Tilley Award 2003

On the Buses: The Keighley Safe Bus Travel Initiative

Crime and Disorder Reduction

PC 773 Richard Berry and PC 263 Dave Brown, Keighley Division Schools Liaison Officers

West Yorkshire Police

Endorsing Chief Officer:

ACC (Partnerships) Greg Wilkinson

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22 May 2003

Our ref: ACC/GCW/MF

The Tilley Award Panel Crime and Policing Group Room 246A Home Office Queen Anne's Gate LONDON SW1H 9AT

Dear Panel Member

As Assistant Chief Constable responsible for Partnerships and Community Safety within West Yorkshire Police, I am pleased to endorse this entry for the Tilley Awards 2003.

The Safe Bus Initiative is a good example of a problem oriented partnership approach to an anti social behaviour problem. I find the concept of volunteer bus monitors attracted from the pupils themselves as being particularly innovative and of benefit.

I commend this submission and forward for your consideration.

Yours sincerely

Tilley Award 2003

Summary

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West Yorkshire Police

Contact:

Brian Watson
Tel: 01274 537441 (W); 07968 605 390 (Mob.)
E-mail: BW296@westyorkshire.pnn.police.uk

Nature of the problem addressed

Problems of crime, disorder and anti-social behaviour on school bus services, and along certain bus routes in Keighley, West Yorkshire, caused by school age children had, by mid-2001, reached epidemic proportions.

Damage to the buses themselves was costing the bus company, Keighley and District, some £5000 a year. Certain bus services were withdrawn from the most problematic route, causing considerable inconvenience to a great many people. Bus drivers were experiencing a great deal of work-related stress, and had begun to involve their union representatives.

Evidence used to define the problem

The problem was flagged up primarily by drivers to their local management, who in turn contacted PCs Richard Berry and Dave Brown, Keighley Divisional Schools Liaison officers. They sourced original occurrence reports, and spoke with drivers and management. They rode the buses, in plain clothes, and were provided with *dvd* discs from bus CCTV systems showing disorderly behaviour.

Response to the problem

Traditional policing methods had proved ineffective. Even where drivers contacted the police during an external incident (which was rare), by the time officers arrived the offender(s) were long gone. Where crimes were reported, this was frequently after the event and done to secure a crime number for repair purposes. Those incidents that occurred on the buses all too often involved less overtly 'criminal' behaviour and more anti-social/disorderly behaviour. Drivers basically 'suffered in silence' for a long time and rarely contacted the police.

Impact of the response and how this was measured

The Bus Monitor scheme has proved successful with pupils, schools and the bus company. A focus group event is to be held this summer to assess just what the Monitors feel about the scheme, and to allow them to feedback any issues in a peer support environment.

Calls for service have reduced dramatically, as have the number of warning letters the bus company issue following instances of bad behaviour.

Drivers, and schools report greatly improved behaviour, one driver being moved to recount a "100% improvement".

Appendices:

- 1. Occurrence Reports of 05/09/01 and 30/08/01 utilised in scanning phase.
- Still from bus CCTV system showing the type of behaviour experienced on the school bus service.
- Newspaper article (Keighley News) outlining part of response phase.
- Example of Bus Monitor pass.
- Letter from South Craven School, dated 9th May 2002 concerning year group assemblies.
- Letter from South Craven, dated 21st March 2003 showing continuance of assemblies.
- Graph showing reduction in number of warning letters sent by Keighley and District to disruptive/anti-social pupils.
- Occurrence Reports dated 08/05/02 and 01/05/02 utilised in assessment phase.

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On the Buses:

The Safe Bus Travel Initiative: A Problem-Oriented Policing approach to Safer Bus Travel

Keighley Division

West Yorkshire Police

Introduction

The Keighley Division of West Yorkshire Police has existed in its present form since April 2001, following a district-wide Best Value Review of service provision. Central to the divisional strategy is the Problem-Oriented Policing Team, which is a template for good practice in the field of Problem-Oriented Policing within the force.

Perhaps one of the most important changes to come from the review was the subsuming of the POP Team within the division's Community Safety unit, which itself is part of a wider district-wide approach to Community Safety issues. Indeed, personnel from both are uniquely housed under one roof, in Bingley Police Station. A Community Safety Inspector oversees POP and Community Safety sergeants, who supervise their respective teams.

The Community Safety Unit includes the two Schools Liaison officers, PCs

Dave Brown and Richard Berry, whose work will be considered in greater

detail here...

Demographic profile

One of three Bradford District Divisions, Keighley has a population in excess of 194,000, spread over an area of 56,236 acres. Approximately 10% are

aged between 10 and 17 with a further 10% in the age range 18 to 24. The priorities of the Division, as outlined in the Divisional Policing Plan are to:

- · Work in partnership to reassure the public
- Continue to adopt a problem solving approach
- Maximise the efficiency of all resources available

Its policing style is described as "intelligence led, supplemented by a problem solving approach". In this regard, all divisional staff, and not just those working in the POP and Community Safety teams received four hours of POP training during 2001.

Identifying the Problem

Late in 2001 PCs Berry and Brown were approached directly by management of the local bus company, Keighley and District (K and D) and appraised of problems of abuse, damage, rowdy, dangerous and anti-social behaviour which were occurring on the company's school bus services.

Parents had begun to flag up with local schools problems relating to bullying, and overcrowding on school bus services. Bus drivers, in the line of fire, so to speak, had begun to involve the union, Unison, complaining that the problem was affecting sickness levels, and morale.

A local councillor had become involved, when it became known that the problems were so bad K and D were considering withdrawing certain bus services that drove through a small number of problem areas.

In particular, concern was expressed about school aged passengers verbally abusing other passengers on regular bus services, bricks, stones and other missiles being thrown at buses in particular areas of Keighley and children on skateboards and roller-blades 'hitching a ride' by being pulled along at the rear of buses. Generally these problems occurred during school bus service hours, in the morning and mid afternoon, but, for example, during school holidays, problems were experienced throughout the day and into the evening.

Individual incidents, in and of themselves, were felt by drivers not to warrant police attention. But there was clearly a major problem affecting the quality of life of a great many people.

Analysing the Problem - Applying PAT

Victims of what were, in effect, almost daily problems (with a degree of respite at weekends) comprised the Bus Company and its employees, in terms of the cost and distress caused by the problem behaviours. Other, reasonable, adolescent children using the school bus services were adversely affected by this, as were fare paying adult passengers on regular bus services, members of the general public, pedestrians and motorists who witnessed the incidents. These problems, in isolation and in total, were viewed as negatively impacting quality of life and fear of crime by signifying that such lawlessness went unchallenged and unchecked, part of the 'no-one cares' general malaise identified by *Broken Windows* theory.

The problem was confined to school bus services, and regular bus services that operated on routes close to local schools. The analysis highlighted that

the Braithwaite and Parkwood districts of the town were particular hot spots of activity and incident.

Dave and Richard met with K and D's management early on to get a handle on the problem. It became clear that the vast majority of children throwing stones at the buses were of primary school age, therefore the 3 primary schools in the area were initially targeted. The majority of other problems, experienced on the school bus services seemed confined to a handful of secondary schools.

Bus drivers submitted Occurrence Reports showing date, time, vehicle number, route and exact location for each incident. These were collated by K and D (although other service providers had similar reporting structures) and provided to PCs Berry and Brown. A typical entry, submitted in September 2002, is reproduced below. Reports such as these were invaluable in allowing stakeholders to precisely identify the nature, extent and timings of the offending behaviour, as well as on occasions assisting in identifying the offender themselves. These reports would then be cross-referenced with CCTV footage to provide a very impactful, pictorial representation of the behaviour. These pictures would serve several purposes. Firstly they would assist in identifying offenders, but they could also be used within an educational context, to challenge inappropriate behaviour informally with parents or as evidence in formal criminal proceedings.

Exhibit A - Keighley and District Travel Occurrence Report

Details of Occurrence

I have a boy called ...on my bus in the afternoon who is a persistent disruption on this service due to his bullying, spitting, running around between decks and not doing as he is told. I have been at him for two weeks now trying to get him to settle down but he takes no notice of me. If you check the DVD on ... you will see him assault two pupils... Also leaning over top of stairwell and spitting.

It seems to start once I have dropped off the older pupils at ... School and he then has free rein on the bus as the ones that are left are much younger than him. Today (he) threw a football on top deck, hitting ... in the face.

Offenders were predominantly local youths and adolescents, aged up to 17 years, be they students travelling to and from school on either school or regular bus services, or young people who lived in areas adjacent to the bus routes. As such, they were known to attend (or not, as the case might be) one of the primary or secondary schools in the Keighley area.

It was agreed that such behaviour, if left unchecked, would escalate, or at the very least not improve, with all the attendant crime, disorder and fear implications that this entailed. Not only that, but it was felt that if left unchecked this kind of behaviour could quite easily spill over into the school, and home environment.

Whilst the problems, in media terms, were not worthy of such coverage as, say, burglaries, drugs or gun crime, and acknowledging that no quantifiable performance indicators would be impacted by efforts directed at significantly reducing the level of incidents, it was decided nevertheless to press ahead. It was felt that only by focussing on the offending behaviour, and endeavouring to firstly challenge, then modify it, could any serious impact be had. Short term measures alone, police patrols, passing attention and the rest would not be anywhere nearly adequate. Any responses proposed had to go to the heart, and the source, of the offending behaviour. It had to become, in

essence, socially (and sub-culturally) unacceptable to engage in such behaviour. Also, offenders would have to know that such behaviours would not be tolerated, and that they would be confronted and challenged expeditiously. This requires the removal of anonymity, and in the pre-existing bus CCTV system lay a means for ensuring this.

The analysis also revealed that certain schools, for example Bingley Grammar, utilised more than one bus service provider. It became necessary therefore to identify key stakeholders before progressing to the actual response phase. With Dave and Richard serving as the hub, a partnership group comprising K and D, Bradford First Bus, Calderline and Metro service providers was established. All schools in the area were identified as stakeholders. Richard and Dave already had established good links with all 71 (62 primary, 9 upper).

At an initial meeting priority was given to ensuring the free flow of information between stakeholders. Regular meetings would be held to discuss problems, progress and priorities, as well as to highlight other good practice in the field of bus safety:

 West Yorkshire Police/British Transport Police/Metro 'Vandalism: It's No Fun' scheme.

Schools and other youth and community groups were encouraged to 'adopt' a rail station, bus station, shelter or stop, and check for damage, graffiti, litter, missing timetables and so on and report the matter to a designated contact. The information pack provided also included useful safety guidelines for safety on school and regular service buses.

 Crimestoppers had also launched a bus project in March 2002 that harnessed the proliferation of CCTV systems on buses and trains.

The Yorkshire Evening Post (YEP) newspaper had pledged to publish every still submitted to them. Crimestoppers were approached as part of the analysis phase, and indicated that telephone calls identifying suspects, were made to them on every single occasion that pictures were published in the newspaper, indicating the seriousness with which many people seemed to view this particular problem. For example, following the publication of pictures showing damage taking place on a bus in Leeds, Crimestoppers received 11 telephone calls and two individuals were subsequently arrested. On another occasion an offender handed himself in to police officers after seeing his picture in the YEP.

The analysis phase showed that K and D, the biggest provider of school bus travel in West Yorkshire, had a fleet of 102 buses in total, of which 41 were double decks, and 61 single decks. 30 double decks and 8 single decks were committed to the school run, twice a day. K and D's fleet were beginning to be fitted with CCTV systems. At the time, 2 double decks and 37 single decks were fitted with the systems, which comprised either analogue tape or digital recording systems.

It was agreed with K and D that they would provide CCTV footage on DVD disc. The schools and police would help to identify offenders from the stills, with enforcement being of either a criminal (with the aid of the divisionally based Youth Offending Team) or informal nature (by the police/schools and involving the parents) dependant on the nature of the transgression. Where

individuals just could not be identified, and the offence was sufficiently serious, pictures would be submitted to *Crimestoppers* for newspaper publication.

Enforcement alone would not, however, achieve the project's overarching goal, namely of modifying and moderating behaviour. Arising from the analysis phase a rigorous educational programme, linked in to the National Curriculum (NC), with peer-based sanctions, backed up by the 'big stick' where appropriate was deemed to be an appropriate starting point.

The subject under which all this work could best be subsumed is what is known as PSHCE:

- P ersonal
 - S ocial
 - H ealth
 - C itizenship
 - E ducation

In addition citizenship has been introduced as a statutory part of the NC. It comprises work in the areas of citizenship, crime prevention, personal safety and the role of the police.

The Response Phase – "Education, Education, Education"

As problems on, or otherwise involving buses were the focus of this initiative, it seemed logical to take a bus to schools in the area, to use as an interactive classroom. In addition to this, police and bus company representatives would conduct group assemblies. The overarching objective of this response phase was to significantly reduce the occurrence of the problem, and the fear/harm caused by it.

PCs Berry and Brown, and representatives from the bus companies, visited all 3 primary schools, with a bus in tow, in an effort to educate the younger children on the dangers of stone throwing, skateboarding etc. All 9 secondary schools in the immediate area would receive group assemblies, to every year group. Periodic assemblies, to refocus the minds of pupils, were to be utilised as necessary.

A presentation was developed which:

- highlighted the problems being experienced
- explained how the situation was being monitored, emphasising the fact that preventative covert patrols would be conducted (although Richard and Dave were mindful of the dangers of such resource-intensive solutions), and
- emphasised how students could contribute to solving, rather than being part of, the problem.

CCTV footage was shown to the students, and police officers, bus operators and school staff re-emphasised that unacceptable behaviour would not be tolerated.

The close linkages between the main stakeholders, and their information sharing procedures were also highlighted.

In future, all year 7 pupils will receive a similar presentation at the start of their first term at secondary school.

Perhaps the most novel approach to the problem has been implemented in those schools that were connected to a disproportionate amount of incidents.

The Bus Monitor Scheme recruits volunteers, 16 years of age or older, who are trained to act as the eyes and ears of the school, a form of peer-based guardianship. Their role is purely to act as an observer. They are not expected, or required, to intervene in any incident. They are required merely to provide to the school an accurate account of what happened and who was involved. In return for volunteering for these duties, they receive free travel to and from school on school service buses.

Monitors are provided with photo identification, showing their name, address and school affiliation. The card entitles the holder to free bus travel. Monitors have received training as to their role and the expectations held of them.

The procedure for establishing a bus monitor scheme, which now extends to six schools in the Bradford district is as follows:

- Firstly, the school is approached by the partners to see if they would like to become involved in the scheme, and if a positive reply is received to identify pupils from year 12 and up who might be suitable. The school then asks for volunteers from this pool of candidates and the school and the police then choose the most suitable candidates.
- The scheme runs from January to December, to ensure consistency.
- Monitors are to act as the school's eyes and ears, reporting misbehaviour and acts of damage etc.
- They are required to provide an account of what happened, and who were involved.
- They are not required to intervene.
- Monitors are rewarded by free transport on bus services for as long as they continue to be a monitor.

 If as a result of the information they provide a person is convicted of a criminal offence they can elect to receive a £10 reward or a mobile phone top-up voucher via Crimestoppers.

Protocols are in the process of being established, good practice will be highlighted and fed back through the partners and code of conduct contracts are being devised.

Assessment

A range of data sources were utilised to assess the effectiveness of the scheme in achieving the goals set for it. As initial reports had initially come through to the Community Safety Department, and not through police switchboards or crime recording it was felt that the source of these complaints, the driver occurrence reports, would be scanned to obtain qualitative data indicating whether the problem had been impacted, in the form of drivers written accounts, which would also help to capture the fears and perceptions of the drivers. Also, a reduction in the overall number of these reports would provide some indication that the situation was improving. Feedback from the monitors would provide some evidence as to their perceptions of the scheme and its effectiveness. A focus group was decided upon as the best means for capturing this data, as it would allow the monitors to share experiences at the same time as allowing for some structure in how questions were posed individually and to the group. In July 2003 a local hotel

has been booked to host this event, which will involve all the current monitors, school and bus company staff and the police.

The partners continue to meet and monitor the scheme, as part of the assessment process. At the most recent meeting in January 2003 representatives from the police, K and D, First Bradford, Arriva, Metro and Education Bradford (the local authority) were present.

Letters received from several schools following the group assemblies are another rich source of data as to the importance and overall effectiveness of the Safe Bus Travel Initiative. One of these is reproduced towards the end of this piece. For example, following a presentation at South Craven School a letter was received by Keighley and District emphasising how the

students now are very aware of the importance of appropriate behaviour on the school buses and this is due to the positive effect of the year group assemblies...

Similarly, Parkside School wrote on 8th May 2002 how the group assemblies had positively impacted pupils, and that

since the assemblies were held there has been a marked improvement in general behaviour on our school buses...

Drivers' occurrence reports from around the same time reported a

100% improvement ... in the behaviour of the pupils of Parkside School.

These results are encouraging, but not grounds for complacency. Further qualitative data suggesting there has been some positive impact on behaviour is reproduced towards the end of this report. Since the programme of school visits began no further incidents have been reported on one of the most problematic housing estates in Keighley. Over the previous 12-month period, September 2001 – September 2002, Keighley and District reported that damage totalling £5000 had been caused to their vehicle fleet. The threat of covert police activity on the buses seemed to work out of all proportion to the actual period of time spent on covert operations. Additionally, the division's Public Reassurance Team of high visibility, foot based officers were encouraged to utilise the bus and train network wherever possible. The bus company reported that more than 12 bus windows had been damaged in the preceding 12 month period, and that there had been numerous other instances where stones were thrown but no damage was caused.

Things had got so bad that at one point the route of one bus service had to be changed because of the attacks. K and D fed back to partners that since the stone throwing incidents stopped, revenues generated on the affected routes had increased by 5%, due to increased passenger levels. A new, state of the art bus station in Keighley town centre may have had some impact on this, but nevertheless it is a positive development.

As regards costs incurred, which must be considered in any evaluative effort, there has been a very slight reduction in revenue for each bus operator in allowing bus monitors to travel free of charge. This loss has been more than offset by the increase in revenue generated by the uplift in passenger numbers returning to these bus services.

There has been a cost implication in terms of the time expended on developing the educational programme by the Schools Liaison officers and staff from the bus companies. Insofar as the operators are concerned, this is more than offset by the reduction in repair costs noted above, and the resultant loss of revenue whilst vehicles are off the road being repaired.

Since inception of the scheme, the impact on calls for service has been dramatic. Richard and Dave are in regular communication with the schools, the bus company and the monitors, which may account for some of the decrease. It is generally agreed however that behaviour on the buses, and along their routes, has significantly improved. Over the period January 2001 to 31 December 2001 there were 82 calls for service involving Keighley and District buses. A year on, and that figure had reduced to just 20.

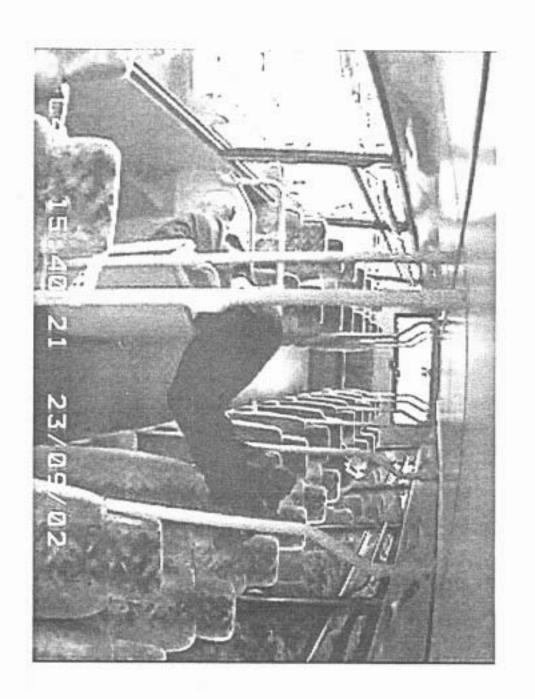
Similarly, data was obtained from the bus company concerning the numbers of warning letters issued by them following instances of bad behaviour. This data is represented graphically towards the end of this document. It shows a significant reduction in the total numbers of warning letters issued, from 84 in total during 1999 to 24 in 2002.

As a direct result of this work, better relations have been established between the schools, their pupils, bus operators and the police. The behaviour of students travelling on buses to and from school has improved significantly. These improvements have resulted in a better and safer travelling environment for all those using and operating the bus service.

KEIGHLEY AND DISTRICT TRAVEL LTD

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PC Dave Brown (left), with the children and operations controller Mick Jessop

Lessons in danger on the buses

by David Knights

THE PERILS of playing on and around buses are being brought home to Braithwaite and Guard House children.

Keighley bus bosses and police have visited a second school in the area to give pupils a graphic demonstration of the dangers.

More than 12 bus windows have been smashed in the Braithwaite area over the past year, and youngsters have skated up hills by clinging to moving buses.

The route of the Braithwaite bus was changed in September following a series of stone-throwing attacks in Coronation Way.

Laycock Primary School was the scene of the latest visit by Keighley and District Travel staff and police schools liaison officer PC Dave Brown.

Pupils were told how vandalism and foolhardy actions could put at risk their own lives as well as injuring drivers and passengers.

Operations controller Mick Jessop was one of the men explaining the dangers of playing around inside buses and the damage caused by throwing stones at buses and skateboarding behind them.

He says: "PC Brown explained the extreme danger some children put themselves in by attempting to hang on to the backs of buses or by throwing missiles, some as big as a man's fist.

"We told pupils of the effect such a missile could have upon the driver or a passenger and the cost, about \$1,000, in repairing bodywork damage, replacing broken windows and cleaning the bus. We also demonstrated our CCTV cameras and showed the children photos of what the cameras can see."

The children certainly seemed very shocked by

what we told them, and the message got through."

Bus chiefs stress Laycock Primary School - like Guard House Primary School, which was visited several weeks ago - is not being singled out for complaint.

They say the demonstration was part of an ongoing programme of visits to primary and secondary schools throughout Keighley.

Mr Jessop says: "It is very important that all children throughout Keighley realise that vandalism endangers the travelling public and places our drivers under unacceptable stress.

"PC Brown said that older children caught would be arrested and warned that younger children would face prosecution of their parents by Keighley and District Travel."

Graham Mitchell, the bus company's communications manager, thanked Laycock head Helen Ferguson and her staff for their "total support and cooperation". Keighley and District Travel is currently working with the school on the possibility of providing buses to take pupils home each afternoon.



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	School	School
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SOUTH CRAVE'N SCHOOL



Holme Lane, Cross Hills, Keighley, West Yorkshire BD20 7RL. Telephone: (01535) 632861 Fax: (01535) 632859 E-mail: scs@s-craven.u-net.com

> Acting Headteacher: David M Birks BA MPhil Deputy Headteacher: Graham Turner BSc MSc

Mr Alan Isherwood Keighley & District Travel Ltd The Bus Station Townfield Gate Keighley BD21 3NP

9th May 2002

Dear Mr Isherwood

I am writing to you with regard to the year group assemblies conducted by your staff, Mr Jessop, Mr Jolly and also PC Brown.

The assemblies were carried out in a very professional manner and appropriate to the students involved. The students showed a keen interest due particularly to the video tape showing a group of young people behaving inappropriately on school buses and the safety advice from Mr Jessop and Mr Jolly. The students were also impressed by the talk given by PC Brown from his observations during his periodic monitoring of the buses in transit to and from the school.

The students now are very aware of the importance of appropriate behaviour on the school buses and this is due to the positive effect of the year group assemblies conducted by your staff.

Yours sincerely

elman

Roy Freeman Senior Teacher



SOUTH CRAVEN SCHOOL



Holme Lane, Cross Hills, Keighley, West Yorkshire BD20 7RL Telephone: (01535) 632861 Fax: (01535) 632859 E-mail: scs@s-craven.u-net.com

Headteacher: Dr Andrew J Cummings EdD FRSA Deputy Headteachers: David M Birks MPhil Graham S Turner MSc

Mr Mick Jessop Keighley & District Travel Ltd Cavendish House 91/93 Cavendish Street Keighley BD21 3DG

21st March 2003

Dear Mick

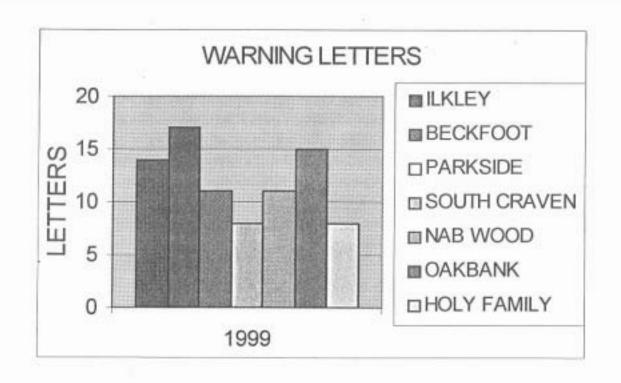
May I express our appreciation for the talks to the students during their assemblies concerning behaviour on the school buses. I have received many favourable comments from the students who appreciated the talks given by PC Brown.

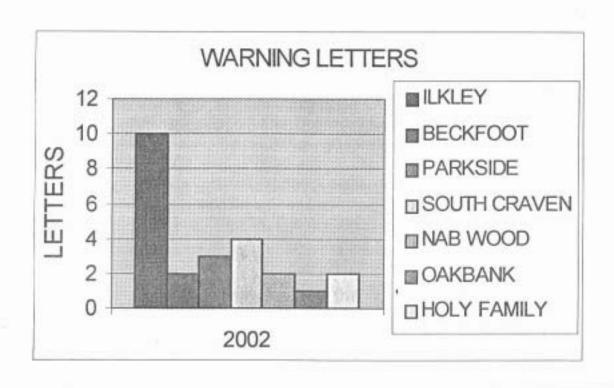
Perhaps you could pass on our appreciation to PC Brown and thank him for his efforts and hard work.

Yours sincerely

Roy Freeman

Teacher in charge of school transport





KEIG	HLEY AND DISTR	RICT TRAVEL LT	rd.	
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THIS REPORT TO BE HANDED IN IMMEDIATELY AFTER THE OCCURRENCE.