



Anti-Social Behaviour

10 January 2006

Report to City Council

Anti-Social Behaviour and the Safety of Young People in Schools, Bullying & Truancy



"Chipmunks" patrol at Brookvale Primary School, picture courtesy of Birmingham Post

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Preface

By Councillor Jon Hunt

Chair, Education and Lifelong Learning Overview and Scrutiny Committee



There cannot be many people who have not been affected by bullying in their schooldays, either as a victim or a perpetrator or too often as a guilt-ridden by-stander.

These days a problem that is as old as Tom Brown's Schooldays has been joined by more modern vices such as anti-social behaviour and criminal activity. There are also new and sophisticated forms of bullying permeating the world of childhood.

This review looked at how the City Council can influence extremes of bad behaviour in schools and help to protect both children and staff from violent and intimidating behaviour.

I would like to express my thanks to all those members and officers who have worked on it, in particular to Cllr Sandra O'Brien who led the review during most of its evidence-taking period.

Special thanks are due to those who gave evidence and to those schools who played hosts to visits from the review group.

Many of the recommendations are about sharpening up the Council's systems for identifying and dealing with these problems and for interacting with other agencies such as the police.

There are many good ideas and much good practice within city schools for tackling playground problems. The challenge now is to share the news about the best practice and embed it within all our schools. There is also a growing need to ensure the safety of children outside the school gates. Changes in the legal climate mean a need for much greater collaboration between schools and police - and placing officers within school clusters appears to have been a significant success. The adoption of an anti-bullying strategy will help send a message that bullying is unacceptable and need not be endemic within schools.

We need to reassure our pupils and our staff that action will be taken against unacceptable behaviour. There were more than 500 assaults on school staff in Birmingham in 2004. Some 400 of these were physical assaults and one in ten involved some kind of weapon. For that reason we would like to see the education system adopting the idea of zero tolerance that has successfully been introduced in other parts of the public sector.

A handwritten signature of Jon Hunt, written in black ink, with a long horizontal line underneath.



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1: Summary

- 1.1.1 This scrutiny was established in order to support the development of a single over-arching behaviour strategy, to enable a more coherent, cohesive and comprehensive approach to be taken towards anti-social behaviour and the safety of pupils in schools. It covers bullying associated with the school environment and truancy relating to the effects of bullying and other anti-social behaviour. In this context, bullying is taken to mean “any behaviour that is deliberately intended to hurt, threaten or frighten another person or group of people. It is usually unprovoked, persistent and can continue for a long period of time. It always reflects an abuse of power” (Together We Can Stop Bullying, Birmingham Education Service Revised Guidance for Schools, 2005). Behaviour between adults and assaults on teachers were recognised as being issues from the start of the review.
- 1.1.2 A survey of Secondary schools conducted in 2004 by the Secondary Headteachers Behaviour Working Party identified that there was a perception amongst headteachers that pupil behaviour was worsening and that there was an increase in aggressive visitors to schools.
- 1.1.3 The group that conducted this scrutiny review found that it was engaged in examining an area of work which was difficult to define concisely. One person’s anti-social behaviour might not be another’s. It can also be seen as behaviour that other people engage in, never oneself. For example, if someone is attacked, does the seriousness relate to the intentions of the assailant, or the robustness/frailty of the assailed? Is there such a thing as total safety, or should we acknowledge danger and learn to manage risk more effectively? Questions like these need to be examined in order to create a context in which we can look at what is happening in the Birmingham educational community and what is being done to address the problems being posed.
- 1.1.4 There exists an abundance of strategies and projects within education and with other agency partners to tackle these issues, but no overview as to their effectiveness and no guarantee that they complement each other. Although all of the money being spent on behaviour management can be accounted for, there appears to be no means of cross-referencing value for money in terms of comparing the relative value of one form of activity against another.
- 1.1.5 A wide range of professional agencies, voluntary organisations, charitable and private bodies are engaged in a whole range of activities related to the management of children with social, emotional and behavioural difficulties. All receive funding from diverse sources, commonly on a short-term basis. Some pupils receive a great deal of support, and others receive very little.



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Having a label does seem to play a part in being referred for support, for example, “permanently excluded”, or “Special Educational Needs”. The principles underpinning the Children Act as expressed in the strategy document “Every Child Matters” recognises this scenario nationally, and the Government has asked Local Authorities to establish Children’s Trusts in order to adopt a more coordinated approach. Keeping safe is one of the five key outcomes for this strategy.



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2: Summary of Recommendations

	Recommendation	Responsibility	Completion Date
1.	Building on current work, a behaviour policy for the city should be developed, ensuring school governors are consulted. The policy should lead to the development of a new single over-arching behaviour plan, which includes both an Anti-Bullying and truancy strategy. The plan should link with the "Every Child Matters, Change for Children" agenda. A key feature of the Anti-Bullying Strategy should be the collection of data on bullying incidents by the Local Education Authority (LEA).	Cabinet Member for Education and Lifelong Learning	December 2006
2.	Measures should be put in place to ensure regular evaluation of the effectiveness of the city guidance for combating bullying in schools and service settings. This should include commissioning ongoing research building on the findings of the "Checkpoints for Schools" evaluation. The outcomes should be fed into an ongoing policy improvement process and reported to scrutiny.	Cabinet Member for Education and Lifelong Learning	March 2006 and ongoing
3.	A policy to be developed where "zero tolerance" is to be applied when school staff are subjected to aggressive behaviour and assault from adults and visitors.	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	September 2006
4.	Greater coordination should be established between the operations of Pupil Watch, Police Operational Command Units (OCUs), the Birmingham Anti-Social Behaviour Unit and District Directors in order to ensure that relevant data between all partners is shared and that the safety of pupils outside of schools is a priority.	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	July 2006
5.	The Children's Centres/Extended Schools agenda should be formally linked with the Community Safety Partnership in order to promote the valuable work that has developed between the police and schools as evidenced in the Behaviour Improvement Project (BIP).	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	July 2006
6.	The Strategic Director for Learning and Culture, working with NHS partners, should address as appropriate the need for additional speech and language support in Foundation and Early Years settings, recognising the link between communication skills and behavioural development.	Cabinet Member for Education and Lifelong Learning	July 2006



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7.	The implementation of one of the Key Outcomes of "Every Child Matters" – Be Safe - should include a clear strategy to promote effective communication between all funding bodies, to establish the effectiveness of service providers, and feed this into policy improvement processes.	Cabinet Member for Education And Lifelong Learning	September 2006
8.	Education and Lifelong Learning Overview and Scrutiny Committee considers as part of its work programme some overview/scrutiny of the following: - Recruitment and retention of teachers (currently underway) - Developing policy on Restrictive Physical Intervention (RPI) - Use of parenting orders and anti-social behaviour orders resulting from guidance issued by central government	Chairman of Education and Lifelong Learning Overview and Scrutiny Committee	July 2006
9.	Progress towards achievement of these recommendations should be reported to the Education & Lifelong Learning Overview and Scrutiny Committee in September 2006. The Committee will schedule subsequent progress reports thereafter, until all recommendations are implemented.	Cabinet Member for Education and Lifelong Learning	September 2006



3: The Review Process

3.1 Reasons for Conducting the Review

- 3.1.1 The purpose of this review is to support the development of an over-arching behaviour strategy, through the development of relevant policies and plans for issues such as restrictive physical intervention or bullying and exclusions, that are able to meet the needs of all pupils with regard to the management of anti-social behaviour in schools, bullying and truancy.
- 3.1.2 The report sets out to consider current processes, identify areas of good practice and examine the barriers to successful development within the context of existing legislation.
- 3.1.3 By conducting this review, the expectation is that a greater understanding of the following will emerge: the effect of campaigns e.g. Anti-Bullying and Pupil Watch, pupil exclusions, the work of support services e.g. Behaviour Support Service, Educational Psychology Service, the Specialist Support Service, Youth Offending Service and the Educational Welfare Service, in relation to their roles in addressing anti social behaviour, bullying and truancy. In addition, it examines the impact of other factors such as gender, race, sexuality, pupil attainment and parental involvement, including the role and the work of the police in schools.
- 3.1.4 The review also attempts to throw light on the impact of threatening behaviour towards school staff and the effect this might be having on recruitment and retention.
- 3.1.5 All of the above were considered against the backdrop of the implementation of the Children Act.

3.2 The Terms of Reference for the Review

- 3.2.1 The review was set up with the aim of supporting the development of a cohesive city behaviour policy that would be able to address the needs of all pupils.
- 3.2.2 The objective of the review was to consider current processes, identify areas of good practice and highlight areas for development, and to consider the implications of existing legislation with regard to anti-social behaviour in schools, bullying and truancy.



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3.3 Membership of the Review Group

- 3.3.1 During the course of the review period the following Councillors participated:
- Cllr R. Corns (April 2005 onwards)
 - Cllr J. Drinkwater
 - Cllr J. Fuller
 - Cllr J. Hunt (April 2005 onwards)
 - Cllr S. O'Brien
 - Cllr P. Parkin (April 2005 onwards)
 - Cllr S. Plant
 - Cllr P. Wagg
- 3.3.2 In the initial stages the review group was chaired by Cllr O'Brien, and in the latter stages by Cllr Hunt.
- 3.3.3 The lead officer for the review was Peter Wild, Head of the Behaviour Support Service.
- 3.3.4 The group started by taking evidence and this was achieved by April 2005. It involved holding meetings with a representative range of agencies and schools within Education, the Youth Offending Service and the Police. It included visits by the review group to schools and educational units, and taking evidence from school pupils.

3.4 The Review Methodology

- 3.4.1 Evidence was gathered using three methods: a literature search that included requests for written submissions, visits to schools and face to face interviews.
- 3.4.2 The literature search produced a vast quantity of written material on the subject, including legislation, guidance, policies, strategies, and research and survey findings. This material is listed in the appendices and is available on request, together with all written submissions and notes of all verbal evidence provided.
- 3.4.3 The visits to schools covered a cross section of establishments including Primary schools, an Extended school, a Pupil Referral Unit, a Secure Unit, a school in challenging circumstances and a very large Secondary school. The visits presented an opportunity to speak to staff and pupils first hand in order to explore their perspectives.
- 3.4.4 The interviews were conducted over a period of several weeks. Interviewees were subjected to a variety of approaches, including



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both direct questioning and themed discussions.

- 3.4.5 The themes were as follows: early years and early intervention, young offenders, Primary school issues, bullying, Secondary school behavioural issues, truancy.
- 3.4.6 The styles of evidence gathering cross-referenced with each other in terms of looking at the main themes, and offered a holistic view of the issues being examined by the review.
- 3.4.7 Although the evidence gathered was extensive, it was nevertheless selective, insofar as the time allotted restricted the possibilities given the scope and expectations of this review. Thus the main areas of the brief were covered in as much depth as the time frame would allow. Evidence was taken from Secondary and Primary heads, teachers and pupils, support service workers, members of the Youth Offending Service, the Health Education Service, and West Midlands Police. Views expressed were representative of local, regional and national perspectives.



4: The Review Findings

4.1 The Literature Review and Written Submissions

The National Context

- 4.1.1 The literature review and written submissions established that the Department for Education and Skills (DfES) Key stage 2 & 3 National Strategies both have a Behaviour and Attendance strand. The delivery of these national strategies in Birmingham's schools is supported by the Birmingham Advisory Support Service, the Behaviour Support Service, the Framework for Intervention Agency, the Specialist Support Service, the Educational Psychology Service and the Educational Welfare Service. All of the activities engaged in are designed to support schools and their staff strategically, as well as supporting individual pupils.
- 4.1.2 Key legislation determines the processes governing pupil exclusions and pupil attendance. The Local Education Authority (LEA) fulfils key statutory functions in respect of both of these areas, including targeted support to individual pupils and parents when attendance in school is threatened by truancy, exclusion or a high risk of exclusion. The support services concerned (Behaviour Support Service and Educational Welfare Service – Pupil Connect) provide and monitor alternative education placements where a return to a mainstream school setting is unlikely.
- 4.1.3 The DfES has supported the establishment of a national network of information and support to combat bullying in schools through the Anti-Bullying Alliance (ABA). Birmingham's guidance on how to strategically tackle bullying in schools is seen by the ABA as an area of good practice that should be shared both regionally and nationally. The revised guidance also addresses issues of gender, sexuality and homophobic bullying.

Initiatives Carried Out Locally

- 4.1.4 Birmingham LEA benefits from participating in the Behaviour Improvement Project (BIP). This is a nationally funded, time limited initiative being implemented by twenty-two Birmingham schools, operating in four geographic areas consisting of a 'hub' of Secondary school with a cluster of Primaries. The funding has been extended from March 2006 to March 2008 and at least ten more



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schools will be involved as associate members. The Programme bridges the gap between strategic planning and operational support for individual pupils. The initiative is being externally evaluated and has been judged very successful according to the criteria employed, namely reductions in exclusions and increases in attendance.

- 4.1.5 In order to fulfil its Duty of Care to its employees, Birmingham LEA has issued guidance on the use of restrictive physical intervention in school and service settings. This is supported by a 'model' policy and high quality training that is subject to ongoing evaluation. The co-ordination of this lies within the Behaviour Support Service (BSS). However it is not clear what policies and procedures other professional groups have that might potentially become part of a Children's Services Department. There is evidence within the BSS that the use of the "Team-Teach" approach for Care and Control (including restrictive physical intervention) significantly increases teacher confidence and reduces the number of incidents of violent behaviour. In contrast to this, a recent audit of this field of work has indicated that as many as 146 of Birmingham's schools (that is, 26%) do not have any standardised method of recording serious incidents.
- 4.1.6 Birmingham LEA receives extensive national funding from Excellence in Cities. This provides funding for Learning Mentors and Learning Support Units based in schools in order to support pupils with challenging behaviour. No strategic linkages between these mentors and other mentoring services became evident during the course of the scrutiny review.
- 4.1.7 A number of Wards have funded school-based activities that have increased the capacity to manage the social, emotional and behavioural problems of some of the city's school children. This funding was sourced from the Neighbourhood Renewal Fund (NRF). The organisations involved tend to have charitable status within the private sector.
- 4.1.8 Birmingham participated in an independent evaluation of materials that schools could use to reduce bullying and violent behaviour. The research found that school leadership and management cultures can help or hinder the successful development of safe environments. With regard to the implementation of an intervention, it states: "in an educational culture where schools are bombarded with initiatives, *readiness* and the ability to cope with change are crucial for success¹".
- 4.1.9 The Youth Offending Service acts as a focal point for inter-agency initiatives related to reducing youth crime and supporting both young offenders and the victims of crime. It is conducting work using jointly appointed staff linking Social Care, Education and the Police. A high proportion of its initiatives are utilising time-limited

¹ See Report to Birmingham LEA: Evaluation of Checkpoints for Schools p85. University of Surrey - Roehampton



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funding streams.

4.2 Verbal Submissions

- 4.2.1 All of those who offered evidence shared a similar perception that a city the size of Birmingham can expect to encounter extreme behaviour problems, in certain areas commonly associated with high levels of social deprivation and high levels of crime. However at Secondary transfer, all Primary pupils transfer to a wide range of Secondary schools, so that the idea of Secondary schools offering localised provision in the way that most Primary schools tend to do is not always accurate. Thus some schools, even though sited in relatively affluent areas, incur the same range of behaviour problems as those sited in areas of social deprivation. Oppositely, some schools seem able to overcome problems associated with poverty, because there is a strong culture of parental support that has been developed, so that high attainment and achievement in education is something that families aspire to.
- 4.2.2 High figures of permanent exclusions in the city, over the course of the last two years, reflect the concerns of many schools that some pupils' behaviours are not manageable within the context of how a school's effectiveness is measured, particularly under the Office for Standards in Education (OfSTED) inspection frameworks. Despite the LEA target figure for permanent exclusions being 1.5/1000 pupils, there has been a steady rise over the past year with an average of 33.5 extra exclusions per month, which equates to 2.08/1000 pupils. Some secondary schools are encountering serious problems in terms of recruiting and retaining staff, and behaviour is frequently cited as the reason. Working with challenging behaviour on a continual basis is highly demanding and takes its toll on staff. Some schools are without a stable leadership team and consequently experience a vicious circle in terms of recruiting new staff, particularly in core subjects. Statistics are kept centrally on reported assaults against schools' staff. The review group could find no evidence, within the timescale, of action taken as a consequence of logging these reports. This was seen as a matter of concern especially in relation to staff illness and retention.
- 4.2.3 Support services are being stretched in order to cope with high volumes of work, because working with pupils who have been excluded is labour-intensive and highly demanding.
- 4.2.4 Another common feeling was that funding is difficult to come by and sustain. At first this seems contradictory, in that the Department for Education and Skills (DfES) has invested heavily in behaviour management over the last seven years. The explanation seems to lie in the fact that funding is acquired through a plethora of local and national bidding processes, which offer short term funding, support particular themes and have 'strings' attached. The



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net effect is that planning tends to be relatively short term, that the workforce is asked to deliver a 'magic pill' with the money, and that there are few safeguards to ensure that any given initiative dovetails with all of the others. This creates the perception amongst ground workers that the money doesn't get through in a sustainable way to those who are closest to the problems. This causes a great deal of anxiety. There is also little evidence that inter-agency working is cross-referenced methodically, or that other providers of services from the private and voluntary sector are working to a common strategic goal.

- 4.2.5 A growing number of pupils displaying anti-social behaviours also have associated health problems, including speech and language difficulties, disorders on the Autistic Spectrum (ASD), and Attention Deficit Hyperactivity Disorder. In addition, there are problems associated with a range of other life experiences including loss and separation, and with low educational achievement. Staff in schools have expressed growing concern over the impact that pupils with these difficulties are having on the learning of others.
- 4.2.6 Evidence taken from representatives of a Primary age Special school for pupils with emotional and behavioural difficulties, a mainstream Primary school in a socially deprived part of Birmingham, the LEA's Specialist Support Service (Communication Difficulties and Autism Team), and the Behaviour Support Service, showed they all concurred that early intervention was key to breaking into established patterns of behaviour in families. All highlighted the problem of children with communication difficulties and the need for speech and language support, especially speech therapy, and saw schools as appropriate hosts for this. Speech and language ability is fundamental to underpinning a child's attainment at school as well as supporting the development of good mental health. Additionally, multi-agency working, staff training and peer mentoring seem to be important factors in tackling the issues. Staff training and awareness raising regarding the nature of bullying, the individual support needs of children and the importance of a consistent approach should reduce the number of inappropriate exclusions. Linked to this is the point that, whilst children on the Autistic Spectrum present behaviours that can be interpreted as antisocial, it may be a consequence of their condition and dealing with these children as criminals is not the answer. Children with ASD are very susceptible to high levels of bullying and specialist "Circle of Friends" and peer mentoring have successfully reduced bullying incidents and school refusing.
- 4.2.7 Evidence from the Youth Offending Service (YOS) showed good examples of integrated work. The seven multi-agency teams across the city are delivering a range of interventions and linking with voluntary and statutory organisations, the Children's Fund and Connexions, but there needs to be more multi-agency working. The Youth Offending Service considers that anti-social behaviour is not the responsibility of a single organisation and sees Community Safety Partnerships and links with Health and Social Care as the



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way forward. The service frequently works with disengaged young people for whom bullying is often a hidden underlying issue, and training all related staff in recognising and dealing with bullying would add to the capacity of the YOS provision. The YOS is trying to break the cycle of offending and works with siblings of young offenders, also recognising that separation or loss of a key person in a child's life and low achievement are key factors. Safety in schools is seen as an important issue and the service is developing Youth Offending Mentors to work alongside other school mentors. The "Lights On After School" project is an example of good practice in which 800 of the city's most vulnerable children were provided with twilight diversionary activities and the external evaluation highlighted the fact that the project supported children in re-engaging with the learning agenda.

- 4.2.8 There currently is, however, a shortage of suitable school places for the children that YOS deal with. There is a need to identify a sustainable funding stream, and it would be helpful if funding could move with the child. Short term funding – whilst well managed by the service – inevitably leads to staffing problems. The service would like to see an analysis of databases and welcomes the joint protocol for information sharing.
- 4.2.9 The Secondary Headteachers Behaviour Working Party provided evidence on behalf of Secondary headteachers, presented by two Secondary schools and a Special school for pupils with emotional and behavioural difficulties, each sited in different socially deprived areas of the city. The Behaviour Working Party had been established because the worsening behaviour in schools set against the strategic backdrop of inclusion was leading to some agitation amongst teaching staff with regards to pupils exhibiting violent and aggressive behaviours. A survey carried out by the group and responded to by 90% of the city's secondary headteachers, showed that 77% perceived that behaviour was getting worse. The Working Party aimed to tackle the rise in aggressive visitors to schools, deal with concerns over Secondary transfer, re-establish the strength of the exclusion team and address the issues regarding the recruitment and retention of staff. The problem of "internal truancy" (children registering at school but missing selected lessons) was also raised, as this can create a "sub-culture" within the school, which cannot be supported by the current Education Welfare Service provision. Additional concerns included pupils' general intolerance toward each other – particularly in relation to backgrounds and cultures, inconsistency in addressing bullying and absence condoned by parents. Areas of good practice related to home visits by mentors and vulnerable pupils being supported in school (and on return to school from a period of truancy) by a team of professionals.
- 4.2.10 Evidence from primary headteachers showed that there were gaps in the liaison between primary and secondary schools. Parental preference means that children are dispersing to a wide range of schools. Primaries may have to liaise with between twenty and



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twenty-five Secondary schools and this holds a hidden cost – there is no specific funding to support the liaison work. Neither the Primaries nor Secondaries felt that they had enough staff to deal with all the liaison work. Primary headteachers felt that CRISP (Criteria for Special Needs Provision) funding was not as well loaded toward behaviour as it should be. It was thought that the 'Framework for Intervention' approach offered a way of differentiating and evaluating problems. It is used in a significant number of Primary schools, but this is not mirrored in Secondary schools. All agreed that there is a need for early identification of problems and that it is difficult to get a Statement of Special Needs for children with behavioural difficulties. Key points to action were considered to be: communication between themselves and secondary schools, more funding for early years and early intervention, and more training to facilitate better links with parents. A Primary school in the North of the city gave evidence of their good practice, which included the establishment of an Anti-Harassment Policy and Procedure, an Anti-Bullying Policy and Child Protection Policies that were understood and shared with all stakeholders, and monitored regularly. Another primary school that gave evidence of good practice highlighted the fact that they were aware of the most likely times and places for bullying to occur and that they organised teachers' supervision in accordance, to keep the risks of bullying to a minimum. This school also maintains a forum for children to discuss difficulties associated with anti-social behaviour.



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- 4.2.11 Evidence was taken from School Health, Young Voice, Anti-Bullying Alliance (ABA) and Education Welfare Service (EWS). They observed that the Anti-Bullying Alliance is supportive of a multi-agency and holistic approach, with the school being at the hub of the process within the community. Age eleven pupils were specifically highlighted by the ABA as being the most vulnerable, and it was brought to our attention that gaps occurred in the transfer of pupil data, which could lead to a lack of identification of vulnerability. Birmingham has anti-bullying guidance that is well thought of, but in practice there are disparate organisations locally supporting anti-bullying work. The lack of local infrastructure to support the work means that there is an identified need for greater co-ordination. Young Voice, in its consultation for Birmingham Children's Fund, found an ever-increasing gap between those schools doing very advanced work and those who insist that they have no bullying or who simply exclude pupils but do not work with them to change their behaviour. ABA found widespread concern and frustration amongst school staff about the bullying which takes place just outside the school gates, with children "waiting" for others to leave the school premises. They call for a consistent community approach drawing together a range of services. Their experience nationally was that there was good communication between Primary and Secondary schools. It is the view of the Review Group that the safety of children as they journey to and from school is a matter for concern².
- 4.2.12 Evidence from the West Midlands Police suggested that, although anti-social behaviour orders (ASBOs) can be applied to restrict the behaviour of pupils, care would have to be taken to ensure that all applications were based on objective evidence and would be an appropriate and proportionate response to the problem posed. The view was also expressed that schools should deal with the problems internally, but could call the police when their presence is required as appropriate and proportionate. Long term problems could be addressed by having strategic discussions, but schools always have the right to use the emergency '999' system in the event of an immediate and serious threat. Schools are now requesting a designated Police Officer to be on site, but current priorities mean that resources are not necessarily directed to this preventive work. With regard to truancy, there appears to be a need for greater information sharing amongst all agencies involved (including particularly the Police, schools, EWS and Pupil Watch). On this issue it was also noted that while all Police Officers have the power to approach suspected truants, not all officers would be aware of the procedures or their powers. Again, in relation to parents who are not supportive of schools, there was concern from the LEA that schools sometimes have difficulty in removing parents once on site, and that the response from the police needs to be swifter. The police advise that this type of incident emphasises the

² Issues relating to pupil behaviour on buses was part of the "Travelling to School" review, presented to Council in December 2005



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necessity for the emergency services to be called, and this needs to be communicated to schools. The weight of all evidence and discussion with the Police pointed to the need for relationship building, communication and role definition.

- 4.2.13 Evidence from Pupil Watch suggests that stronger links need to be made with the local communities in partnership with the Education Welfare Service and other statutory and voluntary agencies. Pupil Watch has input from Police personnel from the nine Operational Command Units, but find it difficult to deal with nine areas individually. Short term funding, and fund finding, is difficult and causes problems with staff retention. A major problem is “condoned absence” – parental collusion with their children’s absence from school, and whilst the ultimate aim of Pupil Watch is to keep pupils safe and support victims of crime, they see the problem as relentless. Indeed the national figures remain stubbornly constant despite funding input. The service would like to work more with younger children, as it believes that early intervention is key.
- 4.2.14 Rights of the Child (ROC), Birmingham Children’s Fund in association with Young Voice and the Viewpoint organisation gave evidence. Using a variety of survey techniques, these organisations have gained the views of samples of Birmingham children in relation to anti-social behaviour, truancy and bullying. All reports concur that young people seem to have different views from adults on what constitutes bullying. This leads to confusion and frustration, as children feel that bullying is being ignored or blamed on the victim. Children saw either the bully or the bullied leaving school as the only way to eliminate the problem. Children were interested in face-to-face support mechanisms offered immediately through schools (i.e. mentors) more than anonymous support accessed, for example, through texts. They would like more help with self-esteem building and strategies to help bullies and victims deal with issues around bullying. Young people from ROC would like to see their anti-bullying training extended to schools. They call for more clarity and cohesion amongst providers so that young people know how to access help when they need it. They also consider that adults do not have mechanisms in place to protect children and genuinely do not know how to deal with the problem of bullying.
- 4.2.15 The scrutiny review, operating to a very tight time scale, was unable to identify a forum that could give us the voice of a representative range of parents. This may be an area that needs further work, and may link with the work currently being carried out by the Children and Young People’s Strategic Partnership to develop an Engagement of Parents sub-group. Young Voice recommends the appointment of a parenting co-ordinator, who would work in partnership with a range of agencies to involve parents in the work to reduce bullying.



5: Conclusions and Recommendations

5.1 Conclusions

- 5.1.1 Although Birmingham has a range of successful interventions to address anti-social behaviour, the provision is inequitable and in some instances uncoordinated. In many cases, it relies on short term funding streams, and in some cases the activity is not sustainable beyond the life of its funding. This leads to issues of staff recruitment and retention, and the interventions are therefore somewhat less effective than they could be. Drawing the funding streams and activities together and developing a forum to look at workforce issues would link with the Change for Children agenda and the current work of the Children and Young People's Partnership.
- 5.1.2 The city does not currently have a policy on the management of anti-social behaviour in its schools, although most schools do have their own individual behaviour policies. An over-arching policy that includes a means of distribution of information, training and awareness-raising for schools' staff in dealing with anti-social behaviour, bullying and truancy, and covers the needs of children where anti-social behaviour is a result of a disability such as Autism, would make a positive difference to the issues raised in this review. The policy should address the need for a shared understanding of bullying and recognise that the management and organisational culture within schools is a significant factor in reducing bullying.
- 5.1.3 The weight of evidence that has been gathered points toward the understanding that the issues touched on are not confined within the schools and therefore there needs to be a joint school and community approach to understanding and dealing with them. This approach would benefit from a forum for information exchange and relationship building between the agencies involved, both at local and city level, and needs to include the development of protocols and role definition.
- 5.1.4 Given the move towards localisation, this review offers an opportunity to develop a policy that can support the District Directors as well as the schools, through a shared and informed understanding of the problems faced by the city.



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- 5.1.5 There was a consensus from those giving evidence that a shift of resources towards early intervention, together with this community approach, would help to break the cycle of anti-social behaviour and, in time, take the pressure off the over-stretched support services. Supporting Primary school to Secondary school transfer would appear to be a specific early intervention that needs to be addressed.
- 5.1.6 There is a wealth of good practice in the city but there is no mechanism or infrastructure in place to disseminate and replicate it. Opportunities need to be afforded to explore good practice in other Local Authorities. One such area of good practice is mentoring and there appears to be a need to review, co-ordinate and monitor the different types of mentoring carried out in Birmingham schools. Funding has been made available at times to commission research, but there is little evidence that the research findings have been put into practice or incorporated into ongoing review processes. Evaluations of individual projects tend to be carried out in isolation, rather than as part of a holistic approach. The same can be said of campaigns, and there was no objective evidence one way or another to say whether they are successful, though anecdotal evidence suggests that local campaigns are more effective than national.
- 5.1.7 Including the voice of children and parents in the design, delivery and evaluation of strategic city-wide guidance and localised provision will pave the way for solutions that are both relevant and appropriate. It will help make progress in the city's attempts to reduce anti-social behaviour, bullying and truancy, thereby increasing the safety of young people in our schools. The research work with children that has been carried out to date needs closer attention and needs to link with the development of a policy for the management of anti-social behaviour, discussed earlier.
- 5.1.8 The problems of anti-social behaviour, truancy and bullying are not endemic in the city, for example, permanent exclusions tend to be concentrated in particular areas and schools. This suggests that the city would benefit from greater analysis of its statistical evidence so that problem areas can be targeted to make better use of resources, being mindful of the fact that it is important not to displace the problem somewhere else. This would be greatly assisted by an analysis of databases and joint protocols for information sharing, as well as a strong and explicit link with the emerging arrangements for a Children's Trust within the city.
- 5.1.9 In an environment where delegated school budgets give schools the right to choose individual priorities, the need for central support to promote a mutually beneficial agenda is vital.



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5.2 Recommendations

	Recommendation	Responsibility	Completion Date
1.	Building on current work, a behaviour policy for the city should be developed, ensuring school governors are consulted. The policy should lead to the development of a new single over-arching behaviour plan, which includes both an Anti-Bullying and truancy strategy. The plan should link with the "Every Child Matters, Change for Children" agenda. A key feature of the Anti-Bullying Strategy should be the collection of data on bullying incidents by the Local Education Authority (LEA).	Cabinet Member for Education and Lifelong Learning	December 2006
2.	Measures should be put in place to ensure regular evaluation of the effectiveness of the city guidance for combating bullying in schools and service settings. This should include commissioning ongoing research building on the findings of the "Checkpoints for Schools" evaluation. The outcomes should be fed into an ongoing policy improvement process and reported to scrutiny.	Cabinet Member for Education and Lifelong Learning	March 2006 and ongoing
3.	A policy to be developed where "zero tolerance" is to be applied when school staff are subjected to aggressive behaviour and assault from adults and visitors.	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	September 2006
4.	Greater coordination should be established between the operations of Pupil Watch, Police Operational Command Units (OCUs), the Birmingham Anti-Social Behaviour Unit and District Directors in order to ensure that relevant data between all partners is shared and that the safety of pupils outside of schools is a priority.	Cabinet Member for Education and Lifelong learning and Cabinet Member for Local Services and Community Safety	July 2006
5.	The Children's Centres/Extended Schools agenda should be formally linked with the Community Safety Partnership in order to promote the valuable work that has developed between the police and schools as evidenced in the Behaviour Improvement Project (BIP).	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	July 2006
6.	The Strategic Director for Learning and Culture, working with NHS partners, should address as appropriate the need for additional speech and language support in Foundation and Early Years settings, recognising the link between communication skills and behavioural development.	Cabinet Member for Education and Lifelong Learning	July 2006
7.	The implementation of one of the Key Outcomes of "Every Child Matters" – Be Safe - should include a clear strategy to promote effective communication between all funding bodies, to establish the effectiveness of service providers, and feed this into policy improvement processes.	Cabinet Member for Education And Lifelong Learning	September 2006
8.	Education and Lifelong Learning Overview and Scrutiny Committee considers as part of its work programme some overview/scrutiny of the following: Recruitment and retention of teachers	Chairman of Education and Lifelong Learning Overview and Scrutiny Committee	July 2006



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(currently underway)

- Developing policy on Restrictive Physical Intervention (RPI)
- Use of parenting orders and anti-social behaviour orders resulting from guidance issued by central government

9.	Progress towards achievement of these recommendations should be reported to the Education & Lifelong Learning Overview and Scrutiny Committee in September 2006. The Committee will schedule subsequent progress reports thereafter, until all recommendations are implemented.	Cabinet Member for Education and Lifelong Learning	September 2006
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Appendix 1: List of Background Reports

As part of the evidence gathering, the Review Group asked a wide range of participating agencies to make written submissions and provide evidence. The returns are listed below. All of these documents are in the public domain. If anyone would like a copy of any particular document please contact Peter Wild, Head of the Behaviour Support Service, in the first instance. (Email: peter.wild@birmingham.gov.uk or Tel: 0121 303 5523)

1. Challenging Behaviour in Schools
2. Birmingham LEA Safety Statement
3. Guidance and Pastoral Support Programmes for Birmingham Schools & Support Service
4. Diary Dates Activities
5. Executive Summary – Roehampton
6. Scrutiny Report to the City Council – Pupil Behaviour
7. A Key Stage 3 Citizenship Resource on personal Safety & Robbery
8. Care & Control Policy
9. Care and Control Policy and Practice Audit
10. Behaviour Management/Care and Control Audit – November 2004
11. Anti Bullying Alliance, West Midlands Network
12. Young Voice – Letter
13. Stand Up for Us – Challenging Homophobia in Schools
14. Birmingham Behavioural Improvement Programme
15. Care and Control Seminar Pack: Team Teach/Training Options
16. Safer Schools Partnerships: Police in Schools, Tony Clark
17. Safer Schools Partnerships, Roehampton University
18. Parents'/Carers' Views on Birmingham Schools – Questionnaire Survey 2003
19. Bullying Survey Data
20. Review of Pupil Truancy and Participation in School-Time Demonstrations
21. Bullying: A Guide to the Law
22. Care & Control Toolkit – West Midlands Regional Partnership
23. Behaviour Support Service – Information for Birmingham Schools, Pupils and Families
24. Engaging Young People
25. Guidance on Education-related Parenting Contracts, Parenting Orders and Penalty Notices
26. Pupil Watch/Community Action Team Activity
27. Assault Figures
28. Bullying From Reaction to Prevention
29. Education Catalogue
30. Legislation Framework and Messages from Research (Anti Bullying Alliance)
31. Young Voice - Camden: Working Towards a Bully Free Zone
32. Durham County Council – The Development of the Anti Bullying Service within Durham Local Education Authority and Evaluation of the European



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- Social Fund Project, Combating Bullying for Social Exclusion, T
Cunningham, May 2003
33. Young Voice – Links for a Safer Community – Developing an Anti Bullying Service Research and Recommendations. Adrienne Katz, David Stockdale and Samantha Bishop
 34. OFSTED – Better Education and Care
 35. Birmingham Education Service – Together We Can Stop Bullying
 36. Promoting Emotional Health and Well-being, through the National Healthy Standard
 37. Birmingham Healthy School Standard Update
 38. Primary National Strategy, Bullying: an Interactive Text and Leaflets
 39. Trend of Motor Vehicle Resident Young Offender Arrests in Birmingham Total
 40. ISSP News – Youth Offending Service
 41. Behaviour Youth Offending Service - OHPs
 42. Lights on After School _Youth Offending Service
 43. Youth Offending Service – Reintegration Pack
 44. LSC Funded 'Uplift' Programme
 - Joint YJB/Connexions bid
 - Reintegration Package
 - Outcomes from Local panels
 - Resettlement PA Working Towards a City Wide Agenda
 - The City ETE Panel
 - City Panel Issues
 - The Impact on the ETE Target
 45. Birmingham Youth Offending Service Review 2003
 46. A Practical Guide to Risk Management in Schools – Safe School Initiative