report.

<div align="right">(Interview 1 – Sarah – Science Teacher/SENDCO/DSL)</div>

The next section will introduce the second participant, referred to as Hannah.

4.4.1.2 Participant 2 – referred to as Hannah

Hannah is a female RE teacher who has been teaching for three years. She is the Head of RE in a Catholic High School in the South of England, which has recently been judged as Outstanding by Ofsted. Although I did not ask my participants their ethnicity, Hannah identified herself as of Irish heritage during our discussion. Hannah talks about having annual Prevent training and its value in widening teachers' viewpoints on terrorism. She states:

> Having the Prevent training yearly in schools, I think is a really good idea. Asking staff to complete that training, and give their responses on that training, and to keep up with the documentation is a really good thing because I think it's very easy to see terrorism as religious "extremist" and maybe violent, when actually it does start with ideologies that maybe wouldn't have been picked up as right-wing ideologies had teachers not done that training in the setting that we are in. So, I think that that is a really good thing.

Hannah also refers to reporting a pupil for what she believed to be right-wing ideologies. In terms of a teacher's role and responsibility, she tells me:

> First and foremost, parents are the primary educators of children, but I think as educators, we do know that that isn't always what happens. I think, depending on the upbringing that they have had and the ideologies that they have had at home, I don't think its... it's not safe just to have that one viewpoint because we don't know what parents are telling their children. So, I think the Government have asked teachers to step in so that if those ideologies are being... sort of... instructed at home, teachers can pick up on it. And I think that is a really powerful thing, particularly teaching RE, because you do have those difficult conversations and teach those sensitive topics, and you really do get to see what children genuinely believe, compared to subjects like maths and English where they are being taught facts or poems. In RE, you are really getting into these topics and having debates and opening up, and I think it is a safe place where children can say things. And children

will be honest, and they will say, "well, my mum thinks this," or, "my dad said that". You hear that quite a lot in the classroom, so I think the Government are right to ask for it to be taught in schools so that teachers can pick up on those things and correct them and give them a different viewpoint at least so that they can make up their own minds and they are not just getting, sort of, well whatever ideologies they might be getting from home.

When asked about practices schools and teachers have introduced, Hannah tells me that her school has introduced "Gospel Values" based on the Beatitudes. One of these Gospel Values is Tolerance and Peace. Hannah tells me:

> Every single lesson that we have, sort of a starter if you like, the gospel values go on the board, one of the eight pairs and whatever you are talking about. So, it might be we are doing synagogues today; you say to the students, "what gospel values might we talk about?" And just get them to really articulate the gospel values. But tolerance and peace and truth and justice are usually the pairs that are articulated the most.

> Interviewer: And is that across subjects?

> Hannah: Yes. The things on humility and gentleness, purity, and holiness, they are more difficult to get the students to articulate. But things like forgiveness and mercy, tolerance, and peace, they are quite easy for them to understand and use in everyday language. You even get the students now go, "I think I just did this; I think it deserves a forgiveness and mercy point", and they do take that on board. So, I think they are quite similar to the FBV are our gospel values, but our behaviour system across the board is linked to those as well.

> We have them in every classroom, posters linking a subject to FBV. Depending on what subject it is. So, we've got the FBV on the side, and it's got a little British flag, and then it's how does that subject or those careers link to that subject and promote FBV, which I think is quite nice.

The next section will introduce the third participant, referred to as Emily.

4.4.1.3 Participant 3 – referred to as Emily

Emily is a female English teacher from the Midlands. She has been a teacher for five years and has worked in three schools, all geographically at the edge of a major city. She tells me that the first school she worked in was a mixed-gender Catholic school. The second school was an all-boys school, and the school she currently works in is a mixed-gender mainstream school. Emily adds:

This is a quite an interesting topic for me because there are some pupils who would be more vulnerable to [Radicalisation] I think; especially working in the city. But yes, I think that as humanities teachers, we are a bit more open to… well yes… I think we are more likely to have those conversations or those moments when we are teaching where we go; "Oh, I think I need to flag that up". Where, you know, it crops up quite normally in lessons.

Although Emily reports undertaking regular training on Prevent, she feels that there needs to be additional time for teachers to embed Prevent and the promotion of FBV into the curriculum. She explains:

I think some schools might say, okay, do the training; we'll do the recap, right you are done. But I think there also needs to be a bit of time. Like, do the training, and now we are going to have a bit of time, is there any way you can work what we have done in the course into anything you are going to do in September – because it's normally done in September isn't it when schools come back. So, go away, have a little chat about the course you've just done and the refresher, is there a way you can work any of that language or any of those ideas into what you are about to teach?

And having those regular check-ins like we are going to do a check-in on the British values and schemes of work, or in lessons, you know, can you make sure you are getting it in and making people more accountable for it, I think.

Emily says:

I have never had to report anybody for it, and that's working in a city where we have quite a lot of kids who are vulnerable to it. And I've never had to recommend anything, but it's just good to know that the option is there, and you know.

Emily and I talked about how all teachers are responsible for preventing "extremism" and promoting FBV, and I asked her what she thought about this being a part of a teacher's role. She tells me:

I think it depends on why you become a teacher, doesn't it? I think most… a lot of people do it because they love their subjects, and they want to teach their subjects. Lots of people do it because they want to help young people, and they want to be an important part of a young person's life, and I think that, if that is the reason then I think it is an important part. And I think teaching as well; we are teaching in our society; you can't ignore society and the things that are going on, [Interviewer says Yeah] so also, I think we've got a responsibility to, erm, you know to safeguard and

to look after young people as well as teaching our subjects. Regardless of why you become a teacher, it is everyone's primary responsibility to safeguard children.

Interestingly, like Hannah, Emily talks about the use of values as a whole school approach and explains that her school is a "Character School". She tells me:

> We are focused on trying to teach those character virtues through the curriculum. So, for English and RS and for History, we are teaching about different periods in time, we are teaching about different peoples' perspectives so that works quite well. And I think as well, having worked in a Catholic School – so working in faith schools, I think their values are cemented in faith and that kind of pervades most of the things that they teach as well, especially like in PSHE, those kinds of things. So, I think if a school is a faith school or as a character school, that's probably in a better position to explicitly teach those virtues.

The next section will introduce the fourth participant, referred to as Mary.

4.4.1.4 Participant 4 – referred to as Mary

Mary is a female Physical Education (PE) teacher who has been teaching for twenty-six years in the same school. She tells me she loves her job now as much as she did when she first started. Her school is in an urban area in the Midlands with children from a range of ethnicities and a higher than the average number of pupils for whom English is an additional language. Through the years, Mary has had a range of responsibilities and explains:

> Through my teaching career, I've been head of year [and] head of family. We've done vertical tutoring as well. So, head of family [meant that I was] heavily involved in the pastoral system. I was second in PE and then went to the pastoral side. And then, from May last year, I decided to give up all my responsibility, so I'm back to just being a plain old PE teacher again now. And I absolutely love it again.

When asked about training, Mary tells me:

> We do our training on; I've actually got it up at the moment because I have had a re-look at it this morning. So, we do our training assessment on an SSSCPD thing. And I find the online training better because you can pause, you can take it in. Whereas in CPD training that occurs after school, by the end of the day I am overloaded, I'm not listening. I want to be either; usually, it's because I want to be doing extra-curricular activities with kids that we have had to cancel because we've got training and so I'm like, oo, er, and I'm never really there, so I do really like the online training because I take it in much better and I think with the training particularly that we had on Prevent, although it's a big issue, it makes you realise actually that there's lots of

things, and it's the little things, that like when it's talking about radicalisation and peer pressure and influences and bullying. We do a lot of work on these topics anyway with pupils, so we are in a really good position to recognise changes in them. So that's, that's the training, the main training that we have, and it's because it's online we can revisit it whenever we like.

Although she does not relate any incidents related to needing to refer pupils to the Channel Programme, Mary does talk about PE's vital role in pupil well-being and teaching FBV. She states:

> People don't recognise it because people do just think we go out and play sport and throw a ball and catch a ball. I do think as a subject generally it's really underestimated in what pupils gain from it. And the fact that you know, it's a more relaxed environment, pupils are more willing to come and talk to us as well. So often, we'll get pupils coming into our office, "Can I talk to you?" Just because it is a more relaxed environment. And they often do open up. The number of pupils who talk to us about issues at home, issues with friends, and that is where we pick up a lot of things as well because the nature is openness in the subject.

When asked about the role of a teacher, Mary tells me:

> Initially, when the Government introduced it, I was like, hang on, no, I was like this is not our responsibility. And it very much felt, I think as a teacher I felt very much the other people were passing the responsibility onto teachers again. And I think that teachers have just such a huge responsibility anyway, it was just something else that they were loading onto teachers, that you need to do this, this and this. But having been through the training that I have been through, you just go, it's just everybody's responsibility, it's not just teachers, its police, its parents, its everybody. So that sort of changed my view on it that actually, yeah, we do need to be doing it, and we do need to be involved, and we do need to be aware.

Although Mary does not share any whole school practices, she can list activities that the PE department uses, which shows FBV's embedded within its PE curriculum. These, however, are not overtly linked to FBV within lessons. Mary tells me:

> I think you need to be careful… I don't think it needs to be made specific every single time that you do you do these things that it has to be made quite clear that this is a British value, but I think it needs to be touched upon, even if it's at the end of a unit, so for example, we teach our sports in units of five weeks, so we'll do badminton for five weeks, then we'll do netball, and then we'll do something else. And I think when we do our assessments towards the end, that could be part of the assessment in identifying that these are the British values, what evidence have THEY seen, and put

the onus on the pupils to recognise those elements rather than specifically because, I often again, and we talked earlier about policies changing over time and time and change, change, change; I wanna be out there teaching them PE. I want them out there having fun… And doing these things, like being democratic and thinking about their peers, and I just want them doing it.

The next section will introduce the fifth participant, referred to as Claire.

4.4.1.5 Participant 5 – referred to as Claire

Claire is a female Geography teacher in the North of England. She has been a teacher for 18 years in the same school. Although primarily a Geography teacher, she also teaches travel and tourism and is a Head of Year. When asked what she thinks about the Government asking educators to implement counter-terrorism policy, she tells me:

> I work in a school which is not unique, and then inevitably it's not unique, but within (Names City), the different schools, the different makeup of the schools, means that that means something different in every different school's so other schools have ... more... different experience of it than say our school. So, the school I work in and have worked in for the 18 years of teaching is a white Island School with a very, very small number of students from a black background and a smaller number of students from an Asian background. So, in our school, it's not given a high profile. It's there, it's mentioned, every time we have safeguarding training or staff training, and it is something we are all aware of, but it isn't given a huge platform.

Asked what kind of training she has had, Claire tells me:

> What we have are regular staff training, where we are given updates on what, as a priority, our school has. And, when we have our CPD training, quite often, our CPD training now is not teaching and learning; it is issues around safeguarding. And, every time we have a safeguarding training session, which is regular, I would think it's at least once a month. It might be a brief meeting where it's sort of 10 minutes in a staff briefing, in the morning, or it might be a longer hour session. And we've; also, I think we have had three one-day training sessions this year, and all have been on safeguarding issues. So, the most recent one that we had, that was a day training session around sexual exploitation. But whenever we mention anything, the whole school, the whole government policy around looking at the students in all aspects, including counter-terrorism, is mentioned, it is always brought up. For us, I would say our school focuses and gives a bigger platform to sexual exploitation and grooming and, at the minute, county lines as well. And they are bigger issues in our school than counter-terrorism is.

Our face-to-face training in school works more on the issues that are related to students that we have. And when we have had it, the emphasis has been on the far-right groups, rather than on terrorism counter-terrorism that's not far-right groups. English Defence League and a lot about Brexit actually and the sort of viewpoints that Brexit has raised and the division that it can cause. And then, links to migration and immigrants and ethnic minorities in school, and so that's what it's been around.

When asked about the role of the teacher as a counter-terrorism operative, Claire states:

We have such close contact with students, and we see them, I think, almost on a neutral level. Because at home, they are given an opinion. And as a teacher, certainly, as a geography teacher, we are expected to provide a balanced education and promote a balanced discussion. Students, therefore, feel a bit more open and freer to be able to talk about [the subject matter]. They are encouraged to talk about their opinion. Whenever we are having a conversation with students, we try to encourage them before we start talking to remember to balance their arguments. And because of that, they feel a bit more, [it is more] likely that they can say what they want to say, what they believe. Or they can ask questions [on issues] which might be controversial, so maybe it isn't their viewpoint, but maybe they can question what they've heard and what they've seen.

Interviewer: So, you're saying that you feel the class; I'm summarising, are you saying that the classroom is a safe place to be able to hold these discussions?

Claire: Definitely, yes. And so, students who feel maybe they have an opinion. For example, students who feel like they, I would say migration is the one that comes up most in my classrooms. Conversations about immigrants and people from different backgrounds. That's the conversation we have more than any other. I would say the students, maybe in other circumstances, maybe at home, and whether that [is because of], whatever opinion their parents have, they feel maybe they shouldn't ask questions because they might be seen as being racist. Or they may ask questions because they may not have [the opportunity to ask] questions at home because they have parents who have a particular viewpoint, and they don't want to feel like they're getting into an argument with it.

When asked if she can recommend areas of good practice, Claire talks about the problem of using single stories. She explains and provides a clear example which had been raised at a conference for teachers that she had recently attended:

[There is] an issue in geography about singles stories and how dangerous it can be to paint a picture of a place without looking at other features. So, for example, in geography, we love teaching about slums. We love it. It's engaging. It's fascinating for kids to learn how people live. And for a while, you know we have always in

geography presented two different pictures of areas. So, we study Mumbai, and we have always studied "these people live in slums. But did you know there are also 64,000-dollar millionaires in Mumbai?" So, you can't look at a place and only focus on a single story. You can't look at Kenya, which we study in geography in year seven, and only look at the people who live in the drought-ridden areas and suffer from famine. There are also many wealthy people that live in Kenya, but a danger of a single story when you are looking at places can mean that you misunderstand a place, and it can lead to racist stereotypes… I watched this conference when people went, "Oh, that's a really good point". I'm thinking, we've been doing this for years, but inevitably, it's something with experience that you learn you shouldn't do. And I think it is the case in most subjects that you shouldn't ever look at a culture or a place that is different to yours from one angle. You have to look at different angles…. People will say China's really rich. They have got some really rich people, but then you neglect the large number of people who are living in rural areas and are actually quite poor. Or perhaps, looking at why it is that you know obviously topically looking at COVID-19, why people are buying food from markets the way that they do. It opens another story to a country, and we have responsibility for that. And equally, looking at countries like America which are economically successful; but perhaps socially and politically, not so much, and still have a huge amount of poverty as well.

The next section will introduce the sixth participant, referred to as Ellie.

4.4.1.6 Participant 6 – referred to as Ellie

Ellie is a female Science teacher who has been teaching for twenty-seven years. During our conversation, Ellie explained that her father is Afro Caribbean, and her mother was White British. She tells me that she started teaching in a large secondary school in a city in the Midlands and was quickly promoted to KS3 coordinator.[11] After seven years, she moved to another city school in the Midlands, managing NVQ[12] courses before returning 18 months to her original city to work in another large school in a deprived area. Her role at this school was initially Head of Science, but she was promoted to Assistant Head. She worked at this school for seven years before moving to a selective girl's grammar school where initially she was Assistant Head, before becoming Deputy Head and Safeguarding Lead, with a time as Acting Head Teacher. She tells me that she has had a very varied career stating:

> Lots of science. Lots of leadership and management experience. As I say, a safeguarding lead, which was a, it was a privilege to be able to you know get to know

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[11] In England, the school years are separated into key stages. Key stage three is school years 7 to 9 which includes children aged 11 to 14.

[12] NVQ courses are National Vocational Qualifications.

some of these details of people's families and lives. But also, it was very much seat of the pants with some of the things that you have to deal with, and you just did not want to drop the ball on any of these things. And so, a range of, you know, a full range of experience that I meet after I think 27 years, I think it adds up to.

When asked about Prevent training, Ellie tells me:

It is the standard start to the academic year, you know, day one day two you're going to have all your training thrown at you, and that's everything that might be the new network that's in the building, it's sorting out your books it's blah blah blah. It's shoehorned into one of those two days, you know your safeguarding training, where you've got some training on individual kiddies but it's also about what is, you know, what's the legislation everybody updating their certificate […] I think I might recall as a deputy that I would do like a mid-year refresher and reminder […] An after school meeting for the staff, but that was it really in terms of standard scale teachers. Myself as a deputy, obviously, I'd have to go on different levels of training so that I, you know, I could be involved in, in, in actually training other people. But ultimately also to be the person that is the one who takes on an issue. So, if another member of staff had found a problem, they'd report it to me, and then I would be, I would be sorting it out.

Ellie goes on to tell me about one incident where she had to contact the Prevent team.

I remember this particular family where both parents were doctors. They were, I think, Syrian, and they wanted two of their daughters, both of which were with us, to actually go to essentially what was a field hospital in Turkey. I think it was in Turkey near the Syrian border; that was it. Because they'd experienced that in their youth before they went on to train for medicine. So obviously huge risks. It was in the 50-mile zone, where the Government had said we shouldn't be travelling to, so I then had to call the Prevent line. Ultimately, after all the documentation, all the phone calls, all the research, and potentially putting the relationship that I had with these parents on the line, I was told that ultimately, they were these girl's parents, they take responsibility, and it was up to them. So as far as I was concerned, all of that training, all of that grinding home, all of these things that we needed to do, it came down to parental choice. No one could do anything to stop them. These, these parents, my gut feeling would never put their girls in danger. Anyway, it became, to me, more a case of ticking the right boxes, doing the right paperwork. That's all it came down to because the girl did go in the end, you know she had a great time for want of a better word. She had an appropriate time because she's going on to do medicine. While I was concerned about mental well-being; what was she going to see? What kind of injuries was she going to see? But ultimately, none of it mattered because it came back from the Prevent strategy that ultimately, it's okay there's nothing we could do anyway, so I did think, what a waste of time really.

When asked about the role of a teacher, Ellie tells me:

> I think the role of teachers has expanded beyond just being "I teach". You know we're nurses; we're social workers. We are managers; we are leaders, we are accountants, you know, budget holders, all sorts of things. I just think the Government, ultimately whenever there's something to do in society, the first port of call is we'll dump it on the teachers, you know, regardless of whether they're trained, regardless of whether the right people to do these kinds of things; because ultimately you can do more harm than good if someone is doing badly, to be honest. So, I don't think it is, really. I don't think it should be part of our job. But I think it's inevitable that they'll make it part of our job without any consultation.

When I asked Ellie about policy and whole school practices, she tells me:

> I'd certainly say to policymakers that they need to have more voices or teachers when they're making, well before they start to make a decision. When they realise that there is a decision to be made, they need to be doing proper consultation, not, not, they've got the answer they want anyway, and then have a consultation. So, I think they need experienced educators at all levels. Not just taking your, you know, your mass headteacher, but I think everybody across the spectrum. Because at the end of the day, having been up there and down here all this kind of thing. At the chalkface, it is still the hardest job in teaching. Yeah, being a deputy, being a Head of Year, all you are doing is assigning things and making sure people get paid. It's an HR job. It's a very different job. It's a very lonely job. But the hardest job is still being on the front line and being a standard scale teacher. And ultimately, they are the ones again who know what's going on in the community. They're the ones who hear the snippets that's going on in the community. They're the ones that have got a feel for what's going on with young people, more than anyone, I would say. You know, pastoral teams as well. So, I would say that they should have a proper full consultation. Speak to as wide a representative of the teaching profession as possible, including ones who are just going into it as well. You know, why have you come in? What are the risks? You know what, what are you expecting anticipating? So, proper full consultation with people, real ones, is what I'd say to policymakers.

The next section will introduce the final participant, referred to as Matthew.

4.4.1.7 Participant 7 – referred to as Matthew

Matthew is a Newly Qualified Teacher (NQT) who teaches English in an outer city school in the West Midlands, judged by Ofsted as inadequate during this academic year. He tells me that he lives and works in a predominantly white working-class area where people have

little exposure to other faiths, backgrounds, and cultures. Matthew talks about a teacher in his school who has had problems with pupils. He states:

> I would say that's down to his personality and his compatibility with them. I do wonder how much of it was that they took against him because of the fact that he was Asian. I've not heard people sort of say some sort of ethnic slur against him, but I do sort of wonder if there is a little bit of underlying, you know, sort of reticence toward somebody that's non-white. I think in his case, he was a Sikh. It does make me wonder, so I think Education, in that case, is a good tool for saying, regardless of what sort of skin colour or religion, we are all kin as people.

When asked about training, Matthew tells me that he remembers having Prevent training during his PGCE year, but he doesn't recall having Prevent training in school. Matthew tells me, concerning promoting FBV, "I mean, I'm probably guilty of having a display up in my room about books promoting or linked to British values, but making very little reference to them". Matthew goes on to say:

> We certainly do need to, kind of include... we have a character system or task, or we have a respect code, which is sort of acronyms for, you know, sort of different values and character aspects and personal values. And I think we certainly do need to build in our links to British values within lessons, not hit people over the head with it. But there [is a] need [for FBV] to be promoted a hell of a lot more than we probably do. I think sometimes we probably just worry about doing the job, and a little less about the kind of, sort of, almost kind of exemplary things like British values and, you know, sort of personal development.

This section has introduced each of the participants and shared their views on specific questions. The next section will identify some of the key findings from the SSIs using thematic analysis.

4.5 Themes found within the interviews

As previously explained, seven secondary school teachers took part in SSIs. A thematic analysis of the data took place using NVivo. Initial scrutiny of data identified 50 themes, although this was then aggregated until six key themes were categorised. The six key themes identified are shown in the following graphic:
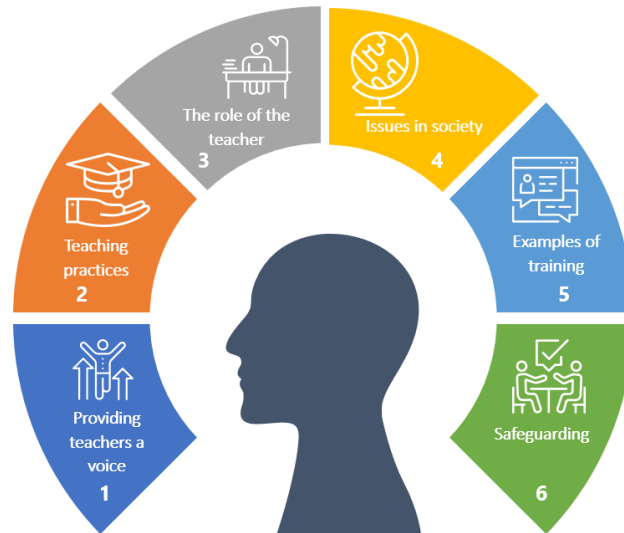
The following sections will present comments from individual participants under each of the identified themes.

4.5.1 Issues from society appearing in the classroom

Participants identified issues within society that have emerged within schools and the classroom (listed in the diagram below).

Association of Islam with Terrorism
Some participants referred to issues arising due to pupils linking Islam with Terrorism.

Brexit
Some participants referred to the Brexit debate being brought into the classroom.

Differing demographics
All participants referred specifically to their local demographics influencing the thoughts and behaviors of pupils.

Rise of Far Right movements
A number of participants raised concerns about pupil involvement with the Far Right, and Far Right ideologies being aired.

Immigration
Some participants spoke of issues relating to immigration needing to be addressed within their classrooms.

They tell me that these have impacted teaching and learning and required addressing. Although participants believed that FBV were relevant, some did not feel the need to refer to them within lessons explicitly. Mary talks about different demographics across schools. She tells me:

> My kids have gone to school in (refers to a rural area of the South of England) where you hate using words, but you have to use them; there are probably two Black children in their school still. It was the same when I went to the same school. When I taught, when I first went to teach in (names her urban school in the Midlands), my eyes were really opened wide. And then I used to bring my kids up occasionally if they had training days and I had to take them to work. They would sit in silence because they hadn't experienced it [a multicultural environment]. They didn't know it, and it was completely alien to them to see different cultures and different cultural backgrounds because it is predominantly just white British people in (names a rural area in the South of England).

Hannah raised concerns about the word "Terrorist". In her lessons (RE), she tells me she does a word association where she asks pupils to say the first thing that comes into their minds. She says:

> When I did it with the word "Terrorist", the majority of students, who aren't Muslim, wrote Muslims or Islam, and I think that's quite difficult. It must be quite difficult if you are the Muslim student sitting in that classroom with 30 other people who are no faith or Christian.

Ellie, Sarah, Claire, and Hannah all mention or refer to situations related to right-wing supremacist groups.

Claire, who talks about how safeguarding in her school needed to emphasise the far right, refers explicitly to Brexit and the divisions in school and society raised as a result. She tells me:

> Brexit, in a school like ours, which is probably split down the middle, and has got an equal number of people who, when you teach migration pupils [half] will sit and say, actually, do you know what, the EU is a wonderful thing. Migration is fantastic, and a varied Britain is wonderful. We all need to appreciate what we've got. Right down to the other side, who are absolutely no, we shouldn't have any immigrants.

Hannah also refers to Brexit. She talks about a situation in her classroom where she taught democracy and put pupils into groups asking them to devise a political party and slogan. She tells me:

> There was only one lad in the class who wasn't white, and when he stood up, he was the party leader. And all of their policies were about getting rid of immigrants! [At this point, Hannah's voice goes high pitched, and her voice and mannerisms suggest surprise/shock.] And I just listened, and I'm thinking – I obviously didn't say anything, but I was thinking – do you understand that your family have immigrated to this country at some point? And it was really interesting that he got on that mentality. I mean, their slogan was something like "Brexit means Brexit," and I was just like… and I think that is why you have to teach it… and I just spun it as, well, my family emigrated to this country from Ireland. We are not English. All of my family came over from Ireland when there was trouble and Catholics couldn't get work and so they had to come to England to get work. And so, none of my family are English. We are not from here. And I spun it that way, and I said most peoples' families if you went back, they wouldn't be from England originally, and he was like, oh… no my parents aren't from England [said in a sheepish tone] and I was like oh [again said in a sheepish tone] err you maybe wouldn't be here then if that was your policy? And that's what we were going to follow. So, I think it is important to do those lessons just so we could pick up on those misconceptions.

<div align="right">(Interview – Hannah – Head of RE)</div>

Hannah also talks about issues within local communities, which stretch into schools. She tells me that "a lot of it is the media and where our students are growing up. They are growing up in a very enclosed white working-class area". Giving an example from her local area, she states:

> They have moved a lot of refugees into the hotel up the road, and the prejudice and the racism that is coming through on Facebook, and the arguments I am having with people, and its "O they are walking around," and "There are men walking around together; I feel intimidated". And when you say, "Well, what have they actually done?" "Well, nothing. But they shouldn't be walking around". Why? Why shouldn't they be walking around? Because they are not white? We are not used to it in these parts, because nobody here where I live, like you, wouldn't see people other than white British people. And I think [mentions area where her school is located] is very similar and its… I think that is why it is important to teach it because, by the end of

the lesson, they are not associating "Terrorists" with Muslims. They are associating terrorism with anybody who has "extremist" views. And I think that is the importance of teaching it. It's getting to that point where it's not religion; it's "extremist" views.

<div align="right">(Interview – Hannah – Head of RE)</div>

Matthew tells me:

> Within sort of the area that I live in, is kind of a kind of working-class, predominantly white area. We probably have a different sort of; I speak collectively rather than though including myself, I've never sort of been towards being sort of bigoted, racist, or homophobic xenophobia, or sort of hateful against people. I've been an open, quite sensitive sort of person, but I'm probably sort of an outlier in some respect for the area that I live in, where it's… I don't think you find that people, sort of, within my area, sort of, are concerning themselves with people. When I say concerning, and that sort of thinking about people of different races, and different sort of religions, on a day-to-day basis because they have so little exposure to it.

Ellie points out, "If you are in a multicultural place local like [names a city in the Midlands] compared to if you are in [names a county in the Southwest] is going to be very, very different. So, I don't think there's a one model fits all, to be honest".

It is clear from these comments that there are issues from wider society brought into schools. These issues cause concerns for class teachers that require adaptation of practice. Training, therefore, should be provided to teachers.

The following section turns to training and identifies the activity that participants have undertaken.

4.5.2 Training

Findings from this small study suggest that training is varied. Emily, Mary, Ellie, Hannah, and Claire talked of regular Prevent training; however, Sarah and Matthew shared different experiences. Sarah spoke of talking to a police officer that lasted thirty-five minutes and explained that she was disappointed and felt that this was not enough. Matthew (an NQT in an inadequate school) remembers no Prevent training in his workplace, although he recalls having training as part of his recent PGCE course. Emily reflects upon the training she had

and makes a practical, valuable recommendation for Prevent training in the future; Senior Leadership should allocate time for teachers to embed the knowledge gained on training sessions into the curriculum and practice. Mary values the online training program because she can return to the information and refresh her mind. Hannah feels that annual Prevent training "is a really good thing". What is clear is that, although training appears to vary, there are positive comments and useful suggestions for future practice.

The next section turns to teachers' opinions on their role as "Policy Actors" and "Counter-Terrorism Operatives".

4.5.3 Teachers' voice on their role as "Policy Actors" and "Counter-Terrorism Operatives"

This research is important because it provides teachers with a voice on their role as "Counter-Terrorism Operatives" and "Policy Actors". The purpose of this section is to highlight critical thoughts and opinions shared by participants.

Claire is keen to share:

> I think what is really interesting (and this is just my personal viewpoint as a teacher), how the Government might develop policy in waves, without actually thinking about things longer term. They are reactionary. I would say government policy is reactionary. So, there's a "Terrorist" attack by a Muslim person, all of a sudden, that becomes the story of what schools should be doing and actually then neglecting the other issues. And then there's a wave of the county lines drug issues, and all of a sudden that's new and it. It has become rather than like, right, okay, let's look long term at where things going, let's look at the advice we've had – Because we knew the county lines was a problem for years before it became something we've talked and discussed in schools. And yet, it becomes close to the fore when it becomes a media issue. And actually, it's another job; let's add this to the list.

> (Interview 5 Claire)

Hannah points out:

> The Government haven't actually given any guidance on how they want [FBV promoted] … they have said that they want these things implemented in the curriculum, but there is no guidance to say how they want them implemented. And I think that is a tricky thing because my interpretation could be completely different from how they actually wanted it to be taught.

Where is the guidance to say how you promote it? You are being judged on promoting it; you are being told you have to promote it, but how are we judging what that is? What it looks like in a classroom? I think that's very difficult to… you'd hope that most teachers genuinely just promote British values because they are just – they are just human values anyway, aren't they? Mutual respect, individual liberty, democracy; they are values that should be being promoted anyway. But I don't know. Maybe more guidance is needed on actually how they want it implemented.

(Interview 2 – Hannah)

With regards to if countering terrorism should be part of a teacher's role, Mary tells me:

I think it was probably prior to the training or during the initial training that was shared. I think… I think it was just overwhelming. I think it was just overwhelming because DON'T WE DO ENOUGH, and DO WE… and if we don't recognise these things, if we don't pick up on those things, should we be blamed, and should we be responsible for having not picked it up? And I think I just thought... No… too much. Because I don't want that responsibility, but with teaching now, the responsibility is just so huge and so varied anyway. And then I think through the training and actually the communication and we do spend a lot of time with children, and it HAS to be part of our responsibility in terms of recognising it and picking it up and knowing, knowing our pupils.

(Interview 4 – Mary – PE former SLT)

Although Ellie is concerned about the number of roles teachers undertake, she acknowledges, "I think because we access every child in the country, unless they are being home schooled, teachers get to everyone" (Interview 3 – Ellie – Science SLT)

What is clear from these comments is that teachers consider themselves to have a wide range of roles that stretch far beyond those of an educator. Interestingly, all teachers interviewed believe that counter-terrorism is part of a teacher's role. As previously referred to, Sarah talks about how teachers enact government policy every day when implementing the curriculum but explains the negative implications of political and policy changes on a teacher's role. She is clear, though, that she believes Prevent very much comes under the role of safeguarding. She tells me, "Radicalisation is abuse. They are abusing people and [addressing] that is a part of our role". "Abuse" is a strong word, and strength of emotion accompanies the sentence. The PDS 2015 states:

Protecting children from the risk of radicalisation should be seen as part of schools' and childcare providers' wider safeguarding duties and is similar in nature to protecting children from other harms (e.g., drugs, gangs, neglect, sexual exploitation), whether these come from within their family or are the product of outside influences.

(Department for Education, 2015, p.5)

Radicalisation, or indeed the risk of radicalisation, was normalised as abuse when the government identified it as a safeguarding issue. According to Foucault, "normalisation becomes one of the great instruments of power at the end of the classical age" (Foucault 1979 pg. 184). For teachers, this became unproblematic and was accepted as part of a teacher's role and duty. Thus, in answering RQ2, which asks what teachers' perspectives are on the profession's requirement to enact the PDS 2015, the data clearly shows that teachers see it as an important part of the role of a teacher. However, as a critical researcher, I, using the lens of Foucault, disagree.

The next section turns to the practices teachers identified as used in schools and within the classroom to implement government policy and counter-terrorism.

4.5.4 Safeguarding

A key change has been to place the risk of Radicalisation and "Terrorist" activities within safeguarding practices. Participants spoke about the importance of keeping children safe and following safeguarding procedures. Claire talks about moving from what she describes as concerns over following British values to safeguarding and keeping children safe. She says:

> I think over time, the aspects of British values that I think people are concerned about has been moved and shifted into safeguarding, and it's become something that is there. It's the hidden curriculum, I suppose, really, as well as the curriculum that we're teaching. Understanding what's going on in our community and with our students is also really important, and it has become a safeguarding issue because of the different extremes that have opened up. I think, particularly since Brexit.

(Interview 5 Claire)

Sarah says, "It's keeping children safe from criminalisation, where they are at risk, and I think that is quite important and fundamental in a teachers' role. More important than the curriculum" (Interview 1 – Sarah – Science Teacher/SENDCO/DSL).

Ellie believes that Prevent should be part of safeguarding and tells me:

> By making it sit separately, it's almost, its, err I don't really want to say it, but I'll say it anyway; it almost feels like it's prejudiced in some respect. It's almost taking some people out separately and say, we've got to be protected against your doctrine, and it isn't. It is still ultimately about young people being able to live in a world free from abuse, attack, risk? […] So yes, I think it probably is better sat under safeguarding because it then just puts the child at the heart of it, and it focuses on the child and their needs, rather than focusing on the needs of, well we don't want to be like this, this, this or this. It's a case you know it's focusing more on the child. So yes, I think it probably should be safeguarding full stop, rather than these different, separate, pseudo-legal, you know that Channel, and all of that.
>
> (Interview 6 – Ellie)

Emily tells me:

> I think we've got a responsibility to, erm, you know, to safeguard and to look after young people as well as teaching our subjects. Regardless of why you become a teacher, it is everyone's primary responsibility to safeguard children.
>
> (Interview 3 – Emily – English teacher)

All participants were aware of safeguarding procedures and the need to keep children and young people safe. Indeed, they all felt it was an important, if not the most important, teacher role.

Participants shared comments on key themes identified. The next section moves to summarise the findings chapter.

4.5.5 Teaching practices

A wide range of teaching practices which participants felt fulfilled government policy requirements to counter-terrorism were shared. Claire talks about the importance of promoting balanced discussions and "playing devil's advocate" to encourage exploring different arguments. As previously explained, she is emphatic about the danger of "single stories". Both Emily and Hannah speak about embedding values and virtues within the school ethos and across the curriculum. Mary gives a wide range of activities that provide the opportunity to promote FBV in the PE curriculum and extra-curricular activities.

Matthew talks about the books he teaches as part of the English curriculum and how, on reflection, countering terrorism through the promotion of FBV can easily be identified. He says:

> You know it's something we probably, sort of, again, we need to sort of build into our lessons, more explicitly. I mean the nature of what we do, I mean we do novels like "Animal Farm," and "Of Mice and Men," and probably "Frankenstein". As well as that, there are things to do with, you know, sort of the idea of tolerance and togetherness, you know, I mean, "Frankenstein" for instance is, you know, about, you know, the rejection of somebody by somebody that's important to them. You know, of course "Of Mice and Men" always brings up the interesting point of the fact that you do have racial epithets in it. So, and then you have the people who are willing to say them as reading them. Because there's, you know because they're okay with it. And then there's the people that are willing to say it because they're getting away with saying a naughty word. And then there's some people who absolutely won't say those words because, you know, it goes against the…; You, you've set up a safe situation for saying, this isn't you this is reading those words; but still, would prefer not to because it goes against their sensibility. And you never push those kids to say the N-word or, you know, sort of any sort of racial remarks because you don't want to impinge upon their values.

(Interview 7 – Matthew)

Mary had asked her PE colleagues before our interview took place if there was anything important they wanted to share. She reads me an email from one of her colleagues:

> In PE, pupils get extensive opportunities to work as a democracy through team sports and even through group activities in any sporting activity. They get to experience a wide variety of leadership opportunities, as well as opportunities to be part of a team and make decisions as a democracy. Extensive published research shows that sport and exercise help to improve self-esteem and self-confidence, which is part of promoting BV, as stated in the DfE advice document.

> There is again, [Mary stops reading] and that refers back to it, doesn't it, the information about Radicalisation and low self-esteem, and getting involved in things like that, because of self-esteem. [Mary starts reading again.] It teaches pupils how to understand and work within the rules of several different sports, which naturally teaches them right from wrong. PE lessons naturally also provide more opportunities than other classroom subjects to teach pupils right from wrong in relation to how to treat other pupils, how to respect and treat others. PE gives pupils the opportunity to learn about and respect other people's religions and beliefs, that may affect at times how they take part in PE. Finally, extra-curricular activities help promote FBV.

It is clear from participants that they have not necessarily introduced practices as a specific result of the PDS and the requirement to promote FBV; however, they have been able to identify practices that currently exist and fulfil these requirements. Sometimes they are highlighted explicitly to pupils as promoting FBV, although often they are not.

A specific change in practice has been identifying the risk of Radicalisation as a safeguarding issue. The next section provides teachers with a voice on incorporating the risk of Radicalisation and "Terrorist" activities as a safeguarding practice.

4.6 Summary

This chapter has identified the PD policy trajectory. It has highlighted the findings gained undertaking both policy archaeology and policy analysis. The discussion chapter intends to bring together the literature review to policy archaeology, policy analysis, and focus group interviews. It will address and answer each of the research questions.

Chapter Five Discussion

The purpose of this discussion chapter is to draw together the literature review, theoretical and conceptual framework, and the findings from policy analysis and interviews in order to answer the research questions:

1. What are the aims of the Prevent duty: Departmental advice for schools and childcare providers 2015, and how did this counter-terrorism policy develop?

2. What are teachers' perspectives on the requirement of the profession to enact the Prevent duty: Departmental advice for schools and childcare providers 2015?

3. What activities have secondary schools and teachers introduced in response to the Prevent duty: Departmental advice for schools and childcare providers 2015 that can be shared as good practice?

This discussion chapter will be split into five main parts. The first section will discuss the key concepts in light of the policy analysis and data collection that has taken place. Section two will reflect on the work of Foucault and the use of Scheurich's PA as a method. The third section will consider the nature and role of a teacher. Section four will reflect on concerns about the detrimental effect of political change. Section five will look at concerns raised by politicians and teachers at schools with separate communities. Teachers also raised concerns about how narratives from the media impact schools and the classroom, so section six will reflect on the role of the media.

The first section will reflect on the theoretical and conceptual framework.

5.1 Conceptual framework

When identifying the theoretical and conceptual framework of this thesis, I turned to the work of Foucault. Foucault is known for his work on power and discipline, which investigates power through surveillance and knowledge creation. However, Foucault also specifically looks at the power held by the State over life in two different ways. Firstly, the state holds power over the individual body (at the individual level or anatomically), and secondly, biologically or at the species level. These two forms of governance he calls anatomo-politics and biopolitics. Anatomo-politics comes through the discipline of bodies, and biopolitics is

the government of life at the population level. This section will first examine government, governmentality, and technologies of governance, and the second section will reflect on biopolitics and biopower.

5.1.1 Government, governmentality, and technologies of governance

Foucault identifies a change during the eighteenth century from sovereign power to new forms of government (Foucault 1991). The task of government became understood as acting on the details and conduct of individuals and populations in order to increase security and well-being. Statesmen and Politicians then saw their role as to govern rather than to rule. Foucault uses the term "Governmentality" to describe the techniques and procedures used to govern or administer the populace. Government technologies are the "humble and mundane mechanisms by which authorities seek to instantiate government" (Rose & Miller, 1992 pg. 281), and it is through technologies of government that the political rationale becomes feasible.

The education system, curriculum and PDS have been identified as technologies of governance (Dresser 2018; Papanastasia 2012; Popkewitz 1997). The PDS was dictated to schools and teachers, and when asked, those who took part in this study believed that preventing extremism and countering terrorism is very much a part of a teacher's role. Sarah believes that Prevent is part of keeping children safe from criminalisation and is a teacher's fundamental role. She believes that teachers enact government policy every day as part of their role. Although there are issues enacting government policy, she believes that FBV should have always been there and should be at the centre of what people do. She says, "We are not just educating young people; we are trying to make successful adults… being a successful adult is being able to survive in British society". Evidence from SSIs shows that all teachers believed that promoting FBV and countering terrorism was an important part of their role; however, I, as a critical researcher, disagree.

Farrell describes FBV discourse as panoptic in scope (Farrell 2016). Similar to how the Panopticon encourages prisoners to behave in a way they would if correctional officers were watching (Foucault, 1979), the perception is that PDS and FBV agenda watch over teachers, coercing them into behaving as if there are secret police listening into classrooms. It could also be argued that the inclusion of FBV in the new Ofsted framework 2014 coerces teachers

into conforming because they do not know when an inspection may occur. Perryman et al. ask the extent to which inspection regimes (particularly Ofsted) influence the work of a school. The question arose because, although inspection was not the original focus of their research, so many participants instigated conversations about Ofsted that the researchers undertook a secondary analysis of the data they had collected. This analysis found that the influence of Ofsted was so strong in schools that policy decisions were being made to conform to Ofsted's expectations (Perryman et al., 2018).

Indeed, there are two ways the Government encourages self-regulation in schools, namely through Ofsted inspections and legislation. Firstly, because the government's Ofsted inspectorate can visit a school with less than twenty-four hours' notice (and with only fifteen minutes if judged appropriate) (OFSTED, 2019), the fear of little or no notice Ofsted Inspection promotes self-regulation within the education system. Secondly, government policy, set in legislation, legally requires teachers to act. Thus, in following Foucault's work and considering the findings of Perryman et al., the suggestion is that teachers are coerced into self-regulation via Ofsted and legislation.

The philosopher Zygmunt Bauman disagrees with the argument that individuals are coerced. Bauman neatly describes the Panopticon as "seeing without being seen, surreptitious surveillance with its objects made aware that they might be closely scrutinised at every moment yet having no way of knowing when they are indeed under observation (Bauman 1998. pg. 22). Bauman, however, argues that, originally, there were, in fact, two panoptical institutions, industrial factories and conscript armies, which male members of society could be expected to pass through, thus acquiring habits for obedience. Bauman believes that society has moved on from this and that, rather than being coerced by policing, individuals are integrated through seduction, advertising, or need-creation (Bauman 1998). Having interviewed teachers and listened to their voices on their role as "Counter-Terrorism Operatives", and although I can understand how it could be argued that teachers might feel coerced into action by the Government and even seduced by society, participants stated that there is something fundamental in the nature of individuals who choose to teach that makes them want to care for and protect children and young people which can lead them to comply. This is not coercion, seduction, advertising, or need-creation; it is the nature of some individuals to care for and act accordingly. However, I believe that the role teachers

play in caring for their pupils does not equate to the role they have been given as "Counter-Terrorism Operatives".

When asked about the requirement to promote FBV, Mary states, "I think teachers naturally per se have these values and teach them as we go along because we have these values. And because I think if you didn't have those values, then you wouldn't necessarily be in the teaching environment". When discussing teacher's role as "Counter-Terrorism Operatives", Ellie states:

> I don't think it's the natural role, but I think it's the natural personality of the vast majority of people who teach, erm because it's all about connectedness it's all about people, and it's all about doing the best for someone else otherwise we wouldn't be doing it so I don't think it's natural for the role but for us as individuals as humans that we would do it anyway.
>
> (Interview 6 – Ellie – Science teacher)

Foucault would characterise teachers as policy subjects. As a teacher, I believe I naturally took on the role of parent and carer. Indeed, it is even set down in law that in parents' absence and when a child is on their register, teachers are loco parentis (Latin for "in the place of a parent"). Although schools are under pressure from Ofsted, I believe that many of the actions teachers do are outside the remit of an educator because they care about children and young people and want the best for them. The important thing to be recognised, though, is that the roles that teachers carry out, through both choice and requirement, are outside of the remit of an educator.

Although the Government assert power and authority through Ofsted and legislation, which acts to discipline and results in schools and teachers being coerced into obedience, I believe that we have to acknowledge teachers as individuals who undertake the role because they naturally care about children and young people and want them to have fulfilled lives. In addition, every teacher who participated in this research believed that countering terrorism and promoting FBV is a key role of an educator. However, I, as a critical researcher, disagree.

5.1.2 Biopolitics and Biopower

Biopolitics is a style of governance that regulates populations. It is a political rationale. Biopower is a technology used to manage populations. Foucault's concept of Biopower is important to this research because it concerns the control over bodies and subjects. Biopower, Foucault argues, is a technology that can be traced to the eighteenth century to manage populations. Disciplinary power is about training bodies, and Biopower manages births, deaths and illnesses in a population. Biopower refers, therefore, to a situation in which production and reproduction of life are at stake (Foucault 2020b) (Hardt & Negri 2001) (Rai 2004). It replaces the sovereign right to "take life and let live" with "the right to make live and to let die" (Foucault 2003, pg. 241). Furthermore, Biopower manages populations as groups. In terms of this research, the government manages racial groups by identifying the "Muslim problematic" (Miah 2017a).

Foucault frames racism through biopolitics, managing men as species. In his "Society Must Be defended" lectures, Foucault traces racial divisions from Hobbesian[13] sovereign authority (take life and let live) to biopolitical regulatory power, which is "to make live and let die". Sheth relates this to sovereign authority in global politics following the 9/11 attacks and the "War on Terror". She explains, "The events of 9.11.01, and the epoch that followed it, have led to certain racialised categories such as "terrorist", or "illegal immigrant", or "enemy combatant", that are deployed on similar lines as biopolitical categories" (Sheth 2011 pg. 55). Later in her article, she explains:

> As we explore the newly inscribed racial divisions that divide Muslims from non-Muslims and, suspected terrorists' from, the innocent "we need to probe the sovereign agenda in managing its populations to take up this war throughout the various levels and arenas and institutions in society" […] In the case of the, war on terror/Muslims' certain normalising discourses have been harnessed by various sovereign architects, such as President George W. Bush, Attorney General Alberto Gonzalez, U.S. Justice Department Legal Counsel John Yoo, in order to push a regulatory regime in which the slightest hint of "Muslimism" is sufficient to justify the exercises of disciplinary power (torture, detention, rendition, privation of civil procedures, etc.). But this does not appear, at least on the face, to be a biopolitical regime, but rather an ontological regime, in which terrorism is a presumptive moral

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[13] Thomas Hobbes was a seventeenth century philosopher who argues in his 1651 book Leviathan that society cannot be secure without an absolute sovereign. Hobbes reference to "the savage people in many places of America" (Hobbes 1976 pg. 187) has led to him being referred to as racist.

category linked to "religion" and "culture" most predominantly among other non-biopolitical discourses.

<div align="right">(Sheth 2011 pg. 67).</div>

Although Sheth reflects on post 9/11 America, as identified in this thesis, the U.K. has faced a similar situation post 9/11 and 7/7. In addition, interviews with teachers for this research indicate that racial differences have impacted secondary school classrooms. For Sheth, Foucault's link between biopolitics and racism is important in understanding "politico-racial fragmentation in contemporary society" (Ibid). The social fragments in society are exploited to divide populations. Biopolitical regulatory powers (in the case of this research, the PDS) are put in place, in which individuals can be reported to authorities as a suspect. Discourse reinforces the racial division, and within the U.K., as a result of Prevent, schools and teachers are part of this process.

Having reflected upon the key concepts of Biopolitics and Governmentality, the next section will turn to the work of Foucault and Scheurich's PA.

5.2 Foucault and Scheurich

When I began my doctoral journey, I had not come across the work of Foucault, and I did not think it would be something that I engage with. However, as my journey continued, it became clearer to me that, having chosen to research the requirement of teachers to act as "Counter-Terrorism Operatives", I was obliged to grapple with the work with Foucault. My reasoning was clear; as Foucault himself stated:

> One should study power where it is exercised over individuals rather than legitimated at the centre; explore the actual practices of subjugation rather than the intentions that guide attempts at domination; and recognise that power circulates through networks rather than being applied at particular points.

<div align="right">(Foucault, 1979 pg. 92-102; 2003 pg. 27-34)</div>

My journey with Foucault has not been easy and is far from complete; however, it also led me to the work of Scheurich and PA, and both of these individuals have been significant in my research journey. Scheurich offers a method in which Foucault's work can be translated and applied to policy problems. Creating a PA Methodology Grid (See Appendix 10). not only allowed me the opportunity to come to understand the work of Foucault and Scheurich but

to develop a template not only to support the analysis of the PDS 2015 but for future researchers to use.

5.2.1 The identification of both the problematic area and the policy solution

As previously discussed in Chapters 3 and 4, PA consists of four Arenas. The first PA arena aims to construct the problem to be addressed. The government chose to utilise the education system to counter-terrorism following the 7/7 London transport bombings – terrorism being the problem to be addressed. The problem is that teachers are expected to educate children and young people, develop a classroom environment of mutual trust and respect, yet report pupils to the authorities if they are concerned that they have the potential to become radicalised, extremist, or commit terrorist acts. The root of the problem is portrayed as terrorism. The 7/7 London transport bombings drew the "gaze" of society. The threat of further terrorist attacks on British soil made terrorism a social problem that needed to be addressed. Foucault asks, "How is it that one particular [discursive] statement [i.e., social problem in this case] appeared rather than another?" (Foucault 1972 pg. 27, cited in Scheurich 1994 pg. 300). In Chapter Four of this thesis, I shared Newman's theory that exclusion and alienation can lead to terrorism (Newman 2006). Exclusion and alienation may well contribute to the root causes of terrorism, and teachers interviewed highlighted concerns about communities that are alien to children. However, these social issues are not referred to within the policy discourse. Repeatedly distorted versions of Islam are associated with terrorism, causing the Muslim community to appear to be a problem rather than exclusion and alienation.

Similarly, to Bailey, who writes, "refracting the analysis through a policy archaeology lens allowed the author to unpick what was constructed as the legitimate educational problem" (Bailey 2017 pg. 36), utilising Scheurich's arenas, I was able to unravel the problem and see how the policy solution came to be established. The second arena of PA allowed me to identify the grid of social regularities or the beliefs, relationships and routines in which humans participate, such as treating individuals with respect or taking part in democratic processes. For example, as communicated in Chapter Four, the then Prime Minister Tony Blair, following the 7/7 London transport bombings, spoke of Britain as a tolerant and good-natured nation, stating that those staying here have a duty to support the British way of life.

The use of PA arena two allowed me to identify as the grid of social regularities the behaviours the government would like to see fellow citizens adhere to, such as "respect and tolerance towards others" (Blair 2005b). The second PA arena leads neatly into the third arena, the range of acceptable policy solutions. Following the process from the second to the third arena, I was easily able to identify how FBV developed as the Government's policy solution to the problem identified in the first arena. The first three arenas of PA were extremely useful tools that allowed me to identify and reflect upon how the Government could form FBV as what they believed to be a credible policy solution.

5.2.2 Reflection on Scheurich's Policy Archaeology

Foucault took a historical approach to analysing a situation. He began with the problem and tried to work out its genealogy. Foucault referred to this as "the history of the present" (Kritzman, 1988, pg. 262). In taking a Foucauldian approach, this research firstly identified that schools and teachers are now in a position where they are legally responsible for countering terrorism as a problematic area. This is because teachers are responsible for the education, care and wellbeing of children and young people; however, they are also responsible for reporting children and young people to authorities if they are concerned that they may later become involved in a terrorist act. This role is set in law, so teachers have the role of both educator and counter-terrorism operative. Having identified that the role of being an educator yet having the responsibility of potentially criminalising children and young people is problematic, this research looked to identify how this situation occurred through the use of PA.

In order to work out the genealogy of this issue, and again following Foucault's work, I chose to utilise Scheurich's PA (Scheurich 1994). As previously explained, Scheurich constructed his PA drawing upon the work of the poststructuralist Foucault, although he is keen to point out:

> The emphasis, however, should be on "my interactions" rather than on "Foucault". I do not pretend to have correctly "interpreted" Foucault, but it is from my repeated readings of these works that I developed this new way of thinking about social and education policies and the social and education problems that the policies are meant to solve or alleviate.

> (Scheurich 1994 pg. 297)

5.2.3 Policy Archaeology and Foucault

Following Scheurich's PA methodology, which he based on the work of Foucault, this research highlights the policy trajectory which began following the 7/7 London transport bombings and led to teachers being given the role of "Counter-Terrorism Operatives".

The first arena of policy archaeology aims to study the construction of the problem. In his work *The Archaeology of Knowledge*, Foucault explains "we must show that they [problematic areas] do not come about of themselves but are always the result of a construction, the rules of which must be known, and the justifications of which must be scrutinised" (Foucault 2013 pg. 28). Furthermore, when introducing the first arena of PA, Scheurich quotes Foucault directly, stating, "the tranquillity with which… [social problems] are accepted must be disturbed" (Foucault 1972 pg. 25 cited in Scheurich 1994 pg. 300). Following Foucault's footsteps, this thesis has concerned itself with the construction of social problems, stirring and examining situations that have led citizens to fear terrorist attacks and the government to implement legislation that ultimately requires teachers to act as "Counter-Terrorism Operatives".

In undertaking a policy trajectory, this thesis identified that, following the 7/7 London Transport Bombings, the then Prime Minister Tony Blair spoke of Britain as a tolerant and good-natured nation, pointing out that those who stayed in Britain had a duty to "share and support the values that sustain the British way of life" (Blair 2005a). The underlying implications of this speech and subsequent government counter-terrorism policy were that immigrants, immigration and specifically the Muslim community were, what Scheurich would term, a problem group. This thesis identifies Prime Minister Tony Blair's speech as the starting point for the policy solution, namely the promotion of fundamental British values as a policy solution.

The second arena of policy archaeology looks to identify the grid of social regularities or norms that sustain the problem and solution (Foucault 2013, Scheurich 1994). Social regularities are the subconscious established norms, accepted by the populace, that they unconsciously operate within. Scheurich tells us these are "the daily human micro-practices" that are not consciously created or controlled intentionally. Ball explains that although his work draws upon actors" accounts of the social world, Foucault's work "begins with "the

unconscious structures of thought" and the organising discourses which operate at an archaeological (rules and regularities) rather than an epistemological (claims to truth) level of knowledge (Ball 2013 pg. 4). Identifying the grid of social regularities highlights what has become socially visible and what has become socially visible as a policy solution. The social regularities identified in this thesis are the values identified by Prime Minister Tony Blair in his speech and later to be identified as fundamental British values, namely, democracy, the rule of law, individual liberty, mutual respect, and tolerance of others. The assertion is that society operates within an unconscious framework that policymakers identify and then utilise as a policy solution. In identifying the grid of social regularities as those values asserted by Prime Minister Tony Blair, I was able to understand how the PDS developed and arrived at the promotion of fundamental British values in UK schools and with teachers assigned the role of "Counter-Terrorism Operatives".

In interpreting the work of Foucault and devising the PA methodology, Scheurich has created the foundation not only for policy analysts to dissect policy but for future policymakers to design policies that identify the construction of the problem and create realistic, sustainable policy solutions.

5.2.4 Criticisms of Scheurich's Policy Archaeology

I was drawn to using PA because it takes a genealogical approach. However, it was not the easiest method to follow. It did take time to draw out Scheurich's thought process. Scheurich does acknowledge this. He writes, "I am aware, however, that policy archaeology and its attendant assumptions are complex and sometimes ambiguous; I am similarly aware that I have left loose ends and confusing contradictions" (Scheurich 1994 pg. 313). However, despite his self-criticism, he concludes that he has initiated a new policy problematic which he hopes will both incite critique and utilisation. After reading and re-reading both Scheurich and Foucault's work and reflecting on the complexity of Scheurich's methodology, I decided to create a grid to ensure I addressed the requirements of each of the arenas (See Appendix 10). The PA grid takes key questions asked by Scheurich and places them on a table for policy analysts to complete. Thus, using the PA grid ensured that all fields were covered.

Although I found Scheurich's PA an informative tool in allowing an analysis to reflect on the key root causes of a problematic area, it was disappointing that there are limited examples of policy analysis using PA (see also Bailey 2017; Hobbs 2016; Meyer & Keenan 2018; Shirley 2017; Walton 2010; Winter 2012). Winter also raises potential weaknesses in Scheurich's PA. She argues that it may neglect the influences of global institutions in policymaking and suggests the addition of the idea of vernacular globalisation to broaden its geographical scope (Winter 2012). Having created the PA grid and following Scheurich's desire that PA will incite critique and utilisation, following completion of this thesis, I will revisit PA and CPDAF to see how they might be developed further.

Having reflected on the connection between the work of Foucault and Scheurich and considered Scheurich's PA, I will now turn to the nature and role of a teacher, specifically as a counter-terrorism operative. I will first share my position before investigating teacher identity and moving on to describe how teachers who participated in this research consider their professional role.

5.3 Teachers as "Counter-Terrorism Operatives"

Part of the aims of this research is to investigate the role of the teacher as a counter-terrorism operative. During my time as a teacher in a secondary school, I observed first-hand the Prevent journey. It began with the policy documents Preventing Violent Extremism Winning Hearts and Minds (Department for Communities and Local Government 2007), where schools and teachers were advised that the Government intended to address "extremism" through effective use of the education system. A year later, this was followed by Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism (Department for Children Schools and Families 2008), which stated that teachers concerned about individuals were to seek advice from the police via the school liaison police officer. As a teacher, I was nervous about being asked to breach the sanctity of the classroom by reporting children and young people to the police. In addition, if I felt concerned and reported a pupil to the police, I was unclear about the longer-term implications for the pupil. There has been no criminal act conducted, simply a concern from a teacher. When I embarked upon my PGCE journey, I did not expect to be required to

report what took place in my classroom to the police because I thought that there might be a chance that my students would become terrorists in the future. I was not provided with any training to enable me to identify those at risk of radicalisation, extremism or committing terrorist acts. The written guidance of what signs to look for was similar to the skills I was looking for that make someone good at RE. This led me to question the nature and role of a teacher.

Hannah also believes that the government is right to give teachers the role of countering terrorism because it is important that children and young people do not just hear one viewpoint. She refers to "the ideologies they have had at home" (Interview 2 Hannah Head of RE). She explains that teachers can identify ideologies that children might be hearing at home and have difficult and sensitive conversations with children and young people, countering these views where necessary, thereby ensuring that children and young people do not hear single narratives but a range of voices. Claire also refers to home as a place where children and young people are provided with a single narrative, arguing that it is the teacher's role to act "on a neutral level" and provide and promote balanced discussion (Interview 5 – Claire – Geography teacher/SLT).

Emily also talks about how Prevent is an important part of the role of a teacher. For her, countering terrorism is keeping children safe, and she adds, "Regardless of why you become a teacher, it is everyone's primary responsibility to safeguard". Keeping Children Safe in Education (2020) repeatedly uses the term **All** staff. The prevailing discourse is that Safeguarding is everyone's responsibility, and this is what teachers believe and is true. However, there is a juxtaposition between the requirement to keep children safe and acting as a counter-terrorism operative reporting children as potential terrorists. The re-framing of Prevent as Safeguarding does not change the requirement of teachers to report individuals as potential terrorists; it just uses a different lever and provides reasoning that teachers accept and see as a natural part of their role. Once again, I turn to Foucault's biopower and highlight the PDS as a technology of governance. Teachers have been instructed to act as surveillance operatives or counter-terrorism actors, and this is a way of the Government controlling individual bodies and the population.

Interestingly, Sarah, Hannah and Emily were not teachers when Countering International Terrorism, the United Kingdom's Strategy (H.M. Government 2006) was originally introduced, nor the Prevent Strategy (H.M. Government 2011). However, they were teaching in 2015 when the Prevent Duty Strategy (H.M. Government 2015) was published. There was a distinct change in discourse at this point, not only within policy but also within the media. Prevent became firmly linked to safeguarding, and when suspected terrorist attacks happened, the government and authorities quickly identified these cases as mental health issues and not terrorists (Butler, 2015; Noor et al., 2019). The narrative was very different before 2015. Sarah, Hannah and Emily may have a different perspective because they did not experience teaching under preceding legislation and have only heard the safeguarding discourse. In terms of discourse, here again, I highlight the juxtaposition between the teachers role to keep a child safe and the duty to report a child whom a person trained only as an educator identifies as having the potential to be radicalised and commit a terrorist attack, an act which has the potential to cause that child unknown harm.

Mary, who has been a teacher at the same school for 26 years, states that when the Government first announced that teachers were responsible for countering terrorism, she thought it was not the role of a teacher and that the responsibility was being passed to teachers who already had huge responsibilities. However, she explains that once she had had Prevent training, she realised that it is everyone's responsibility, not just teachers but also police, parents, and everyone.

Ellie has been a teacher for 28 years and has worked in various school settings and roles. When talking about Prevent, she explains that she believes Prevent sits as part of safeguarding and should have been there all long. However, when asked if she thought it was a part of the role of the teacher, she tells me that the teacher's role has expanded far beyond teaching and adds:

> Ultimately whenever there's something to do in society, the first port of call is we'll dump it on the teachers, you know, regardless of whether they're trained, regardless of whether the right people to do these kinds of things... I don't think it should be part of our job. But I think it's inevitable that they'll make it part of our job without any consultation... I just think it's convenient and they can legislate around education we just we just keep taking, keep taking, keep taking it, you know, new government new legislation for education new government new legislation, so it's probably just a very bad habit of the Government's, really, that we are the easy set

of professionals to do too so is it right to use us probably not, is it convenient to use us, yes I think it probably is.

Both Mary and Ellie talk about how they initially felt overwhelmed when the PDS was implemented, and both referred to Prevent as another thing to add to the list of things that teachers have to do; however, ultimately, they both believe that it is a part of the role of a teacher and a part of keeping children safe. They, as teachers, believe that it is part of their role; I, as a critical researcher, do not. In questioning the role of the teacher and the reason they believe that additional duties such as countering terrorism are an important part of their role, I now turn to modes of influence and the establishment of the educational good.

5.3.1 Belief in the "educational good"

This research took a Foucauldian perspective, and so when looking at the establishment of the education good, I came across the work of Allen (2016), who reflects upon the "educational good" in late antiquity. In his book, Allen explores three fragments from the second to the eighth century to investigate the provenance of the belief in "educational good". The first considered the educational good of a Roman tutor whom he describes as weak and having to convince his patron of his wisdom and necessity. Here, he argues, we find tutors employing the technique of seduction where those to be educated are seduced into believing the promise of education in advance or are seen as having already accepted the authority of education (Allen 2016, pg. 252). The second fragment is taken from early Christianity, where the educational good comes from persuading someone to be baptised into the Christian faith. In order to be saved from devilry, a person needs to be educated. Here personal suspicion is encouraged, convincing them that only through education will they be reformed (ibid). Finally, the third fragment, again from the early Christian church, Allen describes as a strategy of diversion. He writes:

> The educational good of the early monastery was tied to systems of denial by which members would inflict monastic discipline upon themselves as if it were a privilege to do so; only those who were prepared to prostrate themselves before the gates of the community would be admitted. This good was to be forever approached and

never realised despite the tireless devotions of an entire community working according to its regimen. And if the educational good to which all aspired appeared to manifest itself, either in pious individuals or in pious acts, these individuals and acts were to be suspected for their vainglory.

(Allen 2016 pg. 251)

This reflection on, what Allen describes as diversionary techniques, compelled me to reflect on how discipline was used to identify those who were prepared to prostrate themselves in order to be admitted to the monastery. Allen identifies models of influence that I note within the utilisation of the role of the teacher as a counter-terrorism operative. Namely, seduction, suspicion, and diversion. I argue that the prevailing discourse uses seduction, suspicion, and diversion to persuade teachers that it is their role to counter-terrorism. I must recognise and add to this discussion that I consider myself as having succumbed to these techniques.

The next section will explore these models of influence.

5.3.2 Seduction, Suspicion and Diversion as Modes of Influence

Allen identified seduction, suspicion, and diversion as modes of influence in the provenance of the illusionary belief of the good in education. For Allen, these modes were used by teachers to persuade their pupils of the need for their services. Here I consider how seduction, suspicion and diversion are modes of influence over teachers, who, as identified in this research, have an innate sense of the nature of teachers and education as good.

Terrorist attacks in the UK and beyond have created a climate of fear and suspicion which can have significant consequences. I am reminded of the London Metropolitan Police's tragic shooting at Stockwell Tube Station of Jean Charles de Menezes (BBC 2005). This took place within days of the 7/7 bombings. The officers who shot Mr Menezes believed that he was a suicide bomber intending to detonate a bomb on the train and were not prosecuted (BBC 2006). Following the 9/11 attacks, police in Britain and the US moved to an "anticipatory approach" (Dershowitz 2006), as a result of which Jean Charles de Menezes lost his life. O'Driscoll explains that the police officers "merely demonstrated a readiness to take precipitate action in the face of what they perceived as a justified fear of terrorism, in accordance with the dictates that govern the global war on terror, to which their government is a party" (O'Driscoll 2007 pg. 149). This "anticipatory approach" to countering

terrorism is reflected in the requirements of schools and teachers, which resulted in a ten-year-old boy allegedly being interviewed by the police without the knowledge or consent of his parents after writing in school that he lived in a "terrorist" house instead of a "terraced" house. Likewise, the case of a four-year-old being referred to the Channel after explaining his picture of a "cooker bomb" which was a mispronounced "cucumber" (Busher et al. 2019; Lundie 2019; Lowe 2017). A climate of fear and suspicion and an anticipatory approach, I believe, is dangerous. Schools and teachers have been drawn into this via both discourse and legislation. This fear, suspicion, and the nature of individual teachers who perceive education as good means that teachers believe it is part of their role.

Teachers participating in this research indicated their belief that it is within the role of a teacher to undertake the duties ascribed here as that of a counter-terrorism operative. The linking of Prevent to Safeguarding and Keeping Children Safe was key in persuading participants that countering terrorism is within the remit of a teacher. I would argue that teachers see "the good of education" as identified in the fragments shared by Allen (2016). Furthermore, techniques of seduction and diversion and an innate conviction in the good of education are used to coerce teachers into believing that it is their role. Teachers step into the moral story of the good of education, leading them to believe that they "should" be doing everything within their power for the "good" of their pupils. I would add to the detriment of themselves.

5.3.3 Adding the responsibility of counter-terrorism operative to the role of a teacher

The policy trajectory shows that the Government intended to utilise the education system to implement counter-terrorism policy, thus adding to the role of a teacher that of policy actor and counter-terrorism operative. The PDDAfSCP 2015 claims to provide advice to the statutory guidance; however, in reality, my analysis identified that the document places responsibility on individual schools without providing clear direction. The key aims given by the PDDAfSCP 2015 were to directly inform schools of their requirements under the Counter-Terrorism and Security Act 2015 and advise where to find further information, support, and guidance. However, this thesis argues that, although the title and stipulated aims offer advice, the policy document asserts the writer(s') unchallengeable authority. The

document reminds us that the law governs schools, teachers, and all who work within the education system. The PDDAfSCP 2015 is an instrument of governance, not guidance.

The next section will turn to the training of teachers as "Counter-Terrorism Operatives".

5.3.4 Training needs

Countering terrorism is a significant civic responsibility and public service. The Prevent Strategy 2011 is clear that "Schools are important not because there is significant evidence to suggest children are being radicalised – there is not – but because they can play a vital role in preparing young people to challenge extremism and the ideology of terrorism and effectively rebut those who are apologists for it" (H.M. Gov 2011 pg. 64). Recognising the importance of the role of schools and teachers in countering terrorism, an important part of this research asked what training teachers were provided with. When participants were asked about their training to carry out this important civic duty, they gave a range of responses. For example, although she does describe some training, Sarah does not believe that she has had specific training on countering terrorism. In addition, Sarah (the SENDCo in her school) specifically feels that she does not know the knowledge needed to effectively promote FBV with children with autism or social and emotional needs, behavioural needs, and mental health needs. Although Hannah has had Prevent training, she tells me, "I think they need to be clear about how they actually want it to be implemented. Instead of just saying that they want to put it into the curriculum. We need guidance on how to promote it. You are being judged on what you do to promote fundamental British values, but how are we judging it? What does it look like in the classroom?" Emily raises an important point that, in addition to training, teachers should be given additional time to process knowledge received in training and then time to plan and embedded within the curriculum. Teachers are not given the time to do this. This is something also highlighted by Mary and Hannah. Teachers only questioned the quality of the training, not the purpose, because they all felt that it was important and that they should have the training and undertake this role.

What is notable is that, when asked, teachers question only the quality of the training, not its purpose or point. No one questioned whether or not it was appropriate to report a child. It was taken for granted that it is a part of the role of a teacher. It has been accepted as a policy.

5.3.5 Teacher identity

When questioning the role of a teacher and asking teachers for their voice on the requirements of their role, it is important to address teacher identity. Hanna et al. (2019) reviewed 20 studies that looked at teacher identity and appeared in peer-reviewed journals between 2000 and 2018. They identified six components of teacher identity: view of self as a teacher, reason for teaching, dedication to the teaching profession, ability to carry out the role of a teacher, understanding of the tasks of a teacher, and job satisfaction. Out of these characteristics, participants interviewed for this thesis specifically focused on motivation for teaching as the key to understanding the role and image of a teacher.

It is clear from comments made by participants that they see countering terrorism as very much a part of the role of a teacher but specifically linked to keeping children safe and preparing them for adult life. Participants link this back to *motivation* and why they wanted to become a teacher. Furthermore, participants identify countering terrorism as an important task (*task perception*) to be carried out by teachers. It is part of their view of themselves as teachers (*self-image*). Although participants made no specific link, the role of a teacher as a counter-terrorism operative could also be linked to *job satisfaction* – the perceived satisfaction that teachers can keep children safe by following safeguarding practices. Finally, although participants feel able to carry out the pedagogical role of a subject teacher (*self-efficacy*), an important part of this research aims to ask teachers about the training they have been given to undertake this role.
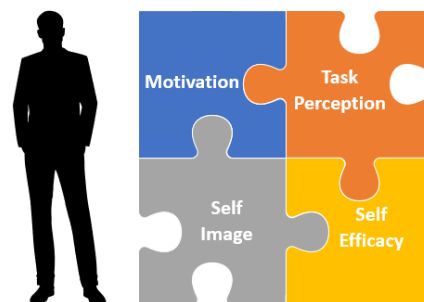
The next section will turn to the training that teachers have been given to prepare them to undertake the role of counter-terrorism operative.

5.3.6 Intergroup contact theory

In 1954 the social psychologist Gordon Allport published "The Nature of Prejudice". This book argues that intergroup contact under optimal conditions could reduce intergroup prejudice (Allport 1954) (Pettigrew & Troop 2006). He writes:

> Prejudice (unless deeply rooted in the character structure of the individual) may be reduced by equal status contact between majority and minority groups in the pursuit of common goals. The effect is greatly enhanced if this contact is sanctioned by institutional supports (i.e., by law, custom or local atmosphere), and provided it is of a sort that leads to the perception of common interests and common humanity between members of the two groups.

(Allport 1979 pg. 281)
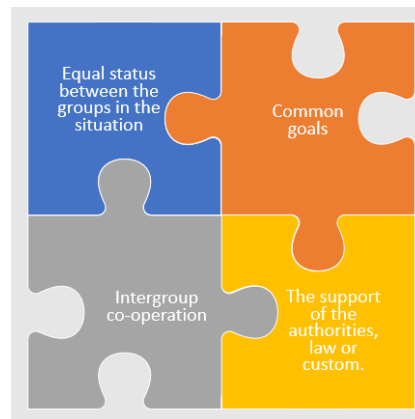
More specifically, Allport claims that reduced prejudice occurs when four features are present: equal status between groups in the situation; common goals; intergroup cooperation; the support of the authorities; the law of custom.

5.4 Concerns about the detrimental effect of political change

Having reflected on biopolitics and governmentality and identified that the PDDAfSCP 2015 is an instrument of governance, I turn to Rose's work "Powers of Freedom: Reframing Political Thought". Rose reflects:

> To rule properly, it is necessary to rule in a light of a knowledge of the particular and specific characteristics that are taken to be immanent to that over which rule is to be exercised: the characteristics of a land with its peculiar geography, fertility, climate; of a population with its rates of birth, illness, death; of a society with its classes, interests, conflicts; of an economy with its laws of circulation, of supply and demand; of individuals with their passions, interests and propensities to good and evil.

(Rose 2004 pg. 7)

Following Rose, I argue that it is necessary to understand the education system in order to "rule" effectively. Nevertheless, teachers interviewed for this research raised concerns about regular changes to government policy and education ministers, which they felt had a detrimental effect on schools, children, and young people.

Sarah tells me:

> I would like to remove education from politics. I believe that nothing is perfect, and we should always be looking at our practice and ways to improve, but I do not think... I think. Everybody says it [names a former education secretary] – everybody hates him because he woke up one morning and thought he knew everything about education and changed everything – we are still trying to sort out that mess, and we are now on our fourth education minister, and everybody wants to come in and make a change – I would like to move away from education being political.

<div align="right">(Interview 1 – Sarah – Science Teacher/SENDCO)</div>

As a former classroom practitioner and teacher educator myself, I have an acute sense of the ever-changing nature of school policy and practice. Ellie spoke about her frustrations over ever-changing politics and said, "we are politically, at the will of the government, whoever is in power whatever they want". There was a real sense of frustration that policy comes and goes (see also Maguire et al., 2013). Those with governance must understand the nature of the education system and manage it effectively. For some of the teachers interviewed for this research, the answer is to remove the control of education from the government and allow teachers to manage the education system as they see fit.

Having identified concerns raised by teachers over the management of the education system and the negative impact of political change, I will now turn to their concerns about separated communities.

5.5 Is separation an issue for schools and teachers?

In the introduction to this thesis, I explained that, when working with my trainee teachers, I tell them about the worst lesson I taught, which followed the Charlie Hebdo attack in Paris on 7th January 2015 (BBC, 2015). Although I tried to explain to my class that Islam is a religion of peace, my pupils would not accept this. Facing the anger and hate of the white working-class pupils in front of me, I recognised that they were afraid in the same way that I had been afraid of the Irish accent as a child. Reflecting on my childhood, although I was frightened of the accent, I do not recall ever meeting anyone from Ireland. As I look back at my Islam and Peace lesson that day, I recognise that the communities my pupils belonged to had little interaction with Muslim families. Thus, they were unable to relate to a community they are essentially separate from.

5.5.1 What did participants say?

Interview participants' comments suggest concern that children are not mixing outside of their communities. Mary speaks of taking her own children to visit the multicultural outer city school where she works and it being completely alien to them because they live in a predominantly white British rural area. Hannah specifically refers to her pupils growing up in a very enclosed white working-class area and talks about the prejudice and racism she sees on Facebook and in her local community. Hannah attributes this racism to the fact that you do not see people other than White British people where she lives and, in the area where her school is. Claire describes her school as a "White Island" school with only a very small number of pupils from ethnic minority backgrounds. This indicates that teachers are concerned about children not mixing beyond their communities. If, as previously indicated, children need to have meaningful interactions in order to be able to relate to different communities, then these teachers are right to be concerned.

5.5.2 What does the literature say?

In a speech to the Manchester Council for Community Relations in September 2005, the then Chair of the Commission for Racial Equality, Trevor Philips, said:

> The aftermath of 7/7 forces us to assess where we are. And here is where I think we are; we are sleepwalking our way to segregation. We are becoming strangers to each other, leaving communities to be marooned outside the mainstream.

(Cited in Husband & Alam 2011 pg. 51)

This speech was critiqued by academics who argued that, rather than the U.K. seeing increasing segregation, it is decreasing (Catney 2016) (Finney & Simpson 2009). Finney and Simpson reflect on what they describe as myths and legends highlighted by Trevor Philips, Migration Watch U.K.[14] and the British National Party (BNP)[15] and perpetuated by social commentators. Finney and Simpson assert that legends are stories that claim truths and contain moral advice, whereas myths are untrue legends. Segregation is a myth that encourages division, tension, and prejudice. They write inserting quotes from Trevor Philip's 2005 speech: "the warning in the legend is clear: if we allow ethnic groups to grow apart there will be deviance, caused by those "outside the mainstream "playing by their own

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[14] Migration Watch UK is a think tank that promotes anti-immigration arguments.
[15] The British National Party are an extreme right-wing party with representatives in local government.

rules". The end result is also explicit: "crime, no-go areas and chronic cultural conflict" (Finney & Simpson 2009 pg. 14). They argue that this rhetoric is a contemporary myth, expressing warnings using selective evidence, which, incorrectly, has social currency. Whilst politicians and academics debate whether or not we are "sleepwalking into segregation", schools and classroom teachers across the U.K. have to address the practical issues of a diverse society in their day-to-day practice.

According to Gorard and Cheng, school segregation is "a product of the uneven distribution of pupils with shared characteristics between schools" (Gorard et al., 2011). Reflecting on the 2011 census data, Harris points out that out of the thirty-two London boroughs, twenty-three are no longer majority White British. Outside of London, Leicester (East Midlands), Luton (North London), and Slough (to the West of London) are all local authorities with a majority-minority population, with Birmingham and Manchester close behind (Harris 2014). This data is significant to this research. There are many local authorities where ethnic minorities live in close proximity, which is then reflected in the local school(s) demographics. However, there are also large proportions of the country where White British pupils will encounter few pupils from ethnic minority backgrounds. In places where different ethnic groups live alongside each other, unless there is meaningful social interaction, there is still a risk of communities being stereotyped and at risk of prejudice and discrimination (Sturgis et al., 2013) (Pettigrew, 1998). Children and young people need to have meaningful contact with people from a range of communities in order to understand them. The government has identified the classroom as the place to address this.

The following section will look to the role that the media plays in influencing the classroom space.

5.6 The role of the media

We can no longer conceive a world or even a classroom without media (Tolic 2011). New technologies have changed classroom practice. Conventional media, namely newspapers, books, and magazines, traditionally utilised in the classroom, now include film, television, the internet, video games, and other digital technologies. However, Wilkinson argues that "When one says "terrorism" in a democratic society, one also says "media." For terrorism by

its very nature is a psychological weapon which depends upon communicating a threat to a wider society. This, in essence, is why terrorism and the media enjoy a symbiotic relationship" (Wilkinson, 2001, pg.177). It not only supports learning, but it purports misinformation. The media plays a key role in shaping public perceptions (Gilks 2020), including those of children and young people. Academics raise concerns about how the media/internet is used not only as a place for recruiting, radicalising, and training individuals to become terrorists (Post, 2010)[16] but where misconceptions about Muslims and Islam are shared. The media, therefore, is a double-edged sword for educators.

A concern I observed as a classroom teacher is a misperception as to how many Muslims live in the U.K. As part of the GCSE RE lesson on Social Cohesion, every year, I had a starter activity that involved asking my Y10 classes to "Guestimate" the number of religious people from each faith in the U.K. The majority of young people in my classes would vastly overestimate the number of Muslims in the U.K., with many giving the percentage of Muslims higher than Christians. Ipsos MORI reports that misconceptions about the number of Muslims in this country are hugely overestimated, fuelled by a focus in the media and elsewhere on Muslims and a tendency that people have to amplify issues they are concerned about (Ipsos MORI 2019).

Several participants raised concerns over the influence of media in the classroom. Matthew explains, "the media don't always do us any favours" and believes that the government should intervene. Hannah is particularly concerned about the media's view of Muslims, which she believes provides her pupils with a single viewpoint. Claire was keen to stress the danger of single stories and the role of the teacher as a professional who should present pupils with a range of views. Hannah hosts a project at her school where pupils have a stand-alone lesson on the difference between refugees and asylum seekers. This lesson takes place before pupils visit a homeless shelter to share stories with refugees and help them develop their English language skills. She describes the project as "invaluable because they [her pupils] are just not used to seeing that level of diversity and listening to those

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[16] Post gives examples of Hamas creating a Military Academy with an online 14 lesson course on bomb making. The Hamas website posting The Mujahideen Poisons Handbook which teaches readers how to prepare poisons and toxins (Post 2010 pg. 22).

kinds of stories". It is clear that the teachers interviewed felt the importance of counteracting "stories" pupils hear through the media.

Although there are concerns about the role of the media, this research found that teachers are working hard to counteract negative views of Muslims, refugees, and asylum seekers. They were keen to ensure that pupils did not hear a single narrative but a range of views to enable them to develop critical thinking skills and understand different points of view.

5.7 Summary

This discussion chapter began with the work of Foucault's work and key concepts, at each stage drawing on findings from the literature, policy analysis and interviews to answer the RQs before reflection and criticisms of Scheurich's PA. Although it was a useful tool, as Scheurich himself tells us, there is room for further development. Moving forward in my academic career, I intend to revisit and further enhance PA as a tool for understanding policy construction. The final part of the discussion chapter considered areas of concern raised by participants, specifically concerns about the detrimental effects of political change, separated communities and the role of the media.

Chapter Six Conclusions

6.1 Introduction

This concluding chapter will be divided into six sections. I will begin by identifying the connection between the work of Foucault and Scheurich and reflecting on PA. The next section will then answer each of the research questions in turn. I then make recommendations for future policy and practice, and research. This concluding chapter will also acknowledge my original contribution to knowledge, followed by the strengths and limitations of the study. The final section will be my learning journey as a researcher.

6.2 Addressing the research questions

This study has investigated teachers" perceptions of the UK government's use of the education system to implement counter-terrorism policy in the secondary school setting. It firstly investigated the provenance of the PDDAfSCP 2015 using PA (Scheurich, 1994) and CPDAF (Hyatt, 2013). Secondly, it identified through interviews with secondary school teachers some of the practices secondary schools have implemented as a result of counter-terrorism policy. Finally, it considered the role of a teacher as a counter-terrorism operative within the context of the education system. This section will now address each research question in turn.

6.2.1 What are the aims of the Prevent Duty: Departmental Advice for Schools and Childcare Providers 2015, and how did this counter-terrorism policy develop?

The stipulated aims of the PDDAfSCP 2015 are to advise schools and childcare providers of their legal responsibilities under the Counter-Terrorism and Security Act 2015 and where to find further information, support, and guidance. Following on from this, the document simply provides reminders to schools of their responsibilities. It seeks to ensure that they are aware that children at risk of radicalisation may display different signs. However, it fails to explain what these signs are. Schools are also reminded of their duties to keep children safe and that it is not necessary to have distinct policies because general safeguarding principles apply. Again, it simply reminds schools that they can build pupils' resilience to radicalisation by providing a safe environment for debating controversial issues and helping

children and young people understand how to make decisions, furthermore, by promoting fundamental British values. It does not give specific guidance.

The first research question was designed to identify the aims of the PDDAfSCP 2015 and how the policy developed. Scheurich designed his PA using the work of Foucault, and because this research takes a Foucauldian perspective, I chose first to undertake a policy trajectory using Scheurich's PA. In establishing the policy's aims and context, I began with Tony Blair's speech following the London transport system bombings in 2005. In this speech, Tony Blair refers to Britain as a tolerant and good-natured nation, stating that those staying here have a duty to support the British way of life (Blair 2005b). This was the starting point for my study because I identified this speech as the starting point of a policy journey, which led to schools' and teachers' legal requirements to promote FBV in the classroom.

6.2.2 What are teachers' perspectives on the requirement of the profession to enact the Prevent Duty: Departmental Advice for Schools and Childcare Providers 2015?

This research sought teachers' perspectives on their role as "Counter-Terrorism Operatives". In answering RQ2 as it is asked, it is clear from their answers that not only do teachers believe that it is their role to counter terrorism, but it is a significant part of their role. However, this is a superficial answer to a more complex problem. Beyond this question, there is a discussion about the right or wrong of asking teachers to undertake a role for which there is no real understanding of the impact of their actions. Critical literature suggests that teachers have become instruments of state security, and this research identifies teachers as "Policy Actors" and counter-terrorist operatives, so it was important to provide teachers with a voice on a role of such importance that has been dictated to them. All of the teachers who took part in this research were clear that they were happy undertaking this role. However, the question should have asked whether or not it was right to impose this role on teachers without understanding the implications.

As I argue within the discussion chapter, having undertaken this research, reflecting on my own experiences within the education system, considering the complex nature of power relations and discourse through the lens of Foucault, and reflecting on the history and

development of the role of the teacher and the education system, I believe that it is wrong to ask teachers to undertake a role for which they are not fully trained, fully confident in and is beyond the role of a subject specialist in a secondary school.

6.2.3 What activities have secondary schools and teachers introduced in response to the Prevent Duty: Departmental Advice for Schools and Childcare Providers 2015 that can be shared as good practice?

This question aimed to provide teachers with an opportunity to share good practices. My definition of the term "good practice" in this context is the term commonly used within education and business settings, which means successful strategies that can be shared with others to improve their "service delivery". Although academic researchers may question teachers' acceptance of the policy as unproblematic, teachers would feel obliged to follow statutory requirements, and when developing the research questions whilst undertaking the role of a classroom practitioner myself, it felt important to provide practitioners with a voice. As a critical researcher taking a Foucauldian approach, I recognise and acknowledge that I approached this research with the presumption that Prevent is problematic and should be questioned. Indeed, the purpose of my research was to investigate the ways in which power and discourse shape and influence practitioners.

When asked what activities teachers and schools have introduced as a response to PDDAfSCP 2015, a range of strategies were identified by teachers as good practices that support the development of community cohesion and promote values (see Appendix 14). Different approaches to the promotion of FBV were taken across the school. Teachers in schools that took a whole school ethos approach to promoting FBV overtly appeared more confident. None of the teachers worked in schools where FBV were promoted in and of themselves. They were adopted into character values or religious values in the case of faith schools. Teachers recommended a whole school ethos approach using values not specifically identified as only British as good practice to be shared.

Interestingly, before taking part in this research, the majority of teachers had not thought about where countering terrorism and promoting FBV naturally appeared in the curriculum. One teacher was not aware that the promotion of FBV was part of the new Ofsted inspection criteria. After agreeing to participate, teachers reported making time and space

to reflect on where countering terrorism and promoting FBV naturally sit within their subject. With this in mind, three of the teachers who took part in the research recommended curriculum mapping within each subject area as good practice to enable teachers to easily identify where countering terrorism and promoting FBV occurs in the classroom.

6.3 Recommendations for Policy and Practice

This section will recommend policy and practice to address the concerns raised within this research.

6.3.1 Provide schools with a range of professionals to support the development of children and young people

Teachers who took part in this research believe that countering terrorism and promoting FBV was a part of their role. However, I would argue that teachers are trained educators and should not be expected to counter-terrorism. The teaching of contraception, for example, is not expected of all teachers even though they are qualified teachers. This research recommends that the role of a teacher be limited to that of a subject-specific educator. Individual schools should employ appropriately trained professionals to undertake roles that fall outside the remit of subject-specific education. Each school should have a full-time Educational Psychologist on-site to provide the expertise that teachers are not trained for. Each school should have a full-time qualified school nurse on-site. Schools should have a named and allocated social worker and a community police officer to work only with that school community. Teachers should not be expected to undertake roles that they are not trained to undertake. Pupils should have on-site support from professionals that both the school and wider community needs, alongside educators, to support children and young people.

6.3.2 Partner schools to support separated communities

Not only have politicians raised concerns about schools with a majority or minority ethnic population, but teachers within this research raised concerns that pupils do not have the opportunity to engage with a range of communities. Teachers believe that this can cause misunderstanding. Although it is impossible to make changes to admission policy to ensure a diverse school population, it is possible to partner schools with others with school

populations that complement each other. This research recommends that schools be twinned with schools in different social settings to allow pupils to work with others from various backgrounds to gain real-life insights into different communities.

6.3.3 Recognise the "Discounted Curriculum"

Teachers interviewed referred to curriculum changes and the narrowing of the curriculum. If the education system continues to be utilised to counter terrorism and promote FBV, this research recommends looking at the curriculum to identify where and how values can be promoted. I recommend including what I describe as the "Discounted Curriculum". Britain's heritage is more complex than people perceive. There is evidence that people of Black (Afro-Caribbean) heritage were settled in Roman Britain two thousand years ago (Alleyne 2016). One of the Roman Emperors who ruled over Britain, Septimius Severus, was a Black African who originated from present-day Libya, which was then in the Roman Province of Africa (Tolia-Kelly 2011). These are important facts about Britain and British heritage that I consider "Discounted Curriculum". Important history that situates a diverse range of communities as part of British heritage may help overcome a sense of separated communities that teachers reported.

6.4 Future research

This section recommends future research in three specific fields: Prevent, Curriculum and Policy Archaeology.

6.4.1 Establishing the provenance of the reframing of Prevent to that of Safeguarding

The UK Government chose to reframe and refocus Prevent; however, there is no information on why this happened. There are no minutes of a government meeting where this discussion took place. Future research undertaking elite interviews with government ministers would provide legitimate insight into why and how this happened. Awareness of this process may help understand and ease future changes in policy direction. Furthermore, it would create transparency, allowing those affected by policy change to appreciate the reasoning behind the need for transformation, thus preventing hearsay.

6.4.2 Discounted curriculum

As explained in section 6.3.3 recommended policy and practice, I identify what I refer to as the "Discounted Curriculum". An important future research project would be to review each Secondary School Subject Curriculum to gain an understanding of what is included before establishing the "Discounted Curriculum" within that subject area. Furthermore, research which involved speaking with children and young people to establish their thoughts on current and "Discounted Curriculum" would be advantageous.

6.4.3 Policy Construction and Analysis

This research utilised both Scheurich's PA and Hyatt's CDAF. Future research developing a Policy Construction and Analysis Frame would support those tasked with future policy construction.

6.5 Original contribution to knowledge

This research is unique and significant because it undertakes a policy trajectory and a PA of the PDS. It is also important because it adds to a small but growing body of research that utilises Scheurich's Policy Archaeology Methodology. Scheurich developed his PA from the work of Foucault, and the creation of a grid for both those who construct and analyse policy is a valuable addition to the field. Upon completion of my Doctorate, I intend to use and develop further the PA grid.

6.6 Strengths and limitations of the study

This section will begin with the strengths of my study before looking at its limitations. I will also consider changes that I might make if I were to repeat this research.

6.6.1 Strengths of the study

My research has three main strengths. Firstly, following the practice of Foucault and examining the history of the present helped me establish the beginnings of the PDS and identify how schools found themselves in the position where they had to promote FBV. A further strength of this research was the development of the PA grid, which allows those constructing or analysing policy a tool to support the identification of Scheurich's policy arenas. A third strength of this research is the voice it gives to teachers at a specific point in time when they are being asked to take on unprecedented duties during a global pandemic.

Furthermore, during the time teachers were interviewed, they were very conscious that learning spaces had been both influenced and affected by global geopolitics and "Brexit". In addition, the world had seen a rise in both far-right movements and the Black Lives Matter movements, and pupils recognised this and global inequalities in their classrooms. It was an important and unique time to speak to teachers about their role as "Policy Actors" and "Counter-Terrorism Operatives". It reflects their voice at a time when they were being asked to risk their lives to take care of front-line workers' children during a global pandemic; when they were being asked to visit the homes of children to ensure their safety and well-being and deliver food; and at a time when teachers were teaching their own children at home whilst managing classes online. These activities are beyond the role they were trained for.

In an interview towards the end of his life, Foucault stated, "my role is to show people that they are much freer than they feel, that people accept as truth, as evidence, some themes which have been built up at a certain moment during history, and that this so-called evidence can be criticized and destroyed" (Martin, 1988, cited in Martin & Waring, 2018, pg. 1295). This research is significant in that it acknowledges the voice of teachers who identify as overburdened with responsibilities far beyond the remit of their role whilst claiming that undertaking surveillance of children and young people in their care for signs of extremist activity is an important part of their job. This research recognises the voice teachers have but, in taking a Foucauldian approach, acknowledges the critical role research plays in highlighting the problematic and serves as a reminder that evidence can be criticised and destroyed.

6.6.2 Limitations of the study

This study was a small-scale study of only seven teachers, so it is hard to argue that it is fully representative of the view of classroom practitioners. Furthermore, because this research took place when the UK was in lockdown due to the Covid-19 pandemic, a limitation was that I was only able to speak with teachers using a video conferencing platform. This limited the data I was able to collect and subtle nuances that I, as the interviewer, might have observed if present in the same room as the participant.

6.7 My learning journey as a researcher

My journey as a researcher has coincided with a time of great family and personal trauma. As I come to the end of my thesis, as an individual and a family, we have healed and are now broken again. The most important thing I have learned on this journey is to make time for myself and put myself first so that I can manage everything else. My brain is precious, and rather than forcing myself to keep going, the better thing to do is to stop, rest and start again afresh.

I have learnt that I am passionate and political and that I have to recognise and acknowledge my own bias. During our part one EdD weekends, I heard talk of "Foucault" and never imagined I would ever contend with his work; however, there was no other pathway. Although I am somewhat nervous to say, I am developing a love for Foucault. This is the start of what may become a love affair.

I have learnt that individuals can make changes. I have learnt the importance of understanding processes and fine minutia.

Most importantly, I have learnt that this is just the beginning of my journey and that I am looking forward to the future.

Post-Script COVID-19

This research was undertaken in unprecedented times. The world was and is amid a global pandemic. The education system in the UK was under tremendous pressure to educate children and young people and keep them safe. During this time, again, the Government requirements of schools and teachers were beyond the remit of educators. We saw headteachers delivering packed lunches to children. People were donating laptops so that children could work online. Teachers were losing their lives to a virus they may have caught in the line of duty. My own younger sister, a primary school teacher in Brighton, was one of the first to catch Covid-19, perhaps from school, and is now suffering from what has become known as "Long Covid" She has had to leave the profession.

Interviews conducted in May 2020 for this research identified that teachers were going above and beyond the role of educators without the support, guidance and training they need. As 2020 progressed, the presumption that teachers would go beyond their role and remit continued. The media and politicians failed once more in recognising the substantial personal commitment that teachers have to their jobs. Throughout the pandemic, Members of Parliament have repeatedly paid tribute to the work of the NHS and fellow politicians. Early in the pandemic, members of the public stood outside their front doors on a Thursday evening to clap and thank the NHS for the tremendous work that they have done. This respect and gratitude from the Government and the media were missing for teachers and those who work in school. It was often misrepresented that schools were closed, and schools never closed for vulnerable children and those of key workers.

The Covid Pandemic has reiterated the dedication and commitment of teachers over and beyond their remit and the failure to recognise what they do and the professionals they are. I hope that this work and any future research I might conduct will help gain recognition for the work that teachers do and the elevation the profession deserves.

Newspaper headlines on Thursday 19th March 2020

https://news.sky.com/story/thursdays-national-newspaper-front-pages-11959965

Frontpage of the Daily Mail, 15th May

Frontpage of the Daily Mail, 20th May

Covid: Grimsby lockdown meals teacher restarts deliveries

5 January

The special needs teacher delivered 135 meals across North East Lincolnshire on foot on Tuesday.

Mr Powles, who dropped off more than 7,000 lunches during the first lockdown, said: "We knew this might happen but didn't have much time to plan, so I was in the supermarket until 22:30 last night buying the food."

The father of three said on the first day of restarting deliveries he walked more than six miles to deliver 135 meals to children.

https://www.bbc.co.uk/news/uk-england-humber-55547807

ONS: Covid death rate among secondary teachers above average, but 'not statistically significant'

James Carr

Mon 25th Jan 2021, 11.11

Secondary school teachers have higher rates of Covid-related deaths than the general working age population, but the differences are not "statistically significant", the Office for National Statistics has said.

https://schoolsweek.co.uk/ons-covid-death-rate-among-secondary-teachers-above-average-but-not-statistically-significant/

News › Midlands News › brumkind

The kind-hearted teacher delivering hot meals to Birmingham kids during lockdown

Deputy head Jamie Barton knows lots of kids at his school and the schools where he lives rely on their free school meal every day - so he and a team of volunteers are making sure they still get regular hot dinners

SHARE

By Zoe Chamberlain
05:30, 25 APR 2020

NEWS

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APPENDIX 1 – ETHICAL APPROVAL FROM THE UNIVERSITY OF SHEFFIELD

Lisa Vickerage
Registration number: 140105782
School of Education
Programme: Doctorate in Education

Dear Lisa

PROJECT TITLE: Educating against extremism: Policy enactment in four contrasting case study secondary schools.
APPLICATION: Reference Number 020534

On behalf of the University ethics reviewers who reviewed your project, I am pleased to inform you that on 28/03/2019 the above-named project was **approved** on ethics grounds, on the basis that you will adhere to the following documentation that you submitted for ethics review:

- University research ethics application form 020534 (form submission date: 18/03/2019); (expected project end date: 01/04/2023).
- Participant information sheet 1045293 version 3 (18/03/2019).
- Participant information sheet 1045289 version 3 (18/03/2019).
- Participant information sheet 1045290 version 3 (18/03/2019).
- Participant information sheet 1045291 version 3 (18/03/2019).
- Participant information sheet 1045292 version 1 (31/05/2018).
- Participant consent form 1045294 version 1 (31/05/2018).
- Participant consent form 1058186 version 1 (18/03/2019).
- Participant consent form 1058185 version 1 (18/03/2019).
- Participant consent form 1058184 version 1 (18/03/2019).
- Participant consent form 1058183 version 1 (18/03/2019).

If during the course of the project you need to deviate significantly from the above-approved documentation please inform me since written approval will be required.

Your responsibilities in delivering this research project are set out at the end of this letter.

Yours sincerely

David Hyatt
Ethics Administrator
School of Education

Appendix 2 – Confirmation from Newman University

John Howard
Mon 07/10/2019 09:57
Inbox

Mark as unread

To: Lisa Vickerage-Goddard;

● You replied on 07/10/2019 09:58.

Dear Lisa

I am pleased to inform you that your application to the Research Ethics Committee for the adoption of externally approved research has now been approved.

Approval has been granted on the basis of the information provided in this application. If it is necessary to change the research purpose, design, methods or participants in any way, then you are required to reapply for approval.

Should you have any queries, please do not hesitate to contact me.

Best regards

John

John Howard
Research Office Administrator
Graduate School Office
Dwyer Building Room DW120
Newman University
Genners Lane
Bartley Green
Birmingham B32 3NT

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Page **171**

APPENDIX 3 – ETHICAL APPROVAL FROM THE UNIVERSITY OF SHEFFIELD FOLLOWING CHANGES AS A RESULT OF THE OUTBREAK OF COVID-19

edu-ethics@sheffield.ac.uk <edu-ethics@sheffield.ac.uk>   Wed, 13 May, 10:47
to me ▾

Dear Lisa

This has now been approved & I have uploaded the documents & approval to your application, so you are now ok to proceed.

Best wishes

Beth

Appendix 4 – Email confirming guidance on video conferencing platform

Christine Winter <c.winter@sheffield.ac.uk>

Mon, 4 May, 11:49

to me

for info.
Chris

---------- Forwarded message ---------
From: **Hadrian Cawthorne** <h.p.cawthorne@sheffield.ac.uk>
Date: Mon, 4 May 2020 at 11:46
Subject: Re: pgr student interviews with participants
To: Christine Winter <c.winter@sheffield.ac.uk>

Hi Chris

It's important to use University systems as they are assured as secure. Google Meet is a good platform to use - it's available to students and external participants can be invited with a link. There's also an option for participants to join via phone. Meetings can be recorded and the files are stored securely in Google Drive.

I hope that helps

Hadrian.

On Mon, 4 May 2020 at 10:49, Christine Winter <c.winter@sheffield.ac.uk> wrote:

Hi Hadrian,

One of my pgr students who previous to covid19 planned to interview participants F2F is now arranging to interview online. What's the most secure system to use, please? She doesn't really need video.

Thanks,

APPENDIX 5 – INTERVIEW SCHEDULE

Issue/Topic	Possible Questions	Possible follow up	Probe
Settling in	Can you tell me what your role is?	How long have you been a teacher? What made you want to be a teacher?	
Responsibilities as a teacher – moral, legal, ethical **Policy enactment – the roles and responsibilities of a teacher?**	What do you think about the government asking educators to counter-terrorism? (language)	What do you think the role of a teacher is in countering terrorism? Why do you think the government have asked teachers to take on the role of educating against radicalisation and extremism?	When you became a teacher, did you think about the fact that you would be implementing and enacting government policy?
What are the aims of prevent, and how did it develop? **Teacher understanding of the policy warrant – levers and drivers**	The Government have turned to the education system to help prevent pupils from being drawn into terrorism. How can we, as educational professionals, do this? What do you know about Ofsted requirements for preventing radicalisation and promoting FBV?	Do you know why it is that teachers have this responsibility? Do you think that this falls within the role of a teacher? What do you think the role of a teacher is in preventing terrorism? Why do you think teachers have been given this responsibility	Do you think that enacting government policy is a part of the role?
Practices schools have put in place to prevent children and young people from being drawn into terrorism?	What do you do as part of your everyday role that helps to prevent extremism radicalisation and extremism and promote fundamental British values?	Can you give practical examples? What training and support have you had in prevent radicalisation and educating against extremism?	
Are these practices necessary and effective in preventing terrorism?	Do you think it is necessary for schools to take on the role of educating against extremism?	Are schools best placed to do this? Is there a different way in which it could be done? An alternative?	
Alternative approaches	Can you give me some practical advice for other schools and teachers on how they might implement Prevent?		
Additional insights	Is there anything you would like to add	Is there anything missing from my research	

Appendix 6 – Participant Information Sheet

TEACHER INFORMATION SHEET

Research Project: *Educating against extremism: Policy enactment in English secondary schools.*

You are being invited to participate in a research project. Before you decide whether or not to take part, it is important for you to understand why the research is being done and what it will involve. Please take time to read the following information carefully and discuss it with others if you wish. Please ask if anything is not clear or if you would like more information. Thank you for reading this.

What is the project's purpose?

The aim of this study is to explore teachers' views about the use of the education system to counter-terrorism and to find out what teachers think about implementing government counter-terrorism policies in the secondary school classroom. For example, the fundamental British Values policy was introduced following Government worries about extremism in England and both Schools and individual teachers are now required by law to actively promote British Values. There is little research on the views of teachers on implementing government policies in the classroom, and teachers' perception of the specific practices schools have developed as a result of counter-terrorism policy.

Why have I been chosen?

Teachers have been chosen based on a range of levels of responsibility for implementing Prevent and FBV policy, length of teaching service, gender, ethnic background, and interest in the topic. The research will look at teachers' views, and you have been identified as someone who may be willing and able to take part. Between four and six individual teachers will take part in this research.

Do I have to take part?

It is up to you to decide whether or not you wish to take part. If you do decide to take part, you will be given this information sheet to keep (and be asked to sign a consent form). You can withdraw from the project at any time without giving a reason.

What will happen to me if I take part?

If you decide to take part, then you will be asked questions about your experiences of how you as an individual practitioner, implement government counter-terrorism policy. You will be invited to talk about and explain your thoughts and opinions on the requirement for teachers to implement government counter-terrorism policy and share thoughts on best practice for other teachers and schools. The interview should last about half an hour. As a result of restrictions in place due to Covid-19, we are no longer able to meet in person and so individual interviews will take place over google meet and will be recorded on a dictaphone. Recordings will be deleted immediately after transcription, and you will be sent a copy of the transcription within four weeks. If you wish to change or add anything to the discussion at this point you will be invited to do so. The data will be analysed and contribute to my doctoral thesis. Your name or school or any other personal details will never be disclosed and the only people who will have a copy of the transcription will be yourself as

participant and myself as researcher. One year after the end of the project the data will be destroyed.

What do I have to do?

To participate, you need to read this Participant Information Sheet and Consent Form, agree to participate and sign the consent form and return it to me before the interview takes place. What I am asking you to do is talk honestly and openly about your thoughts and feelings on the practices schools and teachers have developed as a result of government counter-terrorism policy. This conversation will take place online using google meets and what you say will be recorded on a dictaphone and then transcribed. I will share a copy of the transcription with you, and you can make additional comments or changes to it if you wish. If after four weeks I have not received any additional comments, I will presume that you are happy with the contents as they stand, and I will proceed with my data analysis.

What are the possible disadvantages and risks of taking part?

The disadvantages of taking part are that you might find it uncomfortable to talk about sensitive issues. If at any point during the process you experience any unexpected discomforts, or you find anything difficult then you can tell me at the time, and I will stop the discussion. If you are unhappy to carry on, you are free to leave the interview.

What are the possible benefits of taking part?

You may enjoy sharing your views about how schools and teachers develop practice to counter-terrorism and it may help you to think about best practice. Whilst there are no direct benefits for those who take part, it is hoped that this work will help schools, academics, and policy-makers to understand teachers' thoughts and feelings on the use of the education system to counter-terrorism, and lead to identification of good practices that can be shared with other secondary school teachers.

What happens if the research stops earlier than expected?

If this happens, the reasons will be explained to you, and you will be told about what will happen in terms of protecting/deleting your data.

Will my taking part in this project be kept confidential?

All the information that we collect about you during the course of the research will be kept strictly confidential. Any personal data will be removed. Neither you nor your school will be identified in any reports, presentations, or publications. Your name will be changed in any publications.

What is the legal basis for processing your personal data?

In legal terms, we will process your data because "processing is necessary for the performance of a task carried out in the public interest". We will collect some data that is defined as sensitive (information about your views about national identity, a sense of national belonging, etc), because it is "necessary for scientific or historical research purposes". According to data protection legislation, we are required to inform you that the legal basis we are applying in order to process your personal data is that "processing is necessary for the performance of a task carried out in the public interest" (Article 6(1)(e)). Further information can be found in the University's Privacy Notice https://www.sheffield.ac.uk/govern/data-protection/privacy/general

What will happen to the data collected, and the results of the research project?

The study will lead to publications (reports, journal papers, chapters in books) and conference presentations, written by the researcher. Your name or other details will not appear in any publications.

You will be sent a summary of the findings of the study.

All data will be destroyed a year after completion of the project, except the data that has been published in some form.

It is very likely that other researchers may find the data collected to be useful in answering future research questions. We will ask for your explicit consent for your data to be shared in this way.

Who is organising and funding the research?

This research is being funded by myself and the place where I work, Newman University, as part of the University of Sheffield Doctorate in Education programme.

Who is the Data Controller?

The University of Sheffield is the Data Controller for this study. This means that the University is responsible for looking after your information and using it properly.

Who has ethically reviewed the project?

This project has been ethically approved via the University of Sheffield's Ethics Review Procedure, as administered by the School of Education.

What if something goes wrong and I wish to complain about the research?

If any problems at all occur in relation to your participation in the project, either during the project, or after it, please contact me:

Lisa Vickerage on 01214761181 ex 2316 or 07730475621 or at lmvickerage1@sheffield.ac.uk or my supervisor Dr Christine Winter 0114 222 8142 c.winter@sheffield.ac.uk .

If you have a complaint about the conduct of the project, please contact the Head of the School of Education Professor Elizabeth Wood, e.a.Wood@sheffield.ac.uk

Will you be recorded, and how will the recorded media be used?

Because of COVID I am not able to undertake face to face interviews. The interview will take place over google meets and will be recorded on a dictaphone. The recording will be stored in a computer accessible only by password and stored encrypted on a password-protected laptop. A transcript will be made of the interview and the recording will be deleted.

The data and transcripts will be analysed by the researcher conducting this study.

You will be given a copy of the information sheet and the signed consent form to keep.

Thank you for your interest and for taking part.

APPENDIX 7 – TEACHER PARTICIPANT CONSENT FORM

Teacher Participant Consent Form

Research into *Educating against extremism: Policy enactment in English secondary school's* consent form.

Please tick the appropriate boxes	Yes	No
Taking Part in the Project		
I have read and understood the project information sheet dated 18/05/2020 or the project has been fully explained to me. (If you will answer No to this question, please do not proceed with this consent form until you are fully aware of what your participation in the project will mean.)	☐	☐
I have been given the opportunity to ask questions about the project.	☐	☐
I agree to take part in the project. I understand that taking part in the project will include taking part in an online interview which will be recorded on a dictaphone.	☐	☐
I understand that my taking part is voluntary and that I can withdraw from the study at any time; I do not have to give any reasons for why I no longer want to take part and there will be no adverse consequences if I choose to withdraw.	☐	☐
How my information will be used during and after the project		
I understand my personal details such as name, phone number, address and email address etc. will not be revealed to people outside the project.	☐	☐
I understand and agree that my words may be quoted in publications, reports, web pages, and other research outputs. I understand that I will not be named in these outputs.	☐	☐
I understand and agree that other authorised researchers may use my data in publications, reports, web pages, and other research outputs, only if they agree to preserve the confidentiality of the information as requested in this form.	☐	☐
So that the information you provide can be used legally by the researchers		
I agree to assign the copyright I hold in any materials generated as part of this project to The University of Sheffield.	☐	☐

Name of participant [printed]   Signature   Date

Name of Researcher [printed]   Signature   Date

Project contact details for further information:
In the event of a complaint, please contact me, the researcher Lisa Vickerage, at lmvickerage1@sheffield.ac.uk 01214761181 ex 2316 or 07730475621. If I am unable to assist then my supervisor, Dr Chris Winter, can be contacted on 0114 222 8142 or 07981 026205 or at cwinter@sheffield.ac.uk .A person outside the project who can be contacted in the event of a complaint is the Head of the School of Education Professor Elizabeth Wood, e.a.wood@sheffield.ac.uk. The School of Education, The University of Sheffield, 241 Glossop Road, Sheffield, S10 2GW.

Two copies of this consent form will be signed: 1 paper copy for the participant, 1 copy for the research data file

APPENDIX 8 – POLICY SELECTION TOOL

To support me in selecting policies for analysis, I decided to create the table, shown below, to help me formulate a decision as to which policies to analyse and explain my thinking process to the reader.

Policy Document	Description	A possible reason for the choice.	Reasons against
Countering International Terrorism, the United Kingdom Strategy (HM Government, 2006).	A strategy focusing on strengthening powers to tackle those who promote and or take part in terrorism.	The first strategy published following the 7/7 London Transport attack directly affects the UK and impacts the classroom. It enables the answering of RQ1. It refers to Islam stating: *"The principal current terrorist threat is from radicalised individuals who are using a distorted and unrepresentative version of the Islamic faith to justify violence"* (HM Government, 2006, p. 1). There were implications of linking Islam with terrorism which filtered into the education system.	It is dated. Governments have changed since its instigation and so could be deemed no longer relevant.
Preventing Violent Extremism: Winning Hearts and Minds April 2007 (Department for Communities and Local Government, 2007).	Document asserting the intention to use the education system to promote faith understanding and introducing the promotion of specific values to address extremism	It refers to the use of the education system and provides guidance to schools that may still be implemented and could somewhat help answer RQ1 and RQ4.	It is dated. It provides guidance to schools; however, this is outdated, so does not support RQ2.
The Prevent Strategy: A Guide for Local Partners in England (2008)	It purports to support and guide Local Authorities in stopping people from becoming or supporting terrorists and violent extremists.	As a predecessor to Prevent duty: Departmental advice for schools and childcare providers 2015 enables answering RQ1. It could support answering RQ2 as schools may have continued practices from this document. It may help in guiding future recommendations RQ4.	It was published by a Government no longer in power and with a differing perspective to Prevent duty: Departmental advice for schools and childcare providers 2015 2015.

Learning together to be safe: A toolkit to help schools contribute to the prevention of violent extremism (Department for Children, 2008).	A document that sets within the school context the five strands of the Preventing Violent Extremism Strategy.	It refers to the use of the education system and provides guidance for schools and teachers. It provides information and guidance that teachers and schools could still use and may support answering RQ4. It could also help in setting context and answering of RQ1.	It is dated. It provides guidance to schools; however, this is outdated, so it may not support RQ2.
Prevent Strategy 2011	A document published under the coalition government states that the previous prevent strategy was not fully effective. It aims to examine the role of institutions (including schools) in the delivery of Prevent.	It is the predecessor to Prevent duty: Departmental advice for schools and childcare providers 2015 2015 and so continues to build the picture which will answer RQ1.	It was published under a different government, so it is no longer relevant.

APPENDIX 10 – POLICY ARCHAEOLOGY METHODOLOGY GRID (SCHEURICH 1994)

Arena 1 – The education/social problem arena: the study of the social construction of specific education and social problems.
Policy archaeology posits that social problems are social constructions. Therefore, it critically examines the social construction process - how the social problem was made "manifest, nameable, and describable" (Foucault 1972 pg. 41, cited in Scheurich 1994 pg. 300).

Question	Empirical Evidence	Critical reflection	Examples/References
By what process did a particular problem emerge?			
How did a particular problem come to be seen as a problem?			
What makes the emergence of a particular problem possible?			
Why do some "problems" become identified as social problems while other "problems" do not achieve that level of identification?			
By what process does a social problem gain the "gaze" of society and, thus, emerge from a kind of social invisibility into visibility?			
As Foucault (1972) said, "How is it that one particular [discursive] statement [i.e. social problem in this case] appeared rather than another?" (Foucault 1972 pg.27)			
"What made it [a social problem] at the time it appeared?" (Foucault 1972 pg. 179)			
Additional notes			

Arena 2 – The social regularities arena: identifying the network of social regularities across education and social problems. powerful "grids" or networks of regularities (a kind of grammar or economy similar to Foucault's "complex group of relations") that are constitutive of the emergence, or social construction of a particular problem as a social problem, regularities that constitute what is labelled as a problem and what is not labelled as a problem (Scheurich 1994 pg. 301)			
Question	Empirical Evidence	Critical reflection	Examples/References
What are the powerful "grids" or networks of regularities that are constitutive of the emergence or social construction of a particular problem as a social problem?			
What are the social regularities that exist as a kind of a "positivist unconscious [within the individual but shared across individuals] that eludes the consciousness of the scientist [policy maker and policy analyst] and yet is part of the scientific [or policy] discourse?			
What has become socially visible as a social problem?			
What becomes socially visible as a range of credible policy solutions?			
Additional notes			

Arena 3 – The policy solution arena			
The third arena looks to *"how the grid of social regularities generates the range of possible and impossible policy solutions"* (Scheurich, 1994, p. 303). Remember, the grid of social regularities (the problem area) also constrains policy solutions.			
Question	Empirical Evidence	Critical reflection	Examples/References
What are the **range of acceptable policy solutions** constructed from the grid of realities?			
Are there policy solutions that are considered radically different, undermine social order, or are not credible?			
Ask yourself, is it not the conscious activity of policy analysts or policymakers but the grid of realities that produces the **policy choices**?			
Additional notes			

References

FOUCAULT, M. (1972) The Archaeology of Knowledge and the Discourse on Language New York: Pantheon

SCHEURICH, J.J. (1994) Policy archaeology: a new policy studies methodology, Journal of Education Policy, 9:4, 297-316, DOI: 10.1080/0268093940090402

APPENDIX 11 – POLICY ANALYSIS TOOL DEVISED USING HYATT'S CRITICAL DISCOURSE ANALYSIS FRAMEWORK (Hyatt, 2013)

Contextualisation of the policy	Part one	Policy drivers	
		Policy Levers	
		Steering	
		Trajectory	
	Part two	Warrant	
		Evidentiary warrant	
		Accountability warrant	
		Political warrant	

Deconstructing policy	Modes of legitimation	Authorisation	
		Rationalisation	
		Moral evaluation	
		Mythopoesis or legitimation through narratives	
	Interdiscursivity and Intertextuality	Interdiscursivity	
		Intertextuality	
	Evaluation	Inscribed	
		Evoked	
	Presupposition/ Implication		
	Lexico-grammatical construction	Use of pronouns, voice and tense	

APPENDIX 12 – POLICY ANALYSIS – "SHOULD" WITHIN THE PREVENT DUTY DEPARTMENTAL ADVICE FOR SCHOOLS AND CHILDCARE PROVIDERS 2015

1. Protecting children from the risk of radicalisation should be seen as part of schools' and childcare providers' wider safeguarding duties

2. Prevent duty is not intended to stop pupils debating controversial issues. On the contrary, schools should provide a safe space in which children, young people and staff can understand the risks associated with terrorism and develop the knowledge and skills to be able to challenge extremist arguments.

3. The Prevent duty is entirely consistent with schools' and childcare providers' existing responsibilities and should not be burdensome.

4. At the same time schools and childcare providers should be aware of the increased risk of online radicalisation, as terrorist organisations such as ISIL seek to radicalise young people through the use of social media and the internet.

5. As with managing other safeguarding risks, staff should be alert to changes in children's behaviour which could indicate that they may be in need of help or protection.

6. School staff should use their professional judgement in identifying children who might be at risk of radicalisation and act proportionately.

7. Schools and childcare providers should have clear procedures in place for protecting children at risk of radicalisation.

8. School staff and childcare providers should understand when it is appropriate to make a referral to the Channel programme.

9. Safeguarding arrangements should already take into account the policies and procedures of the LSCB.

10. As a minimum, however, schools should ensure that the Designated Safeguarding Lead undertakes Prevent awareness training and is able to provide advice and support to other members of staff on protecting children from the risk of radicalisation.

11. The statutory guidance makes clear the need for schools to ensure that children are safe from terrorist and extremist material when accessing the internet in schools. Schools should ensure that suitable filtering is in place.

12. Citizenship helps to provide pupils with the knowledge, skills and understanding to prepare them to play a full and active part in society. It should equip pupils to explore political and social issues critically, to weigh evidence, to debate, and to make reasoned arguments.

13. As with any other resources for use in the classroom, schools should satisfy themselves that they are suitable for pupils (for example in terms of their age appropriateness) and that staff have the knowledge and confidence to use the resources effectively.

14. As explained above, if a member of staff in a school has a concern about a particular pupil they should follow the school's normal safeguarding procedures, including discussing with the school's designated safeguarding lead, and where deemed necessary, with children's social care.

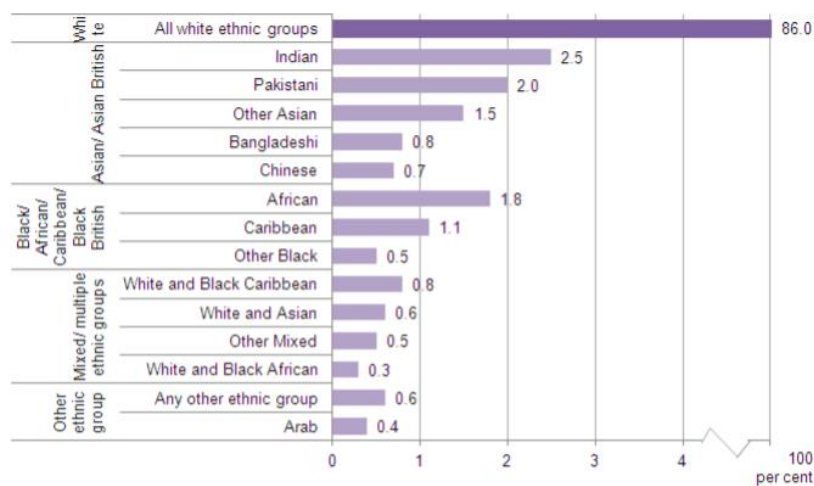# Appendix 13 – 2011 Census: Key Statistics for England and Wales, March 2011

England and Wales, 2001 and 2011, all usual residents

Thousand, per cent

Religion	2001		2011		Change	
	Number	Per cent	Number	Per cent	Number	Percentage point
Christian	37,338	71.7	33,243	59.3	-4,095	-12.4
No religion	7,709	14.8	14,097	25.1	6,388	10.3
Muslim	1,547	3.0	2,706	4.8	1,159	1.8
Hindu	552	1.1	817	1.5	264	0.4
Sikh	329	0.6	423	0.8	94	0.2
Jewish	260	0.5	263	0.5	3	0.0
Buddhist	144	0.3	248	0.4	103	0.1
Other religion	151	0.3	241	0.4	90	0.1
Religion not stated	4,011	7.7	4,038	7.2	27	-0.5

Source: Office for National Statistics

England and Wales, 2011, All usual residents

White
- All white ethnic groups — 86.0

Asian/ Asian British
- Indian — 2.5
- Pakistani — 2.0
- Other Asian — 1.5
- Bangladeshi — 0.8
- Chinese — 0.7

Black/ African/ Caribbean/ Black British
- African — 1.8
- Caribbean — 1.1
- Other Black — 0.5

Mixed/ multiple ethnic groups
- White and Black Caribbean — 0.8
- White and Asian — 0.6
- Other Mixed — 0.5
- White and Black African — 0.3

Other ethnic group
- Any other ethnic group — 0.6
- Arab — 0.4

Source: Census - Office for National Statistics

Of the 13 per cent (7.5 million) of residents in England and Wales in 2011 who were not born in the UK, just over half (3.8 million) arrived between 2001 and 2011, as can be seen in Figure 7. This relates to higher levels of migration seen over the last decade due in part due to the accession of 10 countries into the EU in 2004. Between 2004 and 2006, 15 per cent (1.2 million) of non UK born usual residents arrived in England and Wales, and 16 per cent (1.2 million) arrived between 2007 and 2009. This compares with 17 per cent (1.2 million) in the decade 1991 to 2000. Foreign born usual residents who arrived prior to 2001 will have decreased as a proportion of the total, due to mortality, onward migration or return to country of origin.

Figure 7: Most recent year of arrival

England and Wales, 2011, All non-UK born usual residents
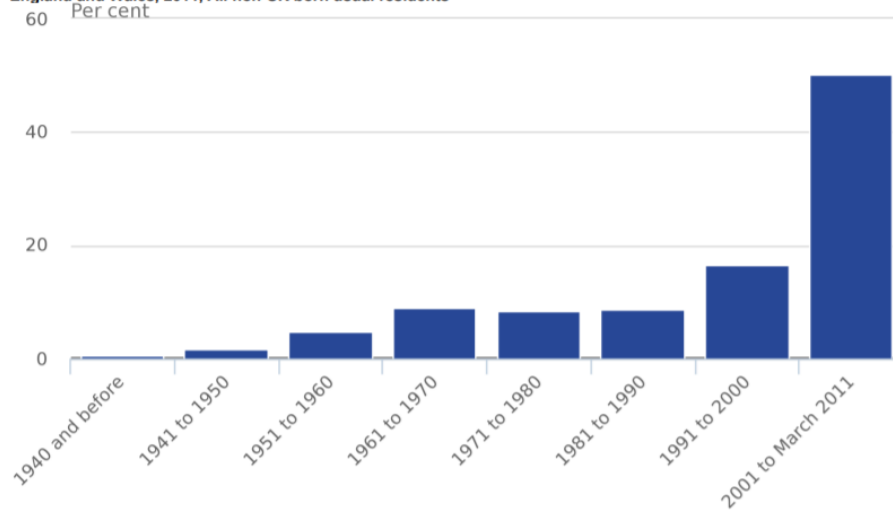
Source: Census - Office for National Statistics

APPENDIX 14 – TEACHERS IDEAS FOR SHARING AS GOOD PRACTICE

Subject Area	
English	Use books to promote discussion: • Animal Farm • WW1 poetry • Of Mice and Men • Frankenstein • John Agard poem – Half-Caste
Science	Explore the contribution of Islam to science – Highlight Arabic routes of words. Promote Great English Scientists and Discoveries, for example, genetics – Darwin was an English man.
Physical Education	Values are naturally built into the subject in playing sport. Voting systems – Democracy. Rules and regulations – Rule of Law. Games like Kabaddi. Bhangra dancing. Fair play initiatives. Kick it out campaign – racism in sport. Respecting the environment.
Religious Education	Naturally built into the curriculum – Explores faith, social cohesion, war and peace, relationships. Gospel values – peace, tolerance, respect.
Geography	Fits neatly into the teaching of Geography, for example, migration. Encourage multiple points of view/alternatives. Promote different stories – Millionaires as well as slums in Mumbai.
History	When teaching WW1 and WW2. Exploring the "mixed past" of Britain.
Whole-school approaches	Working with local police providing specifically tailored sessions to small groups, as necessary. Develop a school ethos of tolerance. Use and highlight democratic processes – voting and school council. Use curriculum mapping to identify areas values can be promoted. Allow staff time to reflect on the curriculum and incorporate it into lessons. Develop and encourage cultural capital.
Nationwide approach	Listen to teachers. One suggestion is that there should be a locally agreed curriculum for individual areas similar to how local SACRE designs religious education – perhaps give responsibility to SACRE and Safeguarding Boards. Individual Create stand-alone lessons not connected to subject areas. Limit change – allow time for things to develop and become embedded before making further change. Remove education for politics and allow those with educational expertise to lead.

	There is an absence of training and materials to address pupils with Autism who may have unhealthy obsessions or lack understanding of appropriate or inappropriate behaviour.
	Have wider professionals based on school sites – A full-time Educational Psychologist employed in each school.
	Support the development of cultural capital.
	Twin schools – Partner schools of difference and let them work together