

Report of the Young People's Scrutiny Commission

Scrutiny of Bullying across the District

Adopted by committee 16 February 2005

www.bradford.gov.uk/scrutiny



Membership of the Young People's Scrutiny Commission

Councillor Andrew Thornton (Chair)	Labour
Councillor Valerie Binney	Conservative
Councillor Carol Beardmore	Liberal Democrat
Chloe McGrath	Young Commissioner
Heather Bradley	Young Commissioner
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Mel Smith	Young Commissioner
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Young Commissioner's Summary

After interviewing key people and scrutinising the issue of bullying we feel the following recommendations are appropriate. The fact that nothing exists district wide, that there is no clear definition of bullying and that no single body will assume responsibility for bullying, is a problem and we hope these recommendations will begin to rectify this.

Recommendation 1

Bradford Education to work with ChildLine to develop an accreditation scheme for schools in relation to the effectiveness of their anti-bullying policy and to implement the scheme by April 2006.

Recommendation 2

Bradford Education to work in partnership with Education Bradford and other agencies together to develop a comprehensive definition of bullying. This agreed definition to be included in new guidance and Bradford's model anti-bullying policy by July 2005.

Recommendation 3

- a. Education Bradford to work with schools and partner agencies to produce new guidance, which reflects current legal precedents, recent research and builds upon existing good practice across both the District and nationally.
- b. Education Bradford to develop a model anti-bullying policy, which includes:
 - A clear agreed definition of bullying
 - Procedures (A flowchart of actions to be followed, agencies to be included and how actions taken are reported back)
 - Clear defined roles and responsibilities
 - Effective review mechanisms

This model bullying policy should be drawn up in consultation with the Young People's Scrutiny Commission and all schools should be encouraged to implement it in September 2005

Recommendation 4

Education Bradford to carry out, as a matter of urgency, an audit of anti-bullying policies within all Bradford Schools. This audit to include:

Monitoring arrangements

Application, consistent implementation and documentary evidence of the Policy

Results of the audit to be reported back to the Scrutiny Commission by July 2005

Chairs Comment

I cannot over-emphasise the fact that this report is the result of young people's priorities. Research carried out by the young commissioners amongst young people in the district overwhelmingly placed the issue of bullying at the top of their concerns.

I commend the young people and all other members of the commission for their hard work and dedication over the past few months. I also thank those organisations and individuals who informed the commission's work during the course of this scrutiny.

In this forward I will comment on just one part of the report. The commission identified that no one organisation had a grasp of the extent of bullying in the district. This must change.

The commission's recommendations are a significant first step towards greater openness and consistency in dealing with bullying. I urge the Young People and Education Improvement Commission (YPEIC), and all others with an interest in this subject, to support its recommendations and work towards its more far reaching aspirations.

Last, but not least, on behalf of the commission I thank council officers and council members who have supported its work. This is a groundbreaking project of which the district should be proud. I hope that the YPEIC and the wider Council will nurture the further development of the commission and support its future work.

Cllr. Andrew Thornton

Chair

Young People's Scrutiny Commission

1 Introduction

- 1.1 Through the Council's Corporate plan elected members decided that the authority would set up a cross-cutting scrutiny commission which includes young people in its membership, to investigate all services provided to young people by the Council and its partners.
- 1.2 Following a number of meetings with young people numerous key issues were identified by the young commissioners and the following topics were chosen as areas of priority:

Safety - bullying in schools, safety in parks, drugs litter, waiting for buses at night, walking to places at night,

Transport – cost of bus passes, routes and regular services, lack of information about timetables

Help for young people with problems and concerns – what is available and how do young people know about services

Somewhere to go / hangout / socialise and access to leisure and sports facilities

- 1.3 After considering local and national research on identified key safety issues the commission made the decision to examine further the issue of bullying across the district. The Commission presented the terms of reference to the Young People and Education Improvement Committee on the 21st July 04 (Document C).

2 Background information

Bradford District's population of young people aged 11 to 19 is 60,828 with 30,329 males and 30,499 females (National Census 2001).

3 Summary of evidence and key findings

- 3.1 After considering the local and national context, the Young People's Scrutiny Commission has carried out a 'mini' scrutiny of Bullying across the District. The aim of the 'mini' scrutiny was to:-

- Find out the extent of bullying across the District
- Find out what initiatives are in place to tackle the issue
- Find out the success of initiatives in place
- To identify best practice
- To know what secondary schools have in place
- Make recommendations for improvement

To try to find out the extent of bullying both nationally and locally the Scrutiny Commission has looked at existing national and local research (Appendix 2).

- 3.2 In addition to this research the Scrutiny Commission compiled a questionnaire for School Councils to be sent out to all of the 28 Secondary Schools, with a view to finding out the extent of bullying. Unfortunately only 9 secondary schools responded with a total of 53 questionnaires being returned. Without a full response from all 28 schools, the Scrutiny Commission felt that it was difficult to find out the complete picture, however, the results did give some indication of what is happening in some secondary schools. A summary is provided at Appendix 3.
- 3.3 The Scrutiny Commission has held two public hearings inviting representatives from key organisations (Copies of the programmes are attached at appendix 4 & 5). The aim of the hearings was for the Commission to be provided with both factual information and evidence. (A full transcript from both hearings can be made available on request).
- 3.4 Bullying Online (registered charity – internet ‘help’ site for children and young people)
They received more than 8000 emails from bullied children and their parents in 2003 and they get up to 4 children a day who are suicidal due to bullying. The following criteria identifies the most effective measures of tackling bullying in schools
- Start early from primary school age
 - Every school to be a telling school
 - Bully boxes for anonymous reporting
 - Peer support
 - Regular assemblies held about bullying
 - A complaints policy
 - Feedback

The Scrutiny Commission fully supports the measures identified by bullying online and encourages all Bradford schools to adopt these measures.

- 3.5 ChildLine, Yorkshire and North East (ChildLine is the UK’s free 24 hour help line for children and young people):
Cover 22 Local Authorities and Bradford accounts for 10% of calls, ranking them 3rd highest. (Not all children and young people identify where they are from so the number of calls for Bradford could be higher.)
Last year calls to Yorkshire and North East increased by 33% although the actual reason for the increase is unknown and could simply be due to an increased awareness of children and young people of ChildLine.
ChildLine in Partnership with schools (CHIPS) workers provide support to schools to help them set up and train peer support and befriending schemes. The cost of this service to schools is just for their expenses but to date work in Bradford has been small and only two schools have used this service.

Recognising that this is deemed a key criteria of bullying online and that this service is available at a minimal cost, the Scrutiny Commission feel very strongly that in partnership with Bradford

Education and Education Bradford the CHIPS service should be promoted to all Bradford Schools and that they should be actively encouraged to make use of the service.

ChildLine has worked with Durham and Derby with the development of an accreditation scheme. These Councils have identified key criteria that schools must meet to enable them to gain accreditation. Durham County Councils agreed criteria can be seen in Appendix 5.

Following the key points raised by Bullying Online and the work carried out by ChildLine, the Scrutiny Commission feel that Bradford should have its own accreditation scheme to actively recognise schools that are tackling the issue of bullying.

Recommendation 1

Bradford Education to work with ChildLine to develop an accreditation scheme for schools in relation to the effectiveness of their anti-bullying policy and to implement the scheme by April 2006.

3.6 Bradford Connexions:

The role of Connexions is to provide:

- Joined up services for all young people aged 13 to 19
- Information, advice, guidance and support
- Personal development
- Named Personal Advisors (PA's)

There are around 130 new PA's through the Careers company working with the Youth Service, 10 voluntary sector organisations, Education Bradford and Youth Offending Team in Social Services. Every young person in Bradford is case loaded to a named PA.

Connexions are aware that bullying is an issue but difficult to quantify how widespread it is, however, they have a licence for Viewpoint that will enable them to carry out electronic surveys with young people to gain an accurate reflection of what their experience of bullying is.

3.7 Education Bradford representative:

A small team is funded mainly through Standards Fund and Healthy Communities, although in March 2005 this funding will cease which could lead to a reduction in service provision for the whole of Bradford.

Outline of the work of this team:

National Healthy Schools Programme

65 out of 158 primary schools, 9 out of 28 secondary schools and 1 Special Educational Needs school have achieved this Programme.

The programme is based on a number of themes including emotional wellbeing which includes bullying.

PSHE and Citizenship lessons

In secondary schools citizenship is compulsory, personal, social, health education is not. Some schools have declared that they do not have space on the timetable to do PSHE even though it is a precursor to raising attainment. Forget about attainment when a young person is worried about what is going to happen at playtime, break or home time.

Anti-Bullying Policy, Strategies

The team support policy development in schools, including sex and drug education, pupil participation and schools councils.

They will offer support to a school if they receive complaints or if OFSTED have identified an issue in a school. They cannot demand that a school does something about bullying policies.

3.8 Managing Director, Education Bradford

Education Bradford support and monitor schools, but ultimately the responsibility for bullying and bullying policies is with the school and its governors.

The Scrutiny Commission is concerned that this is creating a lack of transparency and accountability and that decisions and actions relating to bullying in schools are being carried out behind closed doors. The Scrutiny Commission would encourage school governors to be fully informed about the schools anti-bullying policy and to become actively involved in the monitoring of that policy.

There is nothing specific in the contract with Education Bradford that relates to bullying, however, it does refer to the welfare of children and their behaviour. The Contract with Education Bradford is a large and complex document and it in the main outlines services.

The Scrutiny Commission is concerned that something as serious as bullying is not directly referred to in the contract and that it is included under the wider remit of behaviour. It feels that this should be clearly stated in the contract as bullying.

Currently there is no agreed local definition of bullying and there appears to be a difference of opinion between adults and pupils as to what would constitute a bullying incident.

The Scrutiny Commission wants to ensure that the well being of young people is a priority for Bradford, that there is a clear understanding of what bullying is and that the issue of bullying is seen as separate to that of behaviour.

Recommendation 2

Bradford Education to work in partnership with Education Bradford and other agencies together to develop a comprehensive definition of bullying. This agreed definition to be included in new guidance and Bradford's model anti-bullying policy by July 2005.

Education Bradford is required by the Department for Education and Skills (DfES) to produce a Behaviour Support Plan. Performance against this 2002/2005 plan was reported to the Commission. The following actions remain outstanding in this Plan, the main reason being due to staff having to concentrate their work in a number of schools with large attendance and attainment problems.

- By July 2003 carry out an audit of all schools bullying policies and with schools and other agencies produce new guidance which reflects current legal precedents, recent research and builds on local and national good practice
- By January 2003 establish a 'Behaviour and Attendance Helpline' to produce a 'one stop shop' for advice and information on a range of issues including bullying, exclusions, school transfers
- By January 2003 to re-introduce an 'Anti-bullying and Bereavement Group' to provide advice and support to schools, young people and their families – Education Bradford did make a commitment to the Scrutiny Commission to complete this in 2005.

Education Bradford have stated that they will not be updating the Behaviour Support Plan. This is due to DfES no longer requiring them to do so as this plan will be replaced by the new Children's Services Plan that is due to be completed for 2006.

The Scrutiny Commission recognise that Education Bradford at the beginning of this contract were faced with a number of schools requiring a lot of support and that their resources needed to be concentrated within those schools. However, it is widely recognised that the attendance and achievement of all pupils is directly affected if they are being bullied. There is a concern that Bradford does not know what is happening in its schools and that new guidance is not being provided to schools. The commission are concerned that there will not be an updated Behaviour Support Plan until 2006 with the introduction of the Children's Services Plan. In the interim period, how will Bradford Education monitor Education Bradford's performance against this plan?

Recommendation 3

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 - A clear agreed definition of bullying
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This model bullying policy should be drawn up in consultation with the Young People's Scrutiny Commission and all schools should be encouraged to implement it in September 2005

Education Bradford has, with funding from Behaviour Improvement Programme (BIP), purchased a license (to November 2005) with Viewpoint to enable questionnaires to be undertaken in schools relating to the issue of bullying. This is voluntary and the information is confidential to the school. If Education Bradford were to extend this license to the end of the academic year in 2006 and provide technical support and training for all Bradford schools the total cost would be £27,500. All schools would then have a license to August 2006 and could make the decision about ongoing license, with a probable cost of a few hundred pounds per school.

Both Connexions and Education Bradford have a licence to use Viewpoint software and the Scrutiny Commission is concerned that there may be duplication of effort between the two organisations and strongly encourages the organisations work together to obtain a clear picture of the true extent of bullying in schools across the district.

There is also a concern that this information remains confidential to the schools, again creating a lack of transparency in relation to what schools are doing. The Scrutiny Commission feel that this work needs to be undertaken by all schools and that the information should be made available to Education Bradford and Bradford Education to enable them to take any necessary action and for the whole issue of bullying across the district to be opened up.

3.9 Director of Schools and Education:

The role of client side is to:

- Oversee and manage the education contract
- Responsible for all schools in relation to buildings
- Enabling partnerships

Oversee and manage the education contract

Client side role is very much a strategic one and they have regular monthly internal meetings with Education Bradford. Term reports and Annual reports are produced for the Young People and Education Improvement Committee (public reports).

Relating to the Children's Act there are five outcomes that schools and local authorities will be inspected against by OFSTED and they will be included in revised inspections in September 2005, so there will be an increased focus in this area.

Responsible for all schools in relation to buildings

Building Schools for the Future Programme – An opportunity to transform secondary school buildings and the educational provision in them over the next few years. Aim is to get the school, children, young people and the community involved in the design of their new school. Opportunity to design

out crime, bad behaviour and bullying through the design and layout of the school.

Enabling partnerships

A lot of the issues relating to bullying come from outside school as well as within school. Bradford Education has been able to develop in getting people from different sectors working together with a given group of youngsters that are creating a problem within a school. This would include staff from Education Bradford, Youth Service, Health, Police and other services.

4 Conclusions

- 4.1 The evidence gathered by the Scrutiny Commission does not provide a clear picture across the district of the extent of bullying nor of what is being done in schools to tackle the issue of bullying and the mechanisms for 'checking' what is happening do not exist. An indication of the extent of bullying across the district has come from external sources; this information is not being collected by Bradford Council.
- 4.2 The Scrutiny Commission recognise that Education Bradford and Bradford Education can only actively encourage and empower schools to tackle the issue of bullying, they cannot enforce schools. Also, that Education Bradford have had to concentrate on issues relating to attendance and attainment, however, the recently published Every Child Matters Outcomes Framework places an increased focus on bullying. Within this framework there is a direct reference to bullying in the inspection criteria that services including schools and local authorities will be inspected against. In light of the fact that young people have identified bullying in numerous forms as a priority issue for them the Commission wants to see schools recognised for the work that they do to tackle bullying and their effective anti-bullying initiatives and policies.
- 4.3 ChildLine and Bullying Online have provided the Commission with a number of definitions of bullying. After taking evidence from Education Bradford and Bradford Education bullying is referred to under the wider heading of behaviour. The commission wants to ensure that the well being of young people is a priority for Bradford, that there is a clear understanding of what bullying is and that the issue of bullying is seen as separate to that of behaviour.
- 4.4 As stated in Education Bradford's Behaviour Support Plan:
'Two cases relating to bullying, one in the County Court and the other in the High Court during 2000 have significant implications for how schools construct and implement their bullying policy. It is clear that the duty of care requires more than the monitoring of a reported bullying situation and that school staff should be consistent in the application of the school bullying policy. The case of the school is strengthened where consistent documentary evidence shows that the schools bullying policy has been rigorously applied.'

The outcome from this statement was for Education Bradford to undertake an audit of all schools bullying policies by July 2003 and this has to date not been fully carried out.

- 4.5 The Scrutiny Commission is concerned that there is a lack of co-ordination between organisations approaching schools and the work that is being done to tackle bullying.

5. Recommendations

Recommendation 1

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Young People's Scrutiny Commission

Bullying around the District

Local context

Locally the things Young People feel most strongly about are;

Bullying	67%
Crime	64%
Racism	62%
Drugs	50%
Sports Facilities	48%
Bus Fares/Transport	46%
Rights of young people with disabilities	42%
Litter	28%

Source: Active Citizenship Project January 2004 – Bradford Council & B&KYP

Further local research shows that;

- 27% of Bradford pupils compared to 20% of others have been bullied outside school. (Source: *Thwarted Dreams* publication 2002, national survey of 2722 young people – comparisons made to responses of Bradford young people (308).
- One in five students in Bradford selected the statement “Bullying has made me feel I can’t do things”. (Source: *Thwarted Dreams* publication 2002)

National context

ChildLine collated details of calls made by children and young people during April 2002 and March 2003. Of more than 120,000 calls the main problems that children and young people call about are:

• Bullying	21,866 calls	18%
• Family tensions	16,064	13%
• Physical abuse	13,650	11%
• Health (emotional/physical/suicidal)	5,098	4%
• School problem	1,934	2%
• Smoking/alcohol/drugs	1,632	1%

Further national research on bullying has found:

51% of Primary and 54% of Secondary school pupils thought that bullying was a big problem or quite a problem in their school. (Source: Childline Research)

Over half of Year 5 pupils reported being bullied during the term compared to just over a quarter of Year 8 pupils. (Source: Childline Research)

One in four youngsters aged between 8 and 16 had been threatened or bullied by text or email. (Source: NCH Research)

West Yorkshire Police and The Children’s Society conducted a survey in February – March 2004 with children and young people aged 10 to 19. This was an online survey carried out throughout West Yorkshire via schools, children’s homes, youth inclusion programmes and Attendance Centres. A total of 17,712 children and young people responded to the survey of which 2987 were from Bradford. The overall aim of the survey was to find out the current feeling of children towards the police, crime and community safety. The table below shows the responses made to questions relating to bullying.

Age Group	Percentage that had been bullied in the last 12 months	Percentage that told someone	Percentage that said something was done about it	Percentage that were happy with the outcome
10 to 12 year olds	43.9	80.2	60.8	58.6
13 to 15 year olds	35	72.4	48.6	49.1
16+ year olds	23.3	61.7	35.8	39.2

Source: West Yorkshire Police & The Children’s Society Survey 2004

Scrutiny Commission Questionnaire

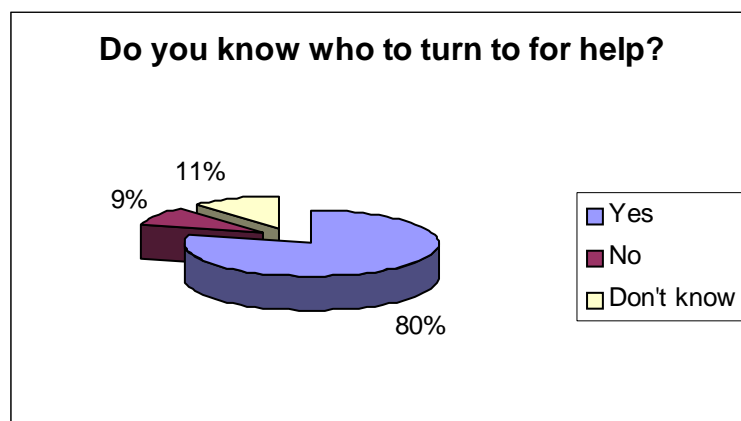
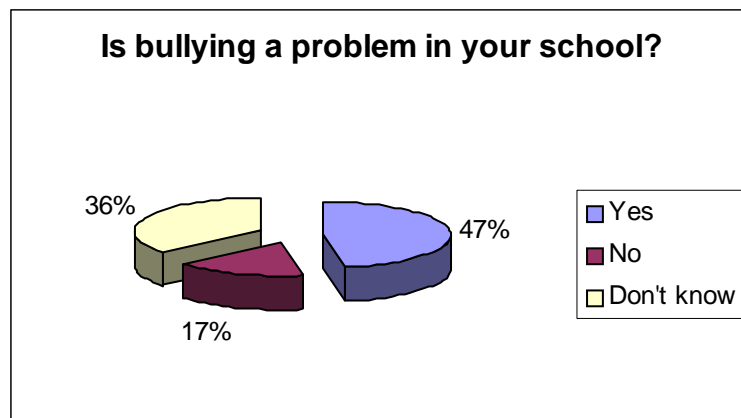
A questionnaire was compiled by the Commission and sent out to School Councils in all of the 28 Secondary Schools. There were 53 students from 9 secondary schools that responded to the questionnaire. Without a full response from all 28 schools it is impossible to find out the complete picture, however, the results gave the Commission some extent of what is happening in some secondary schools and if bullying is a problem.

Four of the nine schools responding had a majority percentage stating that bullying is a problem in their school. A further two, had a majority stating that they did not know if bullying was a problem in their school.

Of these schools five of the six had a majority stating that they knew who to turn to for help but only one of the six had a majority that knew if their school had an anti-bullying policy.

One of the nine schools responding also declared that they had conducted a recent survey looking at the issue of bullying. Of the 20 that responded to that survey, 17 (85%) of those pupils stated that they had been bullied at that school.

An overall response to two of the questions is shown in the following charts. This provides some indication that young people know who to turn to for help and yet there is still a bullying problem in schools.



Young People's Scrutiny Commission Bullying across the District

Open Meeting - Friday 19 November 2004 - 1630 Hours

Committee Room 1, City Hall

Programme

Time	Activity	Speaker/Notes
1630 hrs	Introduction	<p>Cllr Naveeda Ikram</p> <ul style="list-style-type: none"> • Explain how the meeting will progress • Run through programme
1640 hrs	External/National view	<p>Liz Carnell, founder of charity Bullying Online and Yorkshire Evening Post Sub-Editor – cannot attend – emailed her response</p>
1645 hrs	External/National view	<p>Stephanie Delaney – ChildLine, Counselling Manager, Yorkshire & North East</p> <ul style="list-style-type: none"> • Provide National/Regional extent of bullying • Outline the role of CHIPS workers in relation to bullying in schools
1700 hrs	Local view	<p>Gerry Hudson, Bradford Connexions Partnership Manager</p> <ul style="list-style-type: none"> • Outline the role of Connexions in relation to bullying in schools • Provide local extent of bullying
1730 hrs	LEA presentation	<p>June Sanderson, Strategy Manager (NHSS/PSHCE) (National Healthy Schools Standard/Personal, Social, Health and Citizenship Education) Education Bradford</p> <ul style="list-style-type: none"> • Provide local extent of bullying • Identify what actions/policies/strategies/plans are in place • Provide current picture of where all schools are in tackling bullying • Report on Audit of all Bradford schools bullying policies • Guidance on best practice, key criteria required to tackle bullying
1745 hrs	Commission Members Question time	<p>All members</p> <ul style="list-style-type: none"> • To answer any outstanding questions
1815 hrs	Public Questions	<ul style="list-style-type: none"> • To further inform the Commission
1830 hrs	Close	<ul style="list-style-type: none"> • Close meeting

Young People's Scrutiny Commission

Bullying across the District

Open Meeting – Tuesday 4 January 2005 - 1730 Hours
Committee Room 4, City Hall

Programme

Time	Activity	Speaker/Notes
1730 hrs	Introduction	<p>Cllr Andrew Thornton</p> <ul style="list-style-type: none"> • Explain how the meeting will progress • Run through programme
1740 hrs	Police View	<p>West Yorkshire Police</p> <ul style="list-style-type: none"> • Written submission – findings of recent Police research
1750 hrs	Client side view	<p>Phil Green - Director of Education and Schools</p> <ul style="list-style-type: none"> • Clarify role of Client side • How does client side ensure that Education Bradford meets outcomes in relation to anti-bullying • Clarify who has responsibility for ensuring that schools tackle the issue of bullying
1810 hrs	Contractor view	<p>Mark Pattison - Managing Director, Education Bradford</p> <ul style="list-style-type: none"> • Report on Education Bradford's progress against their Behaviour Support plan
1830 hrs	Commission Members Question time	<p>All members</p> <ul style="list-style-type: none"> • To answer any outstanding questions
1845 hrs	Public Questions	<ul style="list-style-type: none"> • To further inform the Commission
1900 hrs		Close of meeting

Durham County Council Accreditation Scheme
Information taken from www.durhamlea.org.uk



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DURHAM SCHOOLS
EXTRANE 3

What is accreditation?

Accreditation is a framework to create a system of both supporting schools to develop anti-bullying systems and cultures within our schools, and also to measure how successfully they are achieving this. We put together a series of meetings, which involved people representing Durham Anti-Bullying Service, Durham Educational Psychology Service, Durham Inspection and Advisory Service, and a Durham Primary and Secondary school to discuss what the criteria for accreditation should be. A meeting was then held with members of Childline to finalize these.

The agreed criteria are as follows:

The establishment of an anti-bullying interest group within school. This would involve staff/pupil/and community link personnel. The role of this group might include a commitment to:

- Develop and support anti-bullying systems and practice within the school
- Provide a mechanism for monitoring anti-bullying issues within the school
- Provide a forum for picking up on whole school issues
- Take a lead in developing materials, organizing training, creating curriculum links etc
- Take responsibility for producing parent information and an annual report to parents/pupils and governors
- Review the school Anti-bullying Policy annually

Why?

It is our belief that if a school is to establish and maintain anti-bullying systems and practice in the long-term, and give this issue the status it deserves, then it will need the support of such a group

An annually reviewed anti-bullying policy that provides specific information as to what the school is currently doing to support vulnerable youngsters

Why?

To provide accessible information to any interested person as to what the schools position is on bullying, and what they do to combat it

A school commitment to access and support relevant agencies such as the Anti-bullying Service. This might involve:

Anti-bullying service

- Regular staff/pupil training
- Case consultation
- Individual/ group intervention
- Material development
- Policy review

Why?

Durham LEA has made a commitment to support all schools in setting-up and maintaining an anti-bullying culture and ethos, and in providing specific support and intervention for distressed or vulnerable young people within our schools. In order for this to become a reality, it will be necessary for schools to support and make use of the ABS

The establishment of a Peer Support Scheme within school- e.g. Buddy Scheme, Peer Mediation Scheme etc

Why?

Full involvement of young people in tackling everyday issues and supporting vulnerable youngsters, has long been recognized as one of the most effective ways of tackling all forms of social difficulties

An annual Anti-bullying Awareness Raising Day- coordinated with other schools

Why?

This is intended to raise staff/pupil and community awareness within all schools; to provide an opportunity for new initiatives to be explored/launched; to allow schools to fund raise; to allow inter-school expertise to be shared; to celebrate pupil involvement and school successes; to raise the profile of the authority in respect of anti-bullying practice

The school will provide information to parents regarding how to raise a concern and who with, how typical concerns are dealt with, and the types of responses often employed to tackle a situation. This information should also include details of who the school's anti-bullying parent governor and staff co-ordinator are

Why?

Good practice suggests that schools effective in tackling bullying have clearly stated and accessible systems for raising and responding to concerns

[BACK](#)