

**Monitoring and Reporting Racist Incidents in Schools
August 2009 – July 2010**

**A Report from Lancashire County Council, Quality and
Continuous Improvement**

March 2011

Monitoring and Reporting Racist Incidents in Schools August 2009 – July 2010

Summary

- 530 incidents were reported formally to the Local Authority during the 2009/10 academic year.
- The number of reports to the Local Authority during the last academic year represents an increase of 9.2%, compared with the previous year.
- In total, some 173 schools reported at least one racist incident over the period, compared to 166 in the previous academic year.
- It is still the case, however, that there is significant variability across schools in Lancashire with some schools reporting racist incidents on a regular basis.
- Whilst the majority of incidents are against pupils of South Asian heritage there has been a rising 3-year trend in the number of white British pupils who have been subject to a racist incident. The overwhelming majority of 'perpetrators' are white.
- 38 reports document Foundation Stage and Key Stage 1 perpetrators. The fact that very young children can be either victims or perpetrators of racist incidents indicates the continuing need for careful and sensitive management of race relations across all key stages.
- Verbal abuse between pupils continues to be by far the most common incident reported, both inside and outside the classroom. Over 86% of the incidents involve verbal abuse.
- The use of exclusion as a sanction was used both in primary and secondary schools, more often when violence was a feature of the racist incident, or when members of the school staff had been victims.

It is important to state that schools usually take prompt and robust preventative action to minimise any adverse impact arising from racist incidents.

The importance of ensuring that all racist incidents are reported and recorded has been accepted in principle for some time. The 'Stephen Lawrence Inquiry Report' recommended that the following definition of a racist incident should be adopted by the police, local government and other relevant agencies:

'A racist incident is any incident which is perceived to be racist by the victim, or any other person.'

This definition provides an essential starting point for schools in addressing the wide range of behaviours that could be racially motivated.

The procedure for reporting racist incidents to the Local Authority is now available electronically via the Schools Portal. We would encourage all schools to use this process as it should be simpler, faster and more efficient. The system also provides the school with a numbered report for its own internal records. Schools wishing to continue using a paper system are of course free to do so.

REPORT AND ANALYSIS

In the reporting procedures headteachers are invited to report each autumn to their governing body on the nature and frequency of any racist incident over the previous academic year. There is evidence of

much good practice in the careful and sensitive way in which headteachers report to governors and to the Local Authority.

Lancashire's Quality and Continuous Improvement Officers (formerly School Effectiveness Service) have continued to provide support to headteachers and their staff where there have been particularly difficult issues to manage and/or resolve.

During the last academic year the following ethnic categories have been used for monitoring and data collection purposes.

White

British
Irish
Traveller of Irish Heritage
Gypsy/Roma
Any other White background

Asian or Asian British

Indian
Pakistani
Bangladeshi
Any other Asian background

Mixed

White and Black Caribbean
White and Black African
White and Asian
Any other mixed background

Black or Black British

Caribbean
African
Any other Black background

Chinese

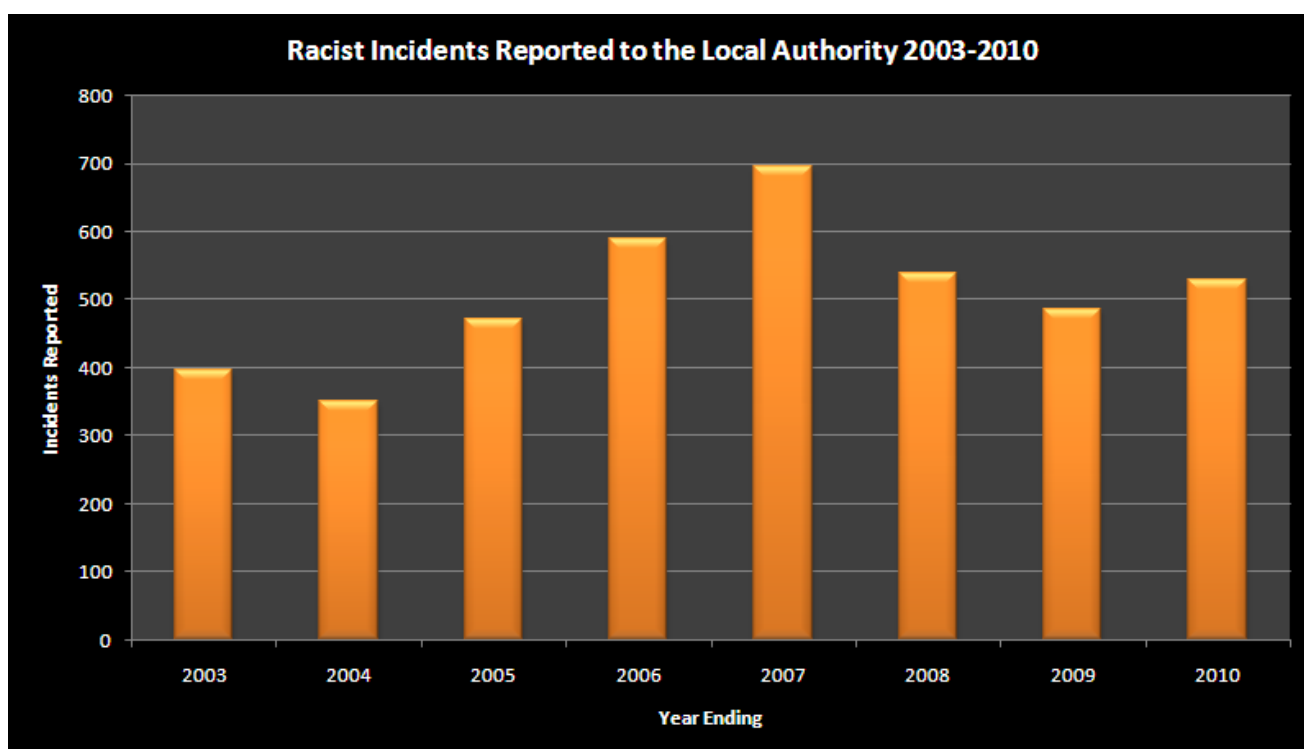
Any Other Ethnic Background

Comparative figures and commentary on those racist incidents reported to the Local Authority for the period 1 August 2009 - 31 July 2010 are presented below. The figures for the previous two academic years have also been included (where relevant) to illustrate some of the similarities and differences over the three reporting periods. In response to the agreement made with the Teacher and Headteacher Associations, the names of individual schools have not been reported. Cumulative and monthly figures have been given to Lancashire Police Divisional Commanders and the various Lancashire Racial Harassment and Hate Crime Monitoring groups and Community Safety Partnerships.

NUMBER OF INCIDENTS

530 incidents were reported formally to the Local Authority during the 2009/10 academic year. This compares with previous years as follows:-

03-04	396 Incidents
04-05	351 Incidents
05-06	472 Incidents
06-07	590 Incidents
07-08	538 Incidents
08-09	485 Incidents
09-10	530 Incidents



Commentary

The number of reports to the Local Authority during the last academic year represents an increase of about 9.2% against the previous year.

TABLE 1 - REPORTS BY TYPE OF SCHOOL – PHASE

	August 07-July 08	August 08-July 09	August 09-July 10
Nursery	5	0	3
Infant	4	0	1
Junior	6	8	8
Primary	229	191	197
Short Stay	9	25	4
Special	57	79	100
Secondary	228	182	217
Other	0	0	0
Totals	538	485	530

Commentary

In total, some 174 schools reported at least one racist incident over the period, compared to 166 in the previous academic year.

TABLE 2 - REPORTS BY TYPE OF SCHOOL – STATUS

	August 07-July 08	August 08-July 09	August 09-July 10
Community	366	341	351
Church of England	63	66	70
Roman Catholic	106	74	104
Methodist	3	3	4
CE /Methodist	0	1	1
Totals	538	485	530

TABLE 3 - REPORTS BY LOCAL AUTHORITY AREA

	August 07-July 08	August 08-July 09	August 09-July 10
Lancaster & Morecambe	53	52	58
Wyre	36	26	40
Fylde	9	11	11
Preston	103	62	57
South Ribble	48	41	45
West Lancashire	27	40	57
Chorley	28	19	25
Hyndburn & Ribble Valley	54	63	57
Burnley	89	114	119
Pendle	63	43	40
Rossendale	21	14	21
Out County*	7	0	0
Totals	538	485	530

* Out County reports come from residential special schools which are attended by some Lancashire pupils.

Commentary

This table reports by Local Authority Area over a three year period. As in the past we would expect to see differences in levels of reporting district because of the wide variation in the demographic characteristics of Lancashire. The rise in reported incidents over a 3-year period in West Lancashire and Burnley is noted – as is the decline in Preston and Pendle.

It is still the case that there is significant variability across schools in Lancashire with some schools reporting racist incidents on a regular basis and others rarely, if ever, reporting.

TABLE 4 - REPORTS BY LOCAL AUTHORITY AREA AND TERM – 2009/10

	Term 1	Term 2	Term 3
Lancaster & Morecambe	18	19	21
Wyre	14	12	14
Fylde	5	6	0
Preston	28	16	13
South Ribble	20	11	14
West Lancashire	19	25	14
Chorley	7	10	8
Hyndburn & Ribble Valley	27	19	11
Burnley	39	39	41
Pendle	18	14	8
Rossendale	8	4	8
Out County	0	0	0
Totals	203	175	152

TABLE 5 - INFORMATION ON VICTIMS – ETHNICITY

	August 07-July 08	August 08-July 09	August 09-July 10
White			
British	75	66	96
Irish	2	5	4
Traveller of Irish Heritage	1	4	1
Gypsy/Roma	4	1	1
Any other White background	12	11	17
Mixed			
White and Black Caribbean	52	29	32
White and Black African	10	6	7
White and Asian	26	20	29
Any other Mixed background	30	17	20
Asian or Asian British			
Asian British	0	0	9
Asian British – Indian	59	37	37
Asian British – Pakistani	121	154	113
Asian British – Bangladeshi	2	6	12
Any other Asian background	10	13	24
Black or Black British			
Black British – Caribbean	16	13	12
Black British – African	12	19	22
Any other Black background	2	6	11
Chinese	15	10	11
Other Ethnic Origin	5	21	21
Victimless	53	11	1
Not Given	31	36	50
Totals	538	485	530

TABLE 6 - INFORMATION ON PERPETRATORS – ETHNICITY

	August 07-July 08	August 08-July 09	August 09-July 10
White			
British	443	419	461
Irish	6	1	3
Traveller of Irish Heritage	5	2	3
Gypsy/Roma	1	1	1
Any other White background	3	1	6
Mixed			
White and Black Caribbean	6	4	2
White and Black African	1	0	1
White and Asian	4	2	7
Any other Mixed background	2	0	2
Asian or Asian British			
Asian British	0	0	0
Asian British – Indian	14	8	5
Asian British – Pakistani	27	26	19
Asian British – Bangladeshi	1	6	7
Any other Asian background	5	0	3
Black or Black British			
Black British – Caribbean	2	0	2
Black British – African	0	2	1
Any other Black background	0	0	0
Chinese	1	0	0
Other Ethnic Origin	0	8	3
Not Given	17	5	4
Totals	538	485	530

Commentary

The number of white victims is an indication that white pupils can be victims of racial harassment and flows logically from the definition of a racist incident advocated by the Association of Chief Officers of Police and recommended by the Stephen Lawrence Report.

A racist incident is any incident which is perceived to be racist by the victim, or any other person.

A small number of white victims are children or young people newly-arrived from eastern or southern European backgrounds – the children of migrant workers from the countries of the European Union.

TABLE 7 - INFORMATION ON VICTIMS – GENDER

	August 07-July 08	August 08-July 09	August 09-July 10
Female	154	127	170
Male	287	272	271
Male/Female	6	7	13
Not Given	38	44	31
Victimless	53	35	45
Totals	538	485	530

TABLE 8 - INFORMATION ON PERPETRATORS – GENDER

	August 07-July 08	August 08-July 09	August 09-July 10
Female	94	79	84
Male	404	378	430
Male/Female	7	2	6
Not Given	33	26	10
Totals	538	485	530

Commentary

Boys continue to be responsible for most of the reported incidents, including those which lead to physical confrontation.

TABLE 9 - INFORMATION ON VICTIMS – STATUS

	August 07-July 08	August 08-July 09	August 09-July 10
Pupils	403	318	382
Teaching Staff	55	46	47
Support Staff	13	51	19
Outside Person(s)	13	16	15
Victimless	53	51	66
Not Given	1	3	1
Totals	538	485	530

TABLE 10 - INFORMATION ON PERPETRATORS – STATUS

	August 07-July 08	August 08-July 09	August 09-July 10
Pupils	532	478	513
Teaching Staff	2	0	0
Support Staff	0	1	3
Outside Person(s)	4	4	10
Not Given	0	2	4
Totals	538	485	530

Commentary

As in previous years, the large majority of victims and perpetrators are individual pupils. Evidence from the report continues to refute the widespread assumption that racist incidents are often perpetrated by 'gangs' of pupils.

TABLE 11 - INFORMATION ON VICTIMS – YEAR GROUP

	August 07-July 08	August 08-July 09	August 09-July 10
Reception	5	4	11
Year 1	6	10	11
Year 2	7	8	13
Year 3	19	17	12
Year 4	34	25	29
Year 5	41	43	41
Year 6	43	42	44
Year 7	45	24	48
Year 8	26	31	44
Year 9	23	24	41
Year 10	18	26	19
Year 11	17	8	20
Year 12	0	1	1
Year 13	0	0	1
Victimless	53	8	1
Not Given or Other	201	214	194
Totals	538	485	530

TABLE 12 - INFORMATION ON PERPETRATORS – YEAR GROUP

	August 07-July 08	August 08-July 09	August 09-July 10
Reception	5	4	11
Year 1	6	9	11
Year 2	12	8	16
Year 3	33	20	17
Year 4	36	28	29
Year 5	42	40	42
Year 6	35	52	41
Year 7	50	28	49
Year 8	36	40	46
Year 9	45	27	44
Year 10	38	29	24
Year 11	32	20	25
Year 12	0	1	1
Year 13	0	0	1
Not Given or Other	168	179	173
Totals	538	485	530

Commentary

38 reports documented Foundation Stage and Key Stage 1 perpetrators. The fact that very young children can be either victims or perpetrators of racist incidents indicates the continuing need for careful and sensitive management of race relations across all key stages.

In 173 cases the year group of the perpetrator was left blank.

It would strengthen our analysis if, when reporting incidents, schools could ensure that the year groups are noted.

TABLE 13 - NATURE OF INCIDENTS

	August 07-July 08	August 08-July 09	August 09-July 10
Verbal Abuse	467	397	465
Violence	13	19	15
Provocative Behaviour	16	30	23
Graffiti	4	3	5
Possession or Distribution of Racist Material	3	7	5
Other	35	28	16
Not Given	0	1	1
Totals	538	485	530

Commentary

Verbal abuse between pupils continues to be by far the most common incident reported, both inside and outside the classroom. 88% of the incidents involve verbal abuse. In the majority of cases disputes between pupils led to the use of racist terms and prejudicial language, often involving colour associations. In 38 cases verbal abuse was accompanied by physical attack or threatening or provocative behaviour, a decrease of 11 from the 2008/09. Some, but not all, victims responded physically to racist abuse. The language used by perpetrators varies greatly but is usually used to define the victim as different and of less worth, and by implication to extend these judgements to the wider family and 'ethnic' group. Much of the language used by pupils is recorded accurately by those reporting the incidents and this is helpful in analysing trends and advising our colleagues who develop in-service training and other support for teachers in schools. We would encourage headteachers to continue to describe the language used accurately.

ACTION TAKEN

In almost all the reported incidents, there is an indication that action was taken by school staff. The nature of the responses varied but the following procedures were used:-

1. The parents of the perpetrator/s were informed and in some cases asked to come into school, either through a direct invitation or as a consequence of their child being given a detention or some other punishment. In previous years reporting procedures meant that it was not always clear whether the parents of victims have been informed in these cases. The revised reporting procedures now indicate that in 211 of 530 cases the parents of victims have been informed of the incident. The Guidelines and Procedures recommend that parents should be informed in all incidents and it would be helpful if headteachers would mention the involvement of parents when completing report forms – there are boxes on the paper and electronic Report Form for this to be recorded.
2. Perpetrator/s and victim/s were seen by a senior member of staff, often the headteacher in primary schools and, more usually, a deputy or assistant headteacher or head of year/house/progress manager in secondary schools. These meetings ranged from a brief exchange to lengthier counselling.
3. Perpetrator/s were reprimanded and/or punished (sanctions, withdrawal of privileges, internal exclusion, detention, placing on report, exclusion etc.) It is difficult to comment on the appropriateness of these as schools operate on the basis of their individual policies and practices for behaviour management. It sometimes appears as if similar incidents attract very different

responses. It is also the case that schools sometimes lack the direct evidence to locate 'blame' but record a racist incident because there was a clear racial context to the incident described.

4. Victims are counselled and supported, usually by a senior member of staff. Most reports describe in some detail the actions to be taken in respect of perpetrators but do not indicate how victims are to be supported and it would be helpful if more headteachers could describe, briefly, what they and their colleagues have done to support victims. This would then allow for more good practice to be identified and disseminated through this reporting process.
5. Some reports, more usually from primary schools, indicate how the school has provided or will provide opportunities through assemblies, 'circle time' or other curricular activities to challenge unacceptable attitudes and/or behaviour. It is still not as clear from the reading of secondary reports how attitudes are being challenged through the curriculum, or how links are being made with Citizenship activities.

MONITORING AND REPORTING RACIST INCIDENTS – SELF-EVALUATION

Those schools which adopted or amended the model race equality policy provided by the Local Authority will recognise the advice that a statement be included such as the following:-

The school will fulfil its commitment to race equality by dealing firmly, consistently and effectively with racist incidents, harassment and bullying. The school will ensure that all such incidents are recorded, investigated and reported to the Local Authority.

In evaluating the effectiveness of your monitoring and related practices, the following questions provide useful starting points:-

- Does the school publicly support and value diversity, actively promote good personal and community relations and openly oppose all forms of racism and discrimination?
- Is there a positive atmosphere of mutual respect and trust between pupils from different racial groups?
- Does the school have procedures for dealing with racial harassment and bullying?
- Are all incidents of racism and racial harassment recorded, thoroughly investigated and reported to the Local Authority?
- Are all staff trained so that they deal firmly, consistently and effectively with racist incidents, racial harassment and bullying?
- Are all pupils, parents and staff aware of the procedures for dealing with racism and racial harassment?
- Does the school work closely with the Local Authority and other partners to tackle racism and racial harassment within the school and the local area?
- Do we know how well the ethnic minority pupils and those with English as an additional language are doing?
- Are they doing well enough?
- Who leads on race equality in our school?

- How are race equality matters reported and discussed by the governing body?
- Do we meet all our responsibilities under legislation and our Race Equality Charter commitments?
- How effective are we in giving all our children the knowledge, skills and experiences of living in multi-cultural Lancashire?
- When did we last review our policies to check if they are consistent with our race equality policy?
- How successful are we in involving all members of the school community?

WHERE TO GO FOR SUPPORT

LANCASHIRE COUNTY COUNCIL

Mike Snelson
Acting Principal Adviser
Pupils, Inclusion and Localities
01772 531442

Celia Davies
Focus for Improvement Team Leader
01772 533788

David Croall
Senior Solicitor and Legal Adviser
to Schools
01772 530849

Joe Dykes
Head of the Lancashire Gypsy, Roma and Traveller
Achievement Service
01772 533826

Jane Richmond
Teacher Adviser for Cohesion and Diversity
01254 220793

Alison McLay
Teacher Advisers for Ethnic Minority Achievement
01257 516100

Chloe Deane
Business Support Officer
EM/GRT Achievement Service
01772 533788

OTHER ORGANISATIONS

Preston and Western Lancashire
Racial Equality Council
Tel: 01772 906422

Police
Contact your local Youth Involvement
Officer. If you do not know who this is, please contact
your local Police Station

Commission for Equalities and
Human Rights
Arndale House
Arndale Centre
MANCHESTER
M4 3EQ Tel: 0845 604 6610 www.cehr.org.uk

Teacher Support Line
08000 562 561

As you are aware schools have a duty to promote equality of opportunity and promote good relations between people of different groups. Schools also have a number of statutory duties to monitor equality and discrimination, including gathering specific evidence and publishing plans.

The following is taken from the Equalities guidance for inspectors (January 2010).

Introduction

1. The overarching principles of Ofsted's inspection and regulation are set out in *Ofsted inspects*. They apply to all inspections carried out by, or on behalf of, Ofsted and are intended to ensure that full account is taken of Ofsted's policies on equality and diversity, amongst others. School inspection acts in the interests of children, young people and their parents. It encourages high-quality provision that meets diverse needs and promotes equality.
2. Assessing how well schools promote equality of opportunity, and how effectively they tackle discrimination is a key feature of inspection. Where a school is judged to be inadequate in relation to the extent to which it **promotes equality and tackles discrimination**, inspectors treat this as a 'limiting' judgement; the school's overall effectiveness is also likely to be judged inadequate.

Equality and discrimination in schools

3. Legislation requires schools to have due regard to the need both to eliminate unlawful discrimination and to promote equality for pupils, staff and others using school facilities. It aims to ensure that people have equality of opportunity in accessing and experiencing public services. Inspectors should discuss with each school whether it is meeting statutory requirements and should evaluate and report on the impact of the school's actions. An overview of the different legislative duties that schools must fulfil can be found at: <http://www.gtce.org.uk/networks/reays/legal/>
4. Schools must not discriminate against pupils through their admissions policies or in their day-to-day operations, such as in the allocation of pupils to particular classes. There are a few exceptions regarding the following:
 - admissions to schools which are single sex or of a religious character
 - school curriculum and collective worship are not covered by legislation affecting discrimination on grounds of religion or beliefs
 - schools may treat disabled pupils more favourably than others if it prevents them being at a disadvantage
 - age discrimination legislation does not apply to the treatment of pupils or provision of education.

Guidance for inspectors

5. Schools have a duty to promote equality of opportunity and promote good relations between people of different groups. Schools also have a number of statutory duties to monitor equality and discrimination, including gathering specific evidence and publishing plans. The inspection of equalities therefore has two connected strands:
 - compliance with statutory requirements:

The effectiveness of the governing body in challenging and supporting the school so that weaknesses are tackled decisively and statutory responsibilities met.

- evaluating impact:

The effectiveness of how the school promotes equality of opportunity and tackles discrimination.

Compliance with statutory requirements

6. The first step for inspectors in verifying that the school complies with statutory requirements is to check it has reported how well it meets requirements in the SEF. Inspectors should confirm the school's assessment, for example, by asking to see its report on race equality.
7. For a school to be judged at least satisfactory in promoting equality, inspectors must check that the school fulfils the following:
 - the production of a **written race equality policy** identifying action to be taken to tackle discrimination and promote equality and good race relations across school activity.
 - the publication of a **disability equality scheme** (from December 2006 in secondary schools and December 2007 for primary and special schools) showing how the school is meeting its general duty to promote disability equality across all its areas of responsibility. Advice on what should be contained in this scheme, and outline plans, can be found in the DCSF guidance *Promoting disability equality in schools*.
 - the publication of a **gender equality scheme** showing how the school intends to fulfil its general and specific duties, such as setting out gender equality objectives. Schools must revise and review this plan every three years and report on progress annually.
 - **monitoring the implementation of these schemes and assessing their impact** on pupils, staff, and parents, in particular the attainment levels of pupils from different racial groups, and taking such steps as are reasonably practical to publish the results of this monitoring annually.
 - **recording racist incidents** and reporting them to the local authority on a regular basis.
8. There is no need for schools carry out all these requirements separately. It is acceptable to produce a **single equality plan** covering all aspects of equality but with particular focus on disability, gender and race to meet current requirements set out above. There is no need to repeat any of the content of this equality plan in the broader school plan, though it may be helpful to cross-refer to make clear how equality is embedded in all of the school's policies and practices.
9. Inspectors will need to check that requirements are in place. As a minimum, the five requirements listed above should be checked, although they may be largely incorporated into a single equality plan. However this only checks compliance, it does not evaluate whether the school is having an impact in complying with the duty to promote equality.

Evaluating impact

10. In evaluating how effectively the school actively promotes equality of opportunity and tackles discrimination, inspectors should take account of the outline guidance and descriptors in *The evaluation schedule for schools*.

11. An evaluation of the school's work in this area will contribute to a range of judgements, including working in partnership with the community, achievement and standards, care guidance and support, and some aspects of leadership and management.
12. Strategies to evaluate this may include:
 - a discussion with senior staff about attainment data and the relative performance of different groups of learners. Inspectors will want to look for specific evidence that the school is monitoring this data and discussing its strategies to tackle any underachievement with appropriate groups including the governing body. This discussion should link into any evidence presented in the SEF.
 - a discussion with senior staff about how the school is promoting its relationships with parents and learners in 'hard to reach' communities.
 - a discussion with pupils, which should help to evaluate the effectiveness of the school's strategy to promote equality. This includes its initiatives to combat bullying and deal with any racist incidents and can be compared with evidence about the exclusion of particular groups.
 - direct observation of learners in lessons and about the school to evaluate the impact of the school's strategies in promoting outcomes, such as pupils' language and literacy skills, their social and cultural development and the ability of learners from different backgrounds to work together.
13. Schools also have a duty to promote community cohesion. There are some similarities between this duty and the duty to promote equality, and the outcomes will clearly be linked. Inspectors should be aware of the connections but also be aware that the two duties each have a distinctive focus of their own.
14. Inspectors should note that if the school is judged to be inadequate in this strand of the evaluation schedule, its overall effectiveness is also likely to be judged to be inadequate.