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Research and Evaluation of the Behaviour Improvement Programme

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Research and Evaluation of the Behaviour Improvement Programme

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Contents

	Page
Executive Summary	1
Chapter 1: Background, aims and objectives	14
Chapter 2: Methodology	19
Chapter 3: Overview of the Behaviour Improvement Programme	24
Chapter 4: Impact on behaviour, attendance, attainment and exclusions	31
Chapter 5: Comparison of improvement at LEA level	50
Chapter 6: Management of the Behaviour Improvement Programme	66
Chapter 7: Behaviour and Education Support Teams (BESTs)	74
Chapter 8: Lead Behaviour Professionals and Behaviour Audits	86
Chapter 9: The provision of education on the first day of exclusion	93
Chapter 10: Alternative curricula and extended schools	101
Chapter 11: Attendance and safer schools	105
Chapter 12: Supporting at risk pupils, key workers and learning mentors	110
Chapter 13: Early interventions and support for parents	117
Chapter 14: Summary and conclusions	121
References	129
Appendices	132

Executive Summary

Background

A significant body of research has highlighted problematic behaviour as a major source of discontent among teachers creating difficulties for teaching and learning in some schools. Improving behaviour in school depends on addressing a range of inter-related issues at the whole-school level, in the classroom, and in relation to individual pupils. Evidence suggests that schools with high levels of communal organisation, adopting a whole-school approach, show more orderly behaviour. It is also important for schools to nurture a sense of rights and responsibilities in school cultures. In the longer term, students need to internalise the need for responsible behaviour and value it for the benefits which accrue to themselves as well as others.

Currently there are no procedures for reliably measuring the overall behaviour of pupils in schools. This has led to a reliance on levels of exclusion (as the ultimate sanction for poor behaviour) to assess changes in behaviour. As schools vary in the extent to which they exclude pupils, even for the same kinds of behaviour, exclusions are an unreliable way to assess behaviour change. This is further exacerbated as anecdotal evidence suggests that exclusions also occur without regard to official procedures, where parents are asked to keep a child at home for a few days. Because exclusions are not a very reliable indicator of behaviour it is also necessary to rely on the perceptions of teachers and parents to assess change in behaviour. However, as exclusions are the only available quantitative indicator of behaviour change the report considers how fixed period and permanent exclusions have changed over the course of the programme in participating schools.

In the mid-1990s the DfEE set up a series of projects which had the reduction of exclusion and indiscipline as their principle aim. They were successful in raising awareness of the importance of reducing exclusion and succeeded in slowing the rate of increase to 2% during 1996/97. By 1997/98 there was a further 3% reduction to 12,700 which continued to 10,404 in 1998/9 and 8,323 in 1999/2000. Since then exclusion rates appear to have stabilised although at a slightly higher level than in 1999/00, for instance 9,860 in 2003/04.

The highest rates of exclusion are for boys, pupils with Special Educational Needs and some minority ethnic groups. There is also a positive relationship between eligibility for free school meals and exclusion rates. However, schools with the highest rates of exclusion do not always have high rates of free school meal eligibility but they do tend to have higher proportions of pupils with Special Educational Needs and low levels of pupil attainment.

Attempts to improve attendance at school since national statistics have been available have shown gradual improvement. In maintained secondary schools between 1995/96 and 2004/05 the percentage of authorised absence has changed from 8.4% in 1995/96 to 6.6% in 2004/05 (measured as a percent of half day sessions missed). Unauthorised absence has remained fairly stable at around 1% in most years. In primary schools

unauthorised absence has varied from .5% in 1996/97 to .43% in 2004/05 while authorised absence has varied between from 5.71% in 1997/98 to 5.0 in 2004/05 (DfES 2002; 2005).

There are relationships between exclusion from school, poor attendance and academic performance. Pupils excluded or who are persistent truants are more likely to become involved in crime and reduce their long term employment prospects. Reducing exclusion and improving attendance are crucial for the individual pupil and for society as a whole.

The Behaviour Improvement Programme

As part of the Government's Street Crime Initiative, the Department for Education and Skills (DfES) funded 34 local education authorities to support measures to improve pupil behaviour and attendance in 2 to 4 selected secondary schools and their feeder primary schools. Phase 1 of the Behaviour Improvement Programme was set up in July 2002. Over 700 schools were involved in Phase 1 of the programme. The LEAs were selected on the basis of an indicator combining truancy and crime figures. The Behaviour Improvement Programme (BIP) has now been rolled out in further phases. This report includes evaluations of Phases 1 and 2 of the Behaviour Improvement Programme, Phase 1 over a two year period, Phase 2 over a one year period.

The objectives of the Behaviour Improvement Programme (BIP) were:

- to improve standards of behaviour overall;
- to reduce unauthorised absence;
- to secure lower levels of exclusions than in comparable schools;
- to ensure that there is a key named worker for every child at risk of truancy, exclusion or criminal behaviour;
- to build on the achievement of full-time education for all permanently excluded pupils.

The DfES set out a menu of measures based on existing good practice for LEAs and schools to choose from as well as allowing them to develop their own ideas. The menu included:

- the development of whole-school approaches to promote good behaviour;
- support for individual pupils at risk of developing behaviour problems;
- innovative approaches to teaching and learning to meet the needs of pupils at risk of disaffection;
- measures to identify pupils who were not attending school regularly. EWOs and others to work with these pupils and their parents to ensure that they do attend;
- extending the use of school premises to provide a range of services, activities and additional learning opportunities for pupils, their families and the wider community;
- Behaviour and Education Support Teams (BESTs). These draw together the full range of specialist support for vulnerable young people and their families;
- police based on the school site working alongside school staff;

- the co-ordinating support of a key worker who can provide or broker the necessary help for pupils who develop, or are at risk of developing, significant behaviour problems.

Aims and objectives of the research

The aims and objectives of the research were to examine and evaluate:

a) how the various measures adopted by BIP schools and LEAs interrelated and which individual measures and combinations of measures were most successful in achieving the programme's objectives and more generally. This included assessing the impact of the measures on:

- staff skills and confidence in managing behaviour;
 - schools' ability to access specialist support for vulnerable pupils and their families;
 - the range of specialist support available and its impact on individuals and schools;
- b) emerging best practice, particularly for more innovative measures;
- c) their sustainability within those LEAs and transferability to other LEAs.

The research also examined:

- which measures or combinations of measures school staff, parents and children perceived to be most successful;
- barriers to the introduction or development of BIP measures and how LEAs and schools overcame them;
- how schools managed BIP measures alongside other education initiatives;
- the impact of BIP measures on teacher workload and the use of support staff in schools;
- the difficulties presented by multi-agency working and how they were reduced or overcome;
- how the programme was managed by the DfES and LEAs.

Methodology

Evaluation of Phase 1 of BIP

The evaluation of Phase 1 of the BIP was undertaken in three stages. In stage 1 of the research all LEAs engaged with BIP Phase 1 were contacted, telephone interviews undertaken and information collated regarding the way in which they were implementing BIP. From these data 18 LEAs were selected for fieldwork. On the basis of the information derived from these visits 10 schools were selected for follow up work with teachers, children and their parents.

The co-ordinating officers in all participating LEAs were interviewed to establish the way the project had been managed by the LEA in the early stages and any difficulties that they had experienced. On the basis of the analysis and compilation of existing data and the telephone interviews with LEA co-ordinators, 18 LEAs were selected for further study. The sample was chosen to reflect the different types of interventions and those combinations of them which had been most commonly implemented.

Meetings were arranged with the co-ordinating officers of all participating LEAs. Depending on the nature of the project, and the advice of the LEA co-ordinator, interviews were undertaken with individuals or with teams involved in the implementation of BIP. In some cases the focus was within the school, e.g. the development of whole school approaches to promote good behaviour, extending the use of school premises to provide a range of services, in other cases it was with LEA led teams, e.g. truancy sweeps, Behaviour and Education Support Teams.

Evidence from the interviews, and the data collected regarding figures for exclusions, attendance and behaviour (taking account of contrasts with comparator schools) were used to select 10 secondary schools and a selection of their feeder primary schools for extended field visits. Interviews were undertaken with teachers not directly involved with the implementation of the project, classroom assistants, pupils and parents.

Evaluation of Phase 2 of BIP

Phase 2 of the Behaviour Improvement Programme included 26 LEAs involving 99 secondary schools and 446 primary schools. All of these LEAs were contacted in 2004 and information about the way in which they were implementing BIP was gathered. From these LEAs, 16 were selected for visits. The selection was made to include different types of LEAs, with different school populations, adopting different approaches to the implementation. The visits were focused at LEA level and interviews were undertaken with LEA personnel. No visits were made to schools.

Data analysis

The data were examined to consider the relative efficacy of the different projects in different combinations in relation to attendance, exclusion and behaviour taking account of their cost.

The qualitative data were analysed to highlight the benefits and drawbacks of each type of intervention in relation to different client groups, pupils, parents, teachers, teaching assistants, and those working in LEA and other agency teams. The data from the field visits provided examples of 'good' practice.

The data covers only the first two years of Phase 1 of the Behaviour Improvement Programme and the first year of Phase 2.

Findings

Implementation of BIP in different LEAs

In Phase 1 of BIP the most commonly implemented elements of the programme were Behaviour and Education Support Teams (BESTs) (97%), Behaviour Audits and the employment of Lead Behaviour Professionals (LBPs) (91%), alternatives to exclusion (74%), registration and truancy (71%), curriculum development (65%), provision of Learning Support Units (LSUs) and Pupil Referral Units (PRUs) (62%), Extended

Schools (59%), Police in Schools (53%), provision of Key workers (41%), support for at risk pupils (50%), parental support (41%) and other initiatives (53%). The greatest proportion of funding was allocated to supporting the development of BESTs (39%), followed by interventions related to the implementation of behavior audits and the employment of Lead Behaviour Professionals(13%). Other initiatives received less funding.

In Phase 2 of BIP there was less diversity in the elements implemented with between 96% and 100% of LEAs implementing BESTs and Behaviour Audits, employing Lead Behaviour Professionals, funding LSUs and PRUs, supporting alternatives to exclusion, and, introducing measures to improve the monitoring of attendance and reduce truancy. 92% were developing extended schools, 65% alternative curricula, 42% offered support to parents and 38% were initiating other projects. The greatest proportion of funding was devolved to schools (25%). 19% was spent on BESTs with much smaller proportions on other elements of the programme.

As the Behaviour Improvement Programme developed and was rolled out to Phase 2 LEAs greater uniformity in implementation was in evidence with most LEAs adopting the core suggested elements and fewer resourcing those aspects viewed as peripheral to school education. A greater proportion of funding was devolved to the schools in Phase 2. Less funding was allocated for BESTs.

Impact on behaviour, attendance, attainment and exclusions

The secondary schools participating in Phase 1 of the BIP had high levels of children with SEN both statemented (2.9%) and without statements (24%), high proportions of children in receipt of free school meals (41.7%) and high percentages of children for whom English was not the first language (33%). At primary level the proportions were SEN statemented 1.7%, SEN without statements 21%, in receipt of free school meals 40.4%, and first language believed to be other than English 34.8%. Control schools were selected to enable comparison of performance indicators and were matched on SEN, free school meals and proportions of children for whom English was believed not to be a first language.

To provide an indication of the way that change in behaviour may have occurred as a result of the programme, case study examples of individual and groups of pupils were collected in the school visits. In the 10 case study secondary schools and the sample of their feeder primary schools that were visited there was evidence of improved behaviour. School and LEA staff also provided insights into the impact of the programme during interviews undertaken with them. There were perceived positive changes in: the status of behaviour and pastoral issues in school; school policies and practices; school ethos; the way that schools could support families; children's behaviour, well being and learning; relationships with parents; staff stress; and a reduction in time managing poor behaviour.

The secondary and primary schools participating in Phase 1 of the BIP made greater improvements in attendance over a two year period than the comparator schools and those in Phase 2 of BIP. In secondary schools there was a statistically significant

reduction in overall absence from 11.89% in 2001/02 to 10.13% in 2003/04. At primary level there was a statistically significant reduction in overall absence from 7.65% in 2001/02 to 6.74% in 2003/04. This suggests that the programme had a major impact on pupils' experiences in school leading them to want to attend. This is of particular importance as relatively little funding was targeted at measures to specifically improve attendance, e.g. electronic registration.

The BIP Phase 1 schools did not show significantly greater improvement in attainment at KS2, KS3 or GCSE than any other groups of schools. However, any possible impact on attainment might be expected to take time to become apparent.

Although exclusion data are not reliable indicators of overall change in behaviour in schools there was a reduction in fixed period exclusions in the BIP Phase 1 secondary schools in relation to both the number of incidents and the number of days of exclusions. BIP Phase 1 secondary schools, on average, had a small but significant increase in permanent exclusions, reflecting national trends, compared with matched schools, those in Phase 2 BIP, and Excellence in Cities (EiC) (non-BIP) schools. However, there was considerable variability between schools with 50% showing a reduction in permanent exclusions and 16% no change. Phase 2 BIP secondary schools showed a statistically significant reduction in permanent exclusions. There were no statistically significant changes in exclusions at primary school (fixed or permanent) which given their normally low levels is unsurprising.

Although one of the intentions of the programme was to help to reduce crime in the vicinity of targeted schools, available crime data were not sufficiently focused geographically to undertake this reliably.

Relationships between performance data and the implementation of BIP

An examination of the way that BIP was implemented and the funding allocated to its various elements in those LEAs where there had been the greatest overall improvements in relation to attendance and attainment suggested that they:

- offered support at the level of the individual, the school and the community;
- focused on preventative initiatives and were proactive rather than reactive in relation to behaviour issues;
- adopted a multi-agency approach through the operation of BESTs;
- provided strong support within schools through the use of audits and the appointment of LBPs and learning mentors;
- ensured that there were strong links and co-operation between schools and the BEST;
- ensured that there was good communication between all involved parties;
- had strong management structures for the planning and operationalising of initiatives;
- had clearly focused aims and commitment to carrying them out;
- built on existing provision.

The LEAs that performed the least well overall had

- invested fewer resources in undertaking audits and appointing Lead Behaviour Professionals;
- invested more resources on alternatives to exclusion, and at risk pupils;
- focused on individual pupils rather than whole school performance;
- neglected to stress the importance of communication, coherence and strong management.

Management of the programme

The DfES in relation to the introduction of the programme were prescriptive about ends but flexible about means. LEAs were positive in their evaluation of the role of the DfES in the setting up of the programme and valued the ongoing support that they had received throughout its implementation.

Effective management of the programme at LEA level was important for its success. This included the organisation and working practices of steering groups, the adoption of particular management structures, team work, and the quality of work of individual Behaviour Improvement Co-ordinators and teams.

Some LEAs found that the management of the project put immense pressure on them. In Phase 1 some were relatively disorganised with little sense of direction in relation to the programme.

Operational management was generally through a BIP co-ordinator working with head teachers or with clusters of schools, sometimes through area co-ordinators. Whatever structures were in operation, it was important for BIP to be part of a wider strategy.

There was variation in the level of LEA management. Some LEAs devolved management to local level, in others it was retained centrally. Across the programme there was wide variation in where BIP management was located within LEA structures.

Some LEAs reported their role changing from one of support to monitoring as the programme was implemented and became embedded in practice.

Across the programme secondary schools were selected to participate in BIP on the basis of three main criteria, levels of attendance (authorised and unauthorised), exclusions (permanent and fixed period) and crime (number of pupils involved, high crime area). In addition to this some LEAs took into account attainment, the number of pupils with Special Educational Needs, deprivation, entitlement to free school meals, ethnicity, gender balance, and evidence from behaviour audits already undertaken. Some LEAs included Pupil Referral Units and Special Schools in their selection. In a few cases schools, which were already involved in other projects, were deliberately not included.

Primary schools were selected in relation to a number of criteria: as a partner or feeder school to a participating secondary school; using the same criteria as the secondary schools; by the secondary school; and by the number or percentage of pupils feeding into the participating secondary schools.

On the whole the selection process worked well, although some LEAs reported that selection was problematic as so many schools were in need. Some LEAs took account of the school's capacity to deliver against challenging targets and the demonstration of current successful practice.

The operation of the clusters was variable between and within LEAs. This depended in part on historical factors and the extent of competition between schools to attract particular types of pupil. This was particularly apparent in London.

There was variability in the regularity of cluster meetings, reflecting to some extent the level of commitment to them of the involved schools and the enthusiasm of the cluster co-ordinators.

In some clusters there was tension between primary and secondary schools, with primary schools feeling that the cluster was secondary school dominated. The most cohesive clusters appeared to meet regularly in real partnership and shared good practice, problems, decision making, resources and training. In some cases non-uniform distribution of resources was agreed to meet needs.

Some LEAs perceived that there were too many initiatives and that in schools the work of BIP was not easily identified as distinctive. Most LEAs subsumed the work of BIP into existing LEA management structures and experienced no difficulties with this. BIP frequently built on existing work.

Overall, training was well received, although when new staff joined the programme they inevitably had gaps in their knowledge.

There was wide variation in the extent to which funding was devolved to schools. While some degree of devolution was important to empower schools and provide commitment to BIP, where all funding was devolved the LEA had little control over how it was spent.

Relationships between LEAs and schools were generally good although LEAs recognised that the management in some schools was inadequate to implement the project successfully. Where Lead Behaviour Professionals were part of the Senior Management Team in the school BIP was better supported within the school.

Behaviour and Education Support Teams (BESTs)

In Phase 1 and 2 of BIP all but two LEAs used funding to develop BESTs.

There was wide variability between LEAs in the way that BESTs were structured and the nature of the personnel working within them. In some LEAs there was one BEST for each cluster, in others clusters shared BESTs, or there were combinations of school based and central BESTs, the latter including staff with more specific areas of expertise, e.g. educational psychologists, Child and Adolescent Mental Health Service (CAMHS) workers. Some BESTs were based in primary schools and others in Extended Schools. In some BESTs, LPBs, Learning Mentors, Education Welfare Officers (EWOs), and

police officers were part of the team while in others these personnel were school based and worked with the BEST.

Most BESTs experienced problems in recruiting specialist staff and there were some difficulties because of the different cultures of the various agencies, their working and recruitment practices.

It was important that the BEST had a base in schools from which the team could work.

The BESTs instigated a wide variety of initiatives depending on the needs of schools, the nature of the staff recruited and the BEST structure. Interventions focused on the individual child, groups of children, families, providing links between home and school, staff in school, and school policies.

There were positive examples of case study work with individual children and their families, of the outcome of anger management groups, Continuing Professional Development (CPD) for school staff, changes in school policies, approaches to thinking about behaviour, and transition work.

School staff reported a reduction in stress as they knew there was support should it be needed. The BESTs were also able to act quickly when there were problems facilitating access to a range of non-education agencies.

Overall, the work of the BESTs was seen as successful and valuable in providing multi-agency services more speedily than had previously been the case. LEA, BEST and school staff all stressed the importance of good communication for the successful operation of BESTs.

Behaviour Audits

Most schools participating in BIP undertook behaviour audits. These were valued and viewed as working well, although they were time consuming to complete. The audits enabled schools to focus on their particular needs in relation to behaviour.

Some LEAs rolled out the audit to all schools. Some adapted the audit to suit local needs often to streamline the process so that not all of the elements of the audit were completed in individual schools. This made it difficult for LEAs to make comparisons between schools.

The audits provided information to stimulate self analysis, data to support the development of behaviour improvement plans, a baseline for monitoring progress and a means of making comparisons with other schools. The audits were useful in enabling schools to identify where they needed to focus their resources. They provided evidence on which to make changes to improve behaviour.

Lead Behaviour Professionals (LBPs)

The role undertaken by the LBPs was viewed positively by schools and BIP co-ordinators. The role was taken on by a range of different people depending on school phase. In the primary sector LBPs were sometimes head teachers, learning mentors, learning support assistants, or members of the BEST. Generally it was considered better for the head teacher not to be the LBP as they were unable to give sufficient time to the role. At secondary school, it was important that the LBP was a member of the Senior Management Team.

The managerial role of the LBP was seen as crucial to the success of BIP. A lack of leadership by the LBP undermined the implementation of the programme. Overload of the LBP was common and constituted a major obstacle to the successful implementation of BIP initiatives. The recruitment of LBPs raised the status of pastoral support and behaviour management in schools. Their impact was greater where they were members of the SMT and were able to challenge and influence whole school policy.

The provision of full-time education on the first day of exclusion

All participating LEAs were committed to the provision of full-time education on the first day of exclusion. The ways in which this was achieved varied. Some LEAs viewed this aspect of BIP as problematic and expensive to implement in relation to its educational value.

The arrangements made included use of the PRU, reciprocal exchanges between schools, the setting up of internal exclusion centres or LEA centres, buying in outside agencies to make provision, adopting a flexible school day for excludees, and providing monitoring of work undertaken at home. There were differences in the type of arrangements made in secondary and primary schools. In some LEAs the responsibility for arranging education for the first day of exclusion was devolved to schools. Particularly successful were initiatives where schools shared provision.

Alternative provision and curricula

About two thirds of LEAs participating in Phase 1 and Phase 2 of BIP reported using funding to support alternative curriculum developments. These were referred to as particularly successful by a number of LEAs. Specific reference was made to Notschool.net, Re-Entry, and Skill Force which had operated to reduce permanent exclusion from school and re-engage students with education. Where alternative curricula had been implemented they appeared to have had a positive impact on disaffected pupils' learning and personal and social development.

Extended schools

Extended schools were not part of the initial specification for BIP and at the time the research was undertaken none of the Phase 1 BIP schools had fully functioning extended schools. The BIP Phase 2 schools had further progressed this aspect of the Behaviour Improvement Programme but the extended schools were still only recently designated and it was not possible to evaluate the extent of their impact.

Attendance at school

Relatively little funding was directly spent in relation to improving attendance at school although attendance improved in BIP Phase 1 LEAs more than in all other groups of schools including those acting as controls. This suggests that initiatives focusing solely on improving attendance do not always address the underlying causes of non-attendance leading to their impact being limited over time.

Initiatives targeted directly at improving attendance at school included truancy sweeps; the development of materials to promote good attendance, e.g. videos; ICT initiatives within schools to monitor attendance and follow up non-attendance; the placement of Education Welfare Officers (EWOs) in schools; the appointment of home-school liaison officers; rewarding pupils for good attendance; target setting; and naming and shaming staff who did not follow up non-attendance. BEST EWOs who were additional to the 'normal' Education Welfare Service (EWS) complement, indicated that they were able to undertake preventative work, have greater contact with families and spend more time in schools than they would have been able to do in their previous role.

Safer school partnerships and police in schools

Over half of BIP Phase 1 LEAs implemented strategies which involved police working in schools. In many schools there was initial reluctance to have a police officer on site but this difficulty diminished over time and the initiative was perceived as overwhelmingly successful. Some LEAs experienced difficulties with recruiting police officers to work in schools.

There was wide variation in the way the police worked in schools including: a limited 'policing' role; police working in schools on a regular basis contributing to the everyday life of the school; police with a permanent base in the school offering drop in sessions, advice and support; police who worked as active members of the BEST team. Overall, the contribution made by the police was welcomed.

Supporting at risk pupils

The numbers of pupils identified as being at risk varied enormously between schools and LEAs. There was little consistency in the way that 'at risk' pupils were identified. Most LEAs and schools had criteria for identification but these varied widely.

'At risk' pupils were supported in a variety of ways depending on their needs. Procedures for signing off 'at risk' pupils were on the whole not well established.

Key workers

A number of LEAs expressed concern about the clarity of the role of the Key Worker. A range of staff undertook the role of key worker including teachers, LBPs, Learning Mentors, members of school management teams, members of BESTs. Allocation of key workers depended on LEA or school policies, or the needs of the child.

Learning Mentors

Learning mentors were sometimes members of BESTs and sometimes employed by schools. Their role offered flexibility enabling them to focus on the particular pastoral needs of children, their parents, and the school within which they were working. Their work was particularly important in primary schools reducing staff and head teacher stress by supporting at risk pupils, improving behaviour and freeing up staff time. Overall, their work was highly valued.

Nurture groups

In some schools BIP supported the provision of nurture groups for extremely needy pre-school and infant children. These groups supported the development of personal and social skills. Although some children still experienced problems when they were in their mainstream class, the nurture groups were clearly beneficial. They highlighted the need for a more nurturing environment which offered appropriate rewards for all children.

Support for parents

The work with parents was demonstrated to be of real value in improving children's behaviour and creating greater understanding in parents of how to manage their offspring's behaviour at home and in persuading them to attend school. The availability of support in schools in the local community ensured a better take up than if it had been offered at a central venue.

Impact on non-BIP schools

In some LEAs there was initial resentment that BIP schools were receiving large injections of cash that were not available to non-BIP schools. As the programme has developed LEAs have rolled out a number of initiatives across LEAs. In some LEAs BIP funding was deployed in such a way as to release other funding to support non-BIP schools.

Cohesiveness of the Programme

In Phase 1 of BIP, LEAs were given a very wide choice of initiatives which they could implement. While this ensured that they were empowered and increased their commitment to the programme, it did mean that the programme lacked focus. Some LEAs indicated that there were too many initiatives and that in schools the work of BIP was not easily identified as distinctive.

Sustainability

The extent to which BIP is sustainable in the long term depends on how well its principles are embedded in the way that schools and LEAs address issues of inclusion and pastoral care. Several LEAs viewed this as a key priority and were optimistic about this possibility.

Conclusions

BIP has proved effective in reducing absence and improving attendance. Given the relationship between attendance and attainment this should have an impact on examination results in due course. The data from the case studies also showed that elements of BIP are having an impact on promoting positive behaviour. Overall, there was: evidence of improved behaviour; a reduction in fixed-term exclusions from Phase 1 secondary schools (both the number of incidents and the number of days schooling lost); a reduction in permanent exclusions in Phase 2 secondary schools; an increase in permanent exclusions from Phase 1 secondary schools; and no change in exclusions in primary schools which is unsurprising given the low level of their incidence. BIP had the greatest impact when there was effective management at LEA and school level, where emphasis was given to change at whole-school level through the implementation of behaviour audits, action on their findings and the employment of LBPs and learning mentors and where the multi-agency work of the BESTs and a range of alternative provision and curricula supported those at risk of exclusion.

Chapter 1: Background, aims and objectives

This chapter provides the background to the Behaviour Improvement Programme and gives a brief overview of literature relating to behaviour, exclusions from school and attendance. It concludes by setting out the aims of the Behaviour Improvement Programme and the aims of the research.

Background

Behaviour in school

Improving behaviour in school depends on addressing a range of inter-related issues at the whole-school level, in the classroom, and in relation to individual pupils (Gottredson et al., 1993). Well-disciplined schools create a whole-school environment that is conducive to good discipline rather than reacting to particular incidents. Teachers view the school as a place where they and pupils work together for success. There is collaboration and co-operation at the whole school level, the school is pupil oriented and focuses on the causes of indiscipline rather than the symptoms. Prevention rather than punishment is at the core of practice. Head teachers play a key role in developing policies alongside other key members of staff and teachers as a whole are committed to the pupils and their work. Routine discipline problems are dealt with by teachers and not referred to more senior staff, and there are strong links with parents and community agencies (Wayson et al., 1982). Schools differ in the extent to which they function as a community. Collegial relations are key to this, coupled with a role for teachers which frequently brings them into contact with other staff and students outside of the classroom. Schools with high levels of communal organisation show more orderly behaviour (Bryk and Driscoll, 1988).

The attitudes of staff, particularly the senior management team and the head teacher are crucial in explaining the different rates of exclusions between similar schools. Where staff in schools believe that they do not have the power to address issues of poor behaviour there is a tendency for higher rates of exclusion (Maxwell, 1987). The roles and responsibilities of staff in schools are important. Secondary schools with low levels of disruptive behaviour have pastoral care systems which see their aim as enhancing educational progress. Teachers do not pass problems on to senior staff, tutors are the core of pastoral care, pastoral care for teachers is in evidence and the school climate promotes discussion of disruptive behaviour without recrimination (Galloway, 1983).

To support good behaviour in the classroom teachers need to establish an 'activity system' which includes attention to goals, tasks, social structure, timing and pacing, and resources (Doyle, 1990). Where teachers are pressured to take increased responsibility for standards of attainment they tend to become more controlling and the development of learner autonomy is reduced with potentially negative effects on behaviour (Ryan et

al., 1985). Schools need to nurture a sense of rights and responsibilities in pupils (Osler, 2000) and encourage them to engage in addressing behaviour issues through participation in school councils and school leadership programmes. Students need to internalise the need for responsible behaviour and value it for the benefits which accrue to themselves as well as others.

Exclusion from school

In recent years because of the lack of valid and reliable ways to measure behaviour in school, much attention has focused on levels of exclusion this being the ultimate sanction for poor behaviour. However, this is problematic as there is wide variation in the extent to which schools exclude pupils and the kinds of behaviours for which schools consider exclusion is necessary. Exclusion data alone are not reliable indicators of change in pupil behaviour. Schools can exclude pupils for a fixed period or permanently. Anecdotal evidence suggests that exclusions also occur without regard to official procedures, where parents are asked to keep a child at home for a few days.

National data relating to exclusions from school showed a dramatic increase during the 1990s from 2910 in 1990/91 to 12,458 in 1995/6. In the mid-1990s the DfEE set up a series of projects which had the reduction of exclusion and indiscipline as their principle aim. These included the setting up of Learning Support Units in schools, the development of behaviour support teams at LEA level, and the introduction of targets for reducing exclusion in schools with financial consequences where they were not met. These strategies were successful in raising awareness of the importance of reducing exclusion and succeeded in slowing the rate of increase to 2% during 1996/97 with further reductions in exclusions to 12,700 in 1997/98, 10,404 in 1998/9 (DfEE, 2000) and 8,323 in 1999/2000. Since then exclusion rates appear to have stabilised although at a slightly higher level than in 1999/00, for instance 9,290 in 2002/03 (DfES, 2004b) and 9,860 in 2003/04 (DfES, 2005). The highest rates of exclusion are for boys, pupils with Special Educational Needs and some minority ethnic groups. There is also a positive relationship between eligibility for free school meals and exclusion rates. However, schools with the highest rates of exclusion do not always have high rates of free school meal eligibility although they do tend to have higher proportions of pupils with Special Educational Needs and low levels of pupil attainment (DfES, 2004b).

While the causes of exclusion vary (Parsons, 1999; Munn et al., 2000; Osler et al., 2001; DfES, 2005), the reduction of exclusions depends on schools developing inclusive approaches to the curriculum and teaching, while also developing strategies for working with other agencies in supporting pupils who are at risk. Documented reductions in exclusions have resulted from the adoption of multi-disciplinary teams within schools, on-site learning support (Hallam and Castle, 1999a; 2001), and the employment of home-school links workers (Hallam and Castle, 1999b; Castle and Hallam, 2002). There is also evidence of the effectiveness of parenting programmes (Hallam et al., 2004) and the implementation of alternative curricula for at risk pupils (Hallam et al., 2003; in press).

Attendance

Attempts to improve attendance at school since national statistics have been available have had an increasing impact. In maintained secondary schools between 1995/96 and 2004/05 the percentage of authorised absence has changed from 8.4% in 1995/96 to 6.6% in 2004/05 (measured as a percent of half day sessions missed). Unauthorised absence has remained fairly stable at around 1% in most years. In primary schools unauthorised absence has varied from .5% in 1996/97 to .43% in 2004/05 while authorised absence has varied between from 5.71% in 1997/98 to 5.0 in 2004/05 (DfES 2002; 2005).

The causes of non-attendance are many and complex (Hallam and Roaf, 1995; Hallam, 1996). Pupils may not attend because of:

- illness or anxiety;
- holidays, special occasions, outside activities;
- family circumstances (helping at home, family needs or desires, extreme family pressures);
- issues within school (the environment, school requirements, school circumstances, attitudes towards school, relationships with teachers and peers, exclusion);
- attractions outside school (peer pressure, excitement of truanting, employment opportunities).

Schools vary considerably in the extent to which they maintain high levels of attendance even when they have similar catchment areas. Their procedures and ethos are implicated (Hallam et al., 2002), in particular, pupil teacher relationships (Bealing, 1990, O'Keeffe, 1994). Teachers tend to see truants as lazy, lacking concentration, restless, and difficult to discipline (Farrington, 1980), while truants believe that they are picked on unfairly, not treated with respect, handled inconsistently and dealt with too harshly (Buist, 1980). While the school has an important role in promoting attendance, families also have a part to play. Recent evidence from 'truancy sweeps' suggests that parents often collude with their children in non-attendance at school. Improving attendance requires the adoption of a range of strategies including those involving parents (see Hallam, 1996).

The importance of improving behaviour, reducing exclusions and improving attendance

There is evidence that there are relationships between exclusion from school or poor attendance and academic performance (DfES 2001). In the long term those who are excluded from school as a result of poor behaviour and persistent truants tend to have lower status occupations, less stable career patterns and greater unemployment in comparison with others sharing similar backgrounds (Hibbett and Fogelman, 1990). Some, but not all may be involved in delinquency (Audit Commission, 1996; Cullingford, 1999). Reducing exclusion and improving behaviour and attendance are therefore crucial for the individual pupil and for society as a whole.

The Behaviour Improvement Programme

As part of the Government's Street Crime Initiative, the Department for Education and Skills (DfES) funded 34 local education authorities to support measures to improve pupil behaviour and attendance in 2 to 4 selected secondary schools and their feeder primary schools. Over 700 schools were involved in Phase 1 of the programme. The LEAs were selected on the basis of an indicator combining truancy and crime figures. The BIP has now been rolled out in further phases. This report includes evaluation of Phases 1 and 2 of the Behaviour Improvement Programme.

The objectives of the Behaviour Improvement Programme (BIP) are:

- to improve standards of behaviour overall;
- to reduce unauthorised absence;
- to secure lower levels of exclusions than in comparable schools;
- to ensure that there is a key named worker for every child at risk of truancy, exclusion or criminal behaviour;
- to build on the achievement of full-time education for all permanently excluded pupils.

The DfES set out a menu of measures based on existing good practice for LEAs and schools to choose from as well as allowing them to develop their own ideas. The menu included:

- the development of whole-school approaches to promote good behaviour;
- support for individual pupils at risk of developing behaviour problems;
- innovative approaches to teaching and learning to meet the needs of pupils at risk of disaffection;
- measures to identify pupils who were not attending school regularly. EWOs and others to work with these pupils and their parents to ensure that they do attend;
- extending the use of school premises to provide a range of services, activities and additional learning opportunities for pupils, their families and the wider community;
- Behaviour and Education Support Teams (BESTs). These draw together the full range of specialist support for vulnerable young people and their families;
- police based on the school site working alongside school staff;
- the co-ordinating support of a key worker who can provide or broker the necessary help for pupils who develop, or are at risk of developing, significant behaviour problems.

Aims and objectives of the research

The aims and objectives of the research were to examine and evaluate:

a) how the various measures adopted by BIP schools and LEAs interrelated and which individual measures and combinations of measures were most successful in achieving the programme's objectives and more generally. This included assessing the impact of the measures on:

- staff skills and confidence in managing behaviour;
- schools' ability to access specialist support for vulnerable pupils and their families;
- the range of specialist support available and its impact on individuals and schools;

- b) emerging best practice, particularly for more innovative measures;
- c) their sustainability within those LEAs and transferability to other LEAs.

The research also examined:

- which measures or combinations of measures school staff, parents and children perceived to be most successful;
- barriers to the introduction or development of BIP measures and how LEAs and schools overcame them;
- how schools managed BIP measures alongside other education initiatives;
- the impact of BIP measures on teacher workload and the use of support staff in schools;
- the difficulties presented by multi-agency working and how they were reduced or overcome;
- how the programme was managed by the DfES and LEAs.

Chapter 2: Methodology

This chapter sets out the methodologies adopted in undertaking the evaluation. It describes the data collected, the sample sizes for each stage of the evaluation and how LEAs and schools were selected to participate in the research. Differences in methodology between the evaluation of Phase 1 and Phase 2 of the programme are described.

Evaluation of Behaviour Improvement Programme Phase 1

Thirty four local education authorities were funded by the DfES to participate in the Behaviour Improvement Programme. In each LEA 2 to 4 selected secondary schools and their feeder primary schools participated, a total of 123 secondary schools and 557 primary schools. The LEAs were selected on the basis of an indicator combining truancy and crime figures.

The evaluation of Phase 1 of the BIP was undertaken in three stages. In stage 1 of the research all LEAs engaged with BIP Phase 1 were contacted, telephone interviews undertaken and information collated regarding the way in which they were implementing BIP. From these data 18 LEAs were selected for fieldwork (Stage 2). On the basis of the information derived from these visits 10 schools were selected for follow up work with teachers, children and their parents (Stage 3).

Stage 1: Engaging with all participating LEAs

Collation of existing data

Existing data relating to exclusions, attendance, crime statistics, ethnicity, proportion of children with statements of Special Educational Needs, entitlement to free school meals and other indices of social deprivation were collated for all participating LEAs. A data base was created to enable the monitoring of data from participating and matched comparator school regarding indices of attendance, exclusion and behaviour.

Information provided by LEAs to the DfES regarding their plans for participation in the Behaviour Improvement Programme was scrutinised and collated to enable the identification of those interventions from the menu which had been most often implemented, in what combinations, and where any original schemes had been developed.

Initial interviews with LEA co-ordinators

The co-ordinating officers in all participating LEAs were interviewed by telephone to elaborate on information provided in their initial application to be part of the BIP to inform the process of selection for further study. They were asked questions regarding

the way the project had been managed by the LEA in the early stages and any difficulties that they had experienced.

Selection of 18 case study LEAs

On the basis of the analysis and compilation of existing data and the telephone interviews with LEA co-ordinators, 18 LEAs were selected for further study by the steering committee at the DfES informed by the views of a quality assurance and advisory group set up at the Institute of Education. The LEAs were selected so as to represent different school populations in terms of ethnicity, social deprivation, location, proportion of children with SEN, and the proportion of refugee children or other particular groups. The sample was chosen to reflect the different types of interventions and those combinations of them which had been most commonly implemented. The selection also considered new approaches to tackling behaviour problems. Half of the sample of LEAs were from the London area.

Stage 2: Initial evaluation of the projects

Meetings were arranged with the co-ordinating officers of the 18 selected LEAs to:

- obtain detailed information about participating schools;
- establish how the project fitted in with existing projects;
- discuss any barriers to implementing the programme and how they were overcome;
- discuss the extent to which the introduction of BIP measures was sustainable;
- consider whether the measures were likely to transfer to other similar LEAs;
- establish the breakdown of costs relating to the project;
- establish how the LEA was ensuring that every at risk child had a named key worker and any difficulties experienced in implementing this;
- establish how the LEA was ensuring that every child had access to full-time permanent education from day 1 of permanent or temporary exclusion.

Depending on the nature of the implementation of BIP, and the advice of the LEA co-ordinator, interviews were undertaken with involved individuals or with teams. In some cases the focus was within the school, e.g. the development of whole school approaches to promote good behaviour, extending the use of school premises to provide a range of services, in other cases it was with LEA led teams, e.g. truancy sweeps, Behaviour and Education Support Teams.

Within those project schools selected for visits, interviews were undertaken with members of the senior management team, SENCOs, support assistants and teachers who had been directly involved in implementing the project. Depending on the nature of the project, interviews with school staff included questions considering:

- how the project had been implemented in the school;
- how this related to existing work related to behaviour;
- how this related to other existing projects, e.g. EiC;
- the extent of any difficulties experienced and how they were overcome;
- what this had meant for the day to day practice of teachers;
- how the project had impacted on teacher workload;

- how the project had impacted on the practices of teaching assistants and other support staff;
- what difficulties had been experienced;
- the extent of the range of specialist support for vulnerable pupils in the LEA, how it was accessed, its appropriateness and success;
- the difficulties associated with working with multi-disciplinary teams;
- how communication was maintained within the school and with outside agencies;
- the implications for staff training;
- how the effects of the project were being monitored;
- the perceived impact on pupils, individually and as a whole;
- the perceived reactions of parents;
- the benefits to the school;
- whether staff confidence had increased as a result of the project;
- what might have improved the implementation of the project;
- their evaluation of the extent to which the changes brought about had become embedded in practice and would continue.

Interviews undertaken relating to the work of teams operating in several schools included personnel responsible for management and a representative sample of team members. Where appropriate, link staff in schools were also interviewed (e.g. SENCOs, those involved in pastoral care).

Depending on the nature of the project, interviews with members of LEA or inter-agency teams included questions considering:

- the nature of any service level agreements;
- how their work linked with other projects designed to improve behaviour;
- the extent to which teams worked with primary, secondary or special schools or PRUs;
- where the emphasis of their work lay - at the school level, with families or with individual students;
- what they did at each level;
- how responsibilities were divided between team members;
- how day to day collaboration and communication between team members was ensured;
- how teams maintained good communication with other relevant parties;
- the nature and extent of other locally available support for at risk pupils and their parents;
- how work was referred and signed off;
- the nature of any follow up monitoring work;
- the extent to which they felt that they were successful;
- the perceived impact on pupils, parents and teachers;
- the evidence that they used to justify their success or otherwise;
- the nature of any problems that they had experienced;
- what made their work difficult;
- what they felt would have helped them to be more successful;
- their perceptions of how the programme had been managed by the LEA;

- their perceptions of the extent to which the effects had become embedded in practice and were likely to be long standing.

At this stage no interviews were undertaken with pupils or their parents.

Stage 3: Extended field visits to projects which were exemplars of good practice

Evidence from the interviews, and the data collected regarding figures for exclusions, attendance and behaviour (taking account of contrasts with comparator schools) was used to select 10 secondary schools and a selection of their feeder primary schools for extended field visits. Interviews were undertaken with teachers not directly involved with the implementation of the project, classroom assistants, pupils and parents.

Interviews with teachers and classroom assistants not directly involved in the implementation of the project explored:

- the extent to which they believed that the project had impacted on their practice;
- the extent to which they felt confidence in managing behaviour;
- the perceived effects on pupils and parents;
- the perceived effects on behaviour in the school as a whole, attendance and the level of exclusions;
- their knowledge of the systems in place to support their management of difficult pupils;
- the extent to which the effects were likely to be maintained in the long term.

Interviews were undertaken with pupils and parents. Depending on the nature of the intervention these were with individual pupils or groups of pupils. Individual interviews were undertaken with pupils who had been at risk of exclusion, those who were poor attenders or who were currently attending a PRU. In some cases joint interviews were undertaken with individual pupils and their parents. These explored the experiences of the pupils in school in relation to the particular intervention, what in particular they had found helpful, what might have been done better, current levels of support and what their intentions were for the future. Case study interviews with parents explored their experiences of the systems in operation, the extent to which they had been helpful, what might have been improved, the nature of plans for the future and whether they thought that the projects were likely to have brought about sustainable change.

Where interventions were at the level of the whole school, interviews were undertaken with representative groups of pupils and parents. The particular groups identified depended on the nature of the intervention and the school phase. Pupils were chosen to be representative of the groups at which the intervention was targeted. Pupils were questioned about their experiences in school, what had changed as a result of the intervention, whether it had been useful and in what ways, and how they thought things should develop in the future.

Group interviews with parents explored the perceived effects on their children, any changes in their level of involvement in school activities, their behaviour towards their children and any impact on family life.

Evaluation of Phase 2 of the Behaviour Improvement Programme

Phase 2 of the Behaviour Improvement Programme included 26 LEAs involving 99 secondary schools and 446 primary schools. All of these LEAs were contacted in 2004 and information about the way in which they were implementing BIP was gathered. From these LEAs, 16 were selected for visits. These LEAs were selected by the research team in conjunction with the DfES. The selection was made to include different types of LEAs, with different school populations, adopting different approaches to the implementation. The visits were focused at LEA level and interviews were undertaken with LEA personnel. No visits were made to schools. The content of the interviews was the same as used for the Phase 1 BIP interviews with LEA personnel with the addition of questions relating to the relationships between BIP, EiC and the Key Stage 3 strategy.

Data analysis

The data were examined to consider the relative efficacy of the different projects in different combinations in relation to attendance, exclusion and behaviour. Statistical analysis compared the performance of project and comparator schools, and project schools where different types of intervention were being implemented.

The qualitative data were analysed to highlight the benefits and drawbacks of each type of intervention in relation to different client groups, pupils, parents, teachers, teaching assistants, those working in the LEA and other agency teams. The data from the field visits provided examples of 'good' practice to facilitate the development of the programme to include other LEAs and schools.

The data analysed covers only the first two years of Phase 1 of the Behaviour Improvement Programme and the first year of Phase 2.

Presentation of the findings

The following chapters provide an account of the findings. Chapter 3 provides an overview of the way that the programme was implemented taking account of overall data from BIP Phases 1 and 2. Chapter 4 outlines the impact of the Behaviour Improvement Programme on behaviour, attendance, attainment and exclusion. Chapter 5 explores the differences in performance of participating LEAs and suggests which combinations of initiatives may have been most effective. Chapter 6 considers some of the issues relating to the management of the Behaviour Improvement Programme and chapters 7 to 13 give accounts of the ways in which the various strands of the programme were implemented in both Phase 1 and 2 of the programme. Chapter 14 outlines issues arising from the evaluation, and draws conclusions.

Chapter 3: Overview of the Behaviour Improvement Programme

In this chapter the findings are reported in relation to the ways in which each LEA in Phase 1 and 2 of the Behaviour Improvement Programme implemented the programme. Data are presented in relation to the particular types of intervention implemented and the level of funding expended on each. There were considerable differences in implementation between Phases 1 and 2.

Phase 1 of the Behaviour Improvement Programme

Types of interventions

This section of the report provides an overview of the distribution of particular interventions within the programme between participating LEAs. Table 1 sets out the initiatives developed in each LEA. In most LEAs, there was considerable overlap between the interventions being implemented and some aspects were subsumed within others. For this reason, the table indicates the main emphases of the programmes as implemented in each LEA. Below are brief descriptions of the categories adopted to describe each initiative and the percentage of LEAs which reported focusing on those aspects of the programme.

Behaviour and Education Support Teams (BESTs) were implemented in different ways in the LEAs. In some cases BESTs were implemented in all participating schools, in others in only some of the clusters of participating schools (each cluster contained one secondary school and its feeder primary schools). Lead Behaviour Professionals who were part of the BEST team have been included here. In some cases BESTs were already in existence and the funding was used to support their work through police in schools or learning mentors. All of the LEAs were using BIP funding to support BESTs in some way.

Police in Schools refers to projects where police were working in school premises. The extent of their activities varied but included working with whole classes, small groups of pupils, and running drop in sessions. 53% of participating LEAs had implemented this initiative.

Behaviour Initiatives in Schools included behaviour audits aimed to establish through the completion of questionnaires where there were particular problems relating to behaviour as perceived by staff and pupils. Findings from the audits led to staff training, and the implementation of specific strategies to deal with arising issues. The employment of Lead Behaviour Professionals who were attached to secondary and primary schools as distinct from BEST were important in implementing these strategies. Training encompassed anger and behaviour management and personal safety training.

Also included were anti-bullying programmes. 91% of LEAs emphasised this aspect of the programme.

Learning Support Units (LSUs) and Pupil Referral Units (PRUs) were developed or established with BIP funding. 62% of LEAs had used funding for this purpose.

Alternatives to exclusion refers to projects which were alternatives to exclusion and includes curriculum measures, additional support implemented as alternatives to exclusion and the provision of an internal exclusion unit. 74% of participating LEAs were using funding to support these initiatives.

Key Workers were identified to provide ongoing support of pupils. 41% of participating LEAs were setting up projects specifically developing the role of Key Workers.

Pupils at Risk includes those measures implemented specifically to identify and support those pupils at risk from exclusion, for instance, counselling, anger management. 50% of participating LEAs reported developing initiatives which would identify and support such pupils.

Attendance initiatives includes projects concerned with registration and truancy. Typically these were the development and installation of electronic registration, measures implemented to combat truancy including truancy sweeps and additional attendance officers. 71% of participating LEAs reported developing initiatives to improve attendance at school.

Curriculum Development refers to whole school initiatives targeted at curriculum development at primary and secondary level. These are different to those subsumed within alternatives to exclusion and include the development of nurture groups and circle time within primary schools. Also included is the development of notschool.net¹ and other ICT initiatives. 65% of participating LEAs reported using BIP funding to support such developments.

Extended Schools or full service extended schools refers to schools providing access to a range of services such as childcare, study support, health and social care, sports and arts activities, parents support and general community use of the schools' facilities. 59% of LEAs were using funding to support extended schools initiatives.

Parental Support refers to interventions related to parental support - specifically measures to assist parents with excluded or 'at risk' pupils. Some LEAs had included funding for this within BEST. 41% of participating LEAs were targeting funding specifically at offering parents with children at risk additional support.

Other refers to those measures that fail to fit within the above categories and includes contingency funds where these have been allocated, restorative justice programmes, Children's Opportunities Group (COG), parent partnerships, Revitalise, teenage

¹ Notschool.net is an online educational initiative for children for whom attendance at school is problematic

mothers projects, the voluntary sector, Skill Force, STOPS, and English as an Additional Language Support. Overall, 53% of participating LEAs were using funding to support initiatives within this category.

Table 1: Programme interventions adopted in LEAs in BIP Phase 1

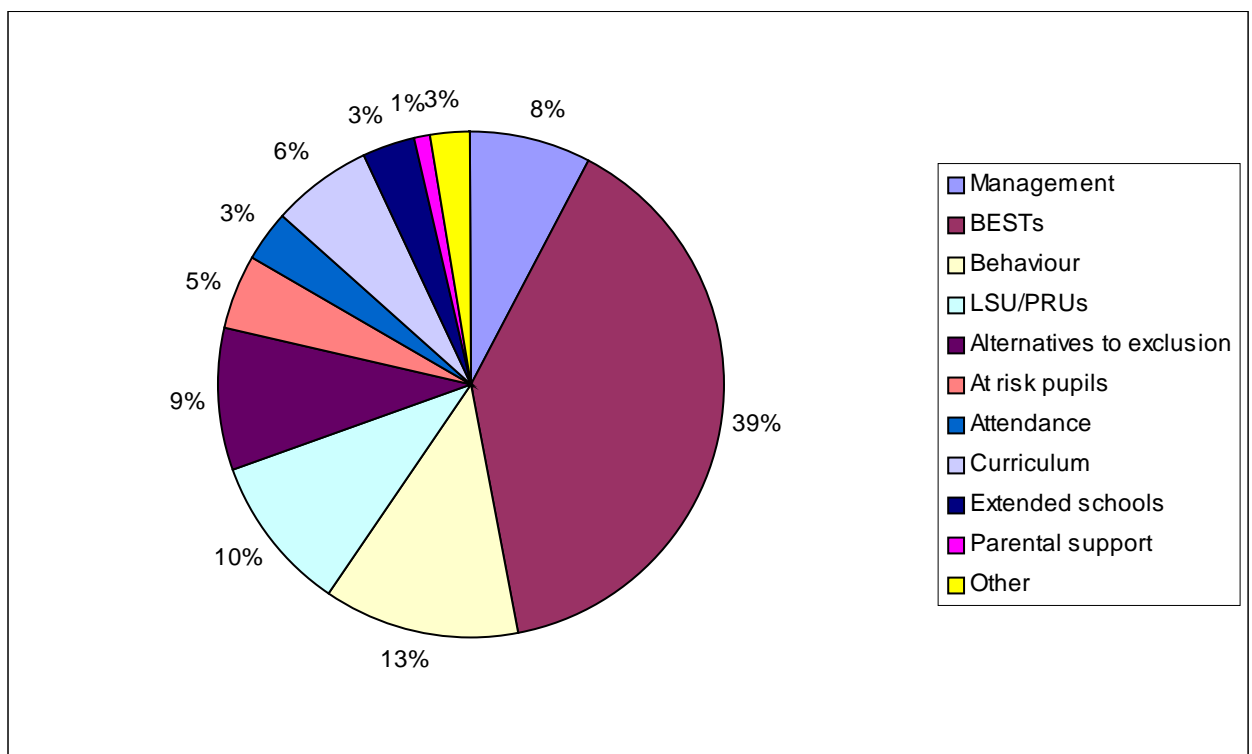
LEA Code	BESTs	Police in schools	Behaviour initiatives in schools	LSU/ PRU	Alternatives to exclusion	Key workers	Support for at risk Pupils	Attendance initiatives	Curriculum development	Extended or full service schools	Parental support	Other
1	X		X	X	X	X		X		X		
2	X	X	X	X	X		X	X	X	X	X	X
3	X	X	X	X	X	X	X				X	X
4	X		X	X	X	X			X		X	
5	X	X	X	X			X	X	X	X		X
6	X	X	X	X	X	X		X	X			
7	X		X	X				X		X	X	
8	X		X		X	X				X		X
9	X			X	X	X		X	X	X	X	X
10	X			X							X	X
11	X		X		X	X	X	X	X	X		X
12	X	X	X	X	X		X	X	X	X		
13	X	X	X	X	X					X		
14	X	X	X		X	X	X	X	X	X		
15	X		X				X	X				
16	X		X	X	X	X		X	X	X	X	
17	X	X		X	X	X		X				X
18	X	X	X	X	X	X		X	X	X	X	
19	X	X	X	X	X	X						
20	X	X	X	X		X		X	X		X	X
21	X	X	X		X							X
22	X		X		X		X	X	X		X	X
23	X	X	X				X	X	X			X
24	X	X	X		X		X	X	X	X		
25	X		X	X			X	X	X	X		
26	X		X	X	X			X	X	X	X	X
27	X	X	X				X			X		
28	X		X	X	X		X		X			X
29	X		X	X	X		X	X	X		X	X
30	X	X	X	X	X	X	X	X	X	X		X
31	X	X	X	X	X		X	X	X			
32	X		X		X					X	X	
33	X	X	X	X			X	X	X	X	X	X
34	X		X	X	X			X	X	X		X

Allocation of funding within Phase 1 BIP LEAs

The allocation of funding reflected the diverse nature of the projects which had been developed within the context of the overall programme. Figure 1 shows the mean allocation of funding for different types of project. Across participating LEAs, BESTs were allocated most money (39%) followed by interventions relating to the implementation of the behaviour audits. This included staff training and funding for

Lead Behaviour Professionals (13%). Learning Support Units and Pupil Referral Units were allocated 10% of the funding with other alternatives to exclusion allocated 9%. Measures to support pupils at risk of exclusion received 5%, those to improve attendance 3%, curriculum developments 6%, extended schools 3%, support for parents with children at risk of exclusion 1% and other measures 3%. Eight percent of the funding was used for management of the programme. Funding dedicated to police working in schools is included within that allocated to the BEST projects as officers often formed part of the BEST. Monies for key workers have been subsumed under alternatives to exclusion.

Figure 1: Mean allocation of funding for all LEAs across BIP Phase 1



Phase 2 of the Behaviour Improvement Programme

Table 2 sets out the elements of the Behaviour Improvement Programme which were implemented in Phase 2 of the programme. 96% of LEAs were using BIP funding to support BESTs. Behaviour initiatives refers to the identification of specific measures to enable the implementation of the behaviour audit, subsequent staff training and Lead Behaviour Professionals who were attached to secondary and primary schools as distinct from BEST. Training encompassed anger and behaviour management and personal safety training. Also included are anti-bullying programmes. 100% of LEAs were using funding to support behaviour initiatives in individual schools. 96% of LEAs were using BIP funding to support the development or establishment of LSUs, the development of

alternatives to exclusion, and initiatives to reduce truancy. 65% of LEAs were using BIP funding to support curriculum initiatives and 92% to extend the use of schools. 42% of LEAs were using funding to support initiatives focused on parents, while 38% allocated funding to ‘other’ projects included contingency funds where these had been allocated and work with the voluntary sector (see Tables 26 and 27 in appendix 1).

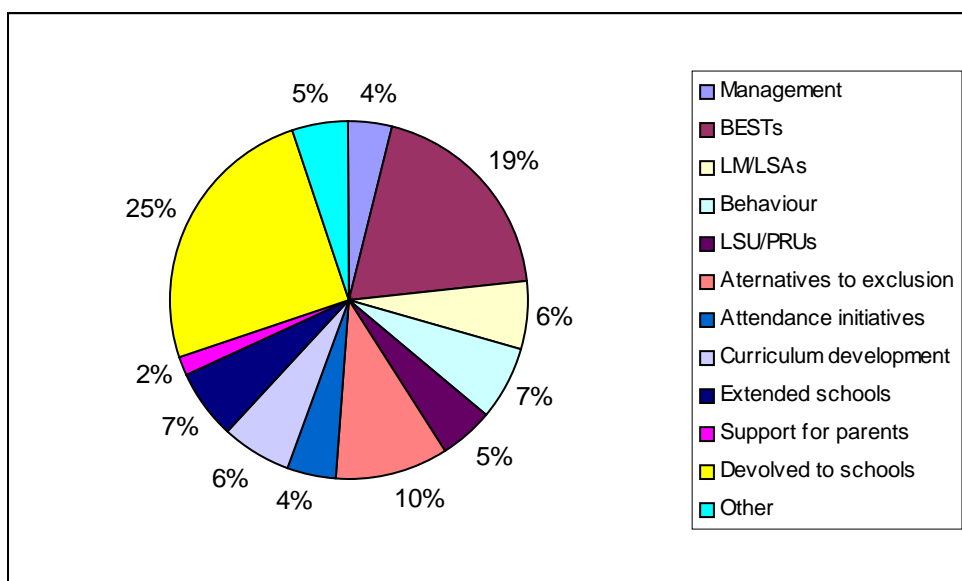
Table 2: Programme interventions adopted in LEAs in BIP Phase 2

Code	BESTs	Behaviour initiatives in schools	LSUs/ PRUs	Alternatives to exclusion	Attendance initiatives	Curriculum development	Extended schools	Parental support	Other
35	X	X	X	X	X	X	X	X	X
36	X	X	X	X	X	X	X		X
37	X	X	X	X	X		X		
38	X	X	X	X	X	X	X		X
39	X	X		X		X	X		
40	X	X	X	X	X		X	X	
41	X	X	X	X	X		X		
42	X	X	X	X	X	X	X		
43	X	X	X	X	X	X	X	X	
44	X	X	X	X	X	X	X	X	X
45		X	X	X	X	X	X	X	
46	X	X	X	X	X	X	X	X	X
47	X	X	X	X	X	X	X	X	X
48	X	X	X	X	X	X			
49	X	X	X	X	X	X	X	X	
50	X	X	X	X	X		X		
51	X	X	X	X	X	X	X	X	X
52	X	X	X	X	X	X		X	X
53	X	X	X	X	X	X	X		
54	X	X	X	X	X		X		X
55	X	X	X		X	X	X		
56	X	X	X	X	X		X		
57	X	X	X	X	X		X		
58	X	X	X	X	X		X		
59	X	X	X	X	X	X	X	X	
60	X	X	X	X	X		X		X

Allocation of funding within Phase 2 BIP LEAs

The allocation of funding in Phase 2 of BIP reflected the diverse nature of the projects which had been developed within the context of the overall programme. Figure 2 shows the mean allocation of funding for different types of project. Across participating LEAs, the largest proportion of the money was devolved to schools for them to spend as they wished (25%). BESTs were allocated the second largest proportion (19%). Much smaller proportions were allocated for Learning Mentors and Learning Support Assistants (6%), whole school behaviour interventions (6%), LSUs/PRUs (5%), alternatives to exclusion (10%), registration and truancy (4%), curriculum development (6%), extended schools (7%), parental support (2%), and other interventions (25%).

Figure 2: Percentage allocation of funding for all LEAs across BIP Phase 2



Comparison of Phase 1 and Phase 2 of the Behaviour Improvement Programme

A comparison of Tables 1 and 2 indicates that there was more uniformity in the elements adopted in Phase 2 of BIP. In Phase 2 substantial variation in the elements implemented occurred only in relation to curriculum development, the support provided for parents and ‘other’ elements. Across the majority of the programme almost all LEAs were implementing all aspects.

A comparison of Figures 1 and 2 and the percentages presented in Table 3 demonstrate that the proportions of funding spent on different aspects of BIP varied considerably from Phase 1 and 2. However, this is in part because of the way that the data were collected. In Phase 1 of BIP some LEAs devolved some funding to schools but they were not required to submit this information to the DfES. Also, in Phase 1 a number of LEAs employed learning mentors and learning support assistants but these were not identified separately in returns to the DfES. While many of the differences in Table 3 can be accounted for by the way the data were made available, there were considerable differences in the amount invested in BESTs between Phases 1 and 2 of BIP. In Phase 1 double the amount was spent on BESTs in comparison with Phase 2.

Table 3: Comparison of funding for different elements of BIP in Phases 1 and 2

	Phase 1	Phase 2
Management and buildings	8%	4%
BEST	39%	19%
Learning Mentors and Learning Support Assistants		6%
Behaviour management	13%	7%
Learning Support Units and Pupil Referral Units	10%	5%
Alternatives to exclusion	9%	10%
At risk pupils	5%	4%
Registration and truancy	3%	4%
Curriculum Development	6%	6%
Extended schools	3%	7%
Parental support	1%	2%
Funding devolved to schools		25%
Other	3%	5%

Summary

As the Behaviour Improvement Programme developed and was rolled out to Phase 2 LEAs greater uniformity in implementation was in evidence with most LEAs adopting the core suggested elements and fewer resourcing those aspects viewed as peripheral to school education. A greater proportion of funding appears to have been devolved to the schools in Phase 2, although this may be an artefact of the way the data were requested. Certainly, some LEAs in Phase 1 reported devolving funding to participating schools although this was not without its difficulties. Less funding was focused on the use of multi-agency BESTs in Phase 2 in contrast to Phase 1 where the majority of the funding was used for this purpose.

Chapter 4: Impact on behaviour, attendance, attainment and exclusions

The findings presented in this chapter focus on data and feedback related to behaviour, attendance, exclusions and attainment. Comparisons are made between schools in the Behaviour Improvement Programme Phases 1 and 2, Excellence in Cities Schools which were not participating in the Behaviour Improvement Programme, and selected control schools matched with the Phase 1 Behaviour Improvement Schools. The data are analysed separately for secondary and primary schools. The first section provides background information for the various samples included in the analysis.

Sample details

Secondary schools

A group of control schools were used in order to assess whether any changes in key performance indicators in the BIP Phase 1 schools were due to BIP or not. Data were also compared with that from non-BIP EiC schools and that derived from all maintained schools in England. The secondary control schools were selected to be matched with the Phase 1 BIP schools on a range of measures including gender, and the proportion of pupils with Special Educational Needs (SEN), Free school meals (FSM) and pupils whose first language is known or believed to be other than English. There were statistically significant differences between the BIP Phase 1 and 2 schools and the EiC schools in relation to these measures but there were no statistically significant differences between the BIP Phase 1 schools and the control schools. Compared with the BIP Phase 2 and the EiC schools the BIP Phase 1 schools had higher proportions of pupils with SEN who were not statemented, pupils in receipt of FSM, and pupils whose first language was known or believed to be other than English. Overall, the BIP Phase 1 schools were amongst the most deprived in the country (see Table 4).

Table 4: The secondary school samples

	BIP 1 (123)	BIP 2 (99)	EiC non-BIP (641)	Phase 1 Control (94)	All maintained secondary schools
Proportion of pupils with SEN statements	2.9 (1.36)	3.11 (1.73)	2.34 (1.58)	3.43 (1.73)	2.4
Proportion of pupils with SEN but not statement	24.16 (10.6)	21.33 (9.75)	14.86 (8.99)	22.19 (10.22)	13.5
Proportion of pupils in receipt of FSM	41.7 (14.5)	31.6 (11.2)	24.1 (15.4)	37.8 (13.2)	10.6
% of pupils whose first language is known or believed to be other than English	33.06 (25.5)	6.7 (12.29)	18.8 (24.94)	28.7 (28.1)	8.8
Average number of boys and girls	Boys 573 (226) Girls 412 (214)	Boys 524 (146) Girls 493 (140)	Boys 521 (282) Girls 555 (290)	Boys 498 (258) Girls 410 (272)	

* Bold figures in brackets indicate the number of schools

* Figures in brackets are standard deviations

Primary schools

As with the secondary schools there were no statistically significant differences between the BIP Phase 1 primary schools and the control schools. There were, however, fewer differences at primary level between BIP Phase 1 and BIP Phase 2 schools. There were statistically significant differences in relation to the proportion of children in receipt of FSM (.009) and the proportion of children whose first language is known or believed to be other than English (.0001). However, there were no statistically significant differences in relation to these variables between the Phase 1 BIP schools and the control schools (see Table 5).

Table 5: The primary school samples

	BIP 1 (557)	BIP 2 (446)	Control (496)	All maintained primary schools
Proportion of pupils with SEN statements	1.7 (1.87)	1.74 (1.9)	1.89 (1.66)	1.6
Proportion of pupils with SEN but not statement	21.2 (9.05)	22.3 (8.87)	21.4 (9.76)	16.1
Proportion of pupils in receipt of FSM	40.42 (14.77)	37.68 (15.4)	38.18 (15.7)	14.2
% of pupils whose first language is known or believed to be other than English	34.78 (30.39)	8.99 (18.1)	28.67 (28.9)	11
Average number of boys and girls	Boys 173 (70) Girls 165 (65)	Boys 147 (446) Girls 141 (53)	Boys 144 (60) Girls 138 (58)	

* Bold Figures in brackets indicated the number of schools

* Figures in brackets are standard deviations

Behaviour in school

There are enormous difficulties in assessing change in behaviour in schools. Schools tend not to keep records of anything but the most serious incidents of poor behaviour and there is variability in what is considered to be poor behaviour between schools. Historically, exclusion data have been used to provide an indication of the incidence of very poor behaviour, but variability between schools in exclusion practices makes this unreliable. Therefore it has not been possible to monitor in any systematic and quantitative way the impact of BIP on behaviour in school. However, to provide an indication of the way that change in behaviour may have occurred as a result of the programme, case study examples of individual and groups of pupils were collected in the school visits as well as the views and perceptions of school and LEA staff on the impact of the programme. These are set out in detail in subsequent chapters in relation to the particular intervention where they occurred. The following sections attempt to summarise the impact of the programme on behaviour based on these qualitative data. In the 10 case study secondary schools and the sample of their feeder primary schools that were visited there was evidence of improved behaviour. School and LEA staff also provided insights into the impact of the programme during interviews undertaken with them. The following sections provide evidence from the interviews of perceived changes in: the status of behaviour and pastoral issues in school; school policies and practices; school ethos; support for families; children's behaviour, well being and learning; relationships with parents; staff stress and time spent dealing with discipline issues.

Change in the status of behaviour and pastoral issues in schools

The programme had an impact in part because it served to raise the status of issues relating to behaviour and pastoral care in schools:

'BIP has given behaviour a status in the same way as happened with numeracy and literacy hours.' (BIP LEA co-ordinator)

'BIP has put the issue of behaviour strategies and good pastoral practice back on the agenda. Just as schools might look at curriculum issues now they are also looking at behavioural issues in the same way.' (BIP LEA co-ordinator)

This view was shared by members of school Senior Management Teams:

'BIP has put behaviour management on the agenda – it has become everyone's agenda. To be a teacher you have to look at behaviour management. You can't just send the pupil out of the classroom on to someone else.' (Secondary School Lead Behaviour Professional)

Schools welcomed the way that BIP had encouraged proactive work, enabled a more cohesive approach to behaviour management among all staff and focused on early intervention with support for at risk pupils.

Changes in schools' policies and practices

There was evidence that the programme had supported schools in developing new policies and practices in relation to behaviour:

'BIP has provided time to look strategically at policies and practices. It has provided space to follow up the outcomes of the audit. There is a sense of change in the approach taken to look strategically at things. The approach is very much policy into practice.' (BIP LEA Behaviour Consultant)

Schools reported more consistency in the way that behaviour issues were dealt with. This had an impact on behaviour:

'The school has a more structured approach to dealing with behaviour. It is very clear to the children what the boundaries are. The children understand about the consequences of their actions. This arose out of the behaviour audit. Each classroom has a clear set of rules with an emphasis on the positive. The Deputy Head monitors behaviour in relation to the red, white and yellow slips on a weekly basis. These have reduced dramatically. Either behavioural issues do not arise in the classroom or they are defused before they escalate.' (Year 6 Primary Teacher)

In addition schools had focused more on issues of exclusion in particular why they were excluding particular pupils and what was the purpose of the exclusion. There was a greater emphasis on prevention and a whole-school approach:

'Impact has been at whole school level in trying to look at preventative work. It has looked at a whole-school policy including parents, pupils, staff and governors.' (BIP LEA co-ordinator)

However, the impact of the programme depended on the staff in the school. In some schools the management team was unable to cope with managing the programme and in others staff attitudes were entrenched and they persisted in adopting a punitive rather than a problem solving approach.

Changes in school ethos

Where schools implemented BIP as it was intended there were changes in school culture:

'The most exciting thing about BIP is the way that it has acted as a catalyst to bring about cultural change within schools, and with partner agencies.' (LEA co-ordinator)

At secondary level this often involved a much higher profile being given to inclusion with an emphasis on proactive, preventative work. Primary school teachers spoke of change in school ethos, describing there being *'a positive feel about the place'* and reduction in stress:

'The whole ethos has changed. This lessens staff and pupil stress. For the pupils there is less conflict and they get into fewer fights.' (Year 6 Primary School Teacher)

The programme had an impact on school philosophy leading to changes in practice beyond this implicating behaviour:

'The school has Golden Time on a Friday afternoon. This is for an hour where children are mixed throughout year groups to do an activity, for instance gardening. Golden Time was not a direct result of BIP but being in BIP made us look and decide new policy, part of which was Golden Time. The school has a quiet garden for children to sit in and talk, or read in the playground area. This existed before BIP but we have integrated it into our practice. This has not come explicitly from BIP but the philosophy that has been created by that sort of programme being in the school.' (Primary School Teacher).

Changes in support to children and parents

Part of the change in ethos related to the way that schools were able to offer genuine support to families as a result of the programme:

'For the first time ever in my career I am able to pick up a phone and access professionals who have a responsibility for offering services that normally we can't access. We had a child protection case and within an hour a play therapist was appointed to work with the child and the family. I am now able to offer a multi-agency approach. I now have a bank of counsellors, therapists and professionals, people who I can seek advice from or support from for the whole school community. That is something every school does not have. Being able to look a parent in the face and say I can help and knowing that I actually will be able to help. I can get children who have been really damaged help. (Deputy Head/LBP, Primary School).

Impact on children's behaviour

There were numerous examples of change in pupils' behaviour. Case studies examples are given in later chapters. There was also evidence of change in behaviour across schools and in classes. At primary level improvement in behaviour at lunchtime was often cited:

'The children are now really well behaved at lunchtimes now. It is a delight to work here. They are so well behaved that we are now able to organise a lot of games for them. Before this would not have been possible. If I had run a game with 20 pupils then the other pupils would have been running riot. The children feel more secure on the playground. It is as if they no longer have anything to prove. When they do something wrong they are able to own up and sort it out. The behaviour is also much better in the classroom, Before, when the pupils were asked to line up to return to their class after lunch they would be pushing and shoving and entered the classroom like this. This doesn't happen any more. The children are able to go into the class without pushing. They are able to wait their turn.' (Primary School Senior Lunchtime Supervisor)

At secondary level teachers indicated that the programme had been successful in improving behaviour and had been life-changing for some pupils:

'For a lot of pupils behaviour has improved. BIP has enabled more possibilities for pupils, parents and teachers. For pupils without the right kind of support outside of their school this has been their saving grace.' (Secondary Head Teacher)

Impact on children's well being

The impact on behaviour was linked to pupils' well-being and enhanced self-esteem:

'We have lots of additional clubs running, for instance, motor hockey. This is targeted at disaffected pupils and is motivating them to work together. It also enhances their self-esteem. There has been an incredible interest in these after-school activities. Children are queuing up to join them.' (Secondary School Deputy Head Teacher)

Some teachers indicated that the key element was that pupils felt valued:

'For primary pupils we have prevented some exclusions, the self-esteem of some pupils has increased, the pupils feel valued.' (Primary School Teacher)

The programme brought about a change in teachers' thinking enabling them to view the child in a more holistic way:

'BIP has been a really positive exercise in being able to explore with teachers and staff what are the difficulties in this child's life, not why is this child behaving badly in the classroom. Teachers are more aware of children's difficulties and there are a greater array of services to link into.' (LEA BIP co-ordinator)

For vulnerable children there was a much higher level of support which reduced poor behaviour in class:

'Seriously troubled young people are improving in some cases through rapid responses and easy access to the team. They have a much greater level of support.' (Family Service Worker operating in a Secondary School)

This not only supported vulnerable pupils but also improved the learning environment:

'The whole impact of BIP is in improving pupils' life chances. Teachers are being enabled to focus on teaching and learning with the range of support staff being able to look after very needy pupils.' (Lead Behaviour Professional Secondary School)

One teacher stressed the value of BIP to these children:

'I think BIP has been fabulous, We didn't have anything like this where I worked before and troubled children remained troubled children who were eventually excluded. If we can prevent that happening by something like this then it is brilliant.' (Primary School Teacher Year 5)

Learning

The improvement in behaviour led to pupils being better able to focus on their learning:

‘Four pupils in Year 6 worked closely with the Home School Liaison Officer. Previously they had been excluded. Now if you come into the classroom they are the ideal children. They sit still, they wear their uniforms, they can see themselves as learners. Before it was all about behaviour. Could they get through the day and come out the other side without being in trouble. Now it is about what they have learned, about knowledge, about positive experiences. The people that they have been involved with have talked to them as young people, have explained things and sought their opinion, reasoned with them, The boys have made these changes themselves. They have made choices.’
(Primary School Year 6 teacher).

The changes within schools to policies and practices also had an impact on learning:

‘The behaviour audit led to a clear behaviour policy which is known to all staff and pupils. Two years ago (pre BIP) many of the children would have been in the library or out climbing, anywhere where they should not have been. Now they are happier, more focused on learning and are able to concentrate in the classroom.’ (Primary School Teacher)

Impact on relationships with parents

The programme was also able to engage parents. In some cases it had an impact on the way that parents behaved in school:

‘The family therapist has been extremely successful in working with very difficult children and has had a real impact on pupils’ behaviour in the school and has had an impact on the parents’ behaviour in school. Since her work there have been no unpleasant confrontations. There is real engagement with the parents and support from them. BIP has provided the opportunity to look at the bigger picture in terms of a child’s behaviour.’ (Secondary Deputy Head Teacher)

Impact on teachers and the Senior Management Team

The improvement in the children’s behaviour in turn impacted on the teachers. They adopted a more problem solving approach supporting children in overcoming their difficulties rather than always being punitive. Levels of stress were perceived to have been reduced further enhancing pupil-teacher relationships. Teachers reported learning from those who were more experienced in dealing with difficult behaviour, while the focus on behaviour meant that they addressed problems more speedily. Knowing that help was available in itself reduced stress.

‘There has been a real impact on the pupils. It has also been beneficial for the school staff to know that there are other specialists that they can refer to. This is particularly important as there seem to be more pupils coming to the school with complex problems.’

Staff have found the advice and strategies provided by the BEST really helpful. Parents have become more honest in talking about the difficulties that they are having with their children. The hardest part has been accepting that we needed to reflect on our own practice and how this affects the behaviour of the children'. (Primary Head Teacher)

Members of the Senior Management Teams in schools also reported a reduction in the time spent dealing with discipline issues.

'BIP has had a huge impact. The year co-ordinators are freed up from a lot of tasks that they were unable to do well. If there were issues with housing they may have been in the process of making an important phone call but the bell goes and they had to teach. There was not enough time to follow through with the process. Similarly there was not enough time to talk to parents. Having a group of people there to support pupils in terms of attendance, punctuality, and offering emotional support has made a huge difference, It makes for a much better quality service.' (Secondary School Deputy Head/LBP).

Attendance at school

Comparisons were made in relation to change in authorised, unauthorised and overall absence between Phase 1 and 2 BIP schools, EiC schools not engaged with BIP and controls schools.

Secondary schools

Authorised absence in secondary schools

The BIP Phase 1 secondary schools showed the greatest reduction in authorised absence between 2001/02 and 2003/04. Although this reduction was statistically significant it was not significantly different to the reduction in the control schools. However, there were significant differences between the reduction in the BIP Phase 1 schools and the reductions in the BIP Phase 2 and the EiC schools (see Table 6 and Figure 3). The reduction in authorised absence in BIP Phase 1 schools compared favourably with the reduction seen nationally.

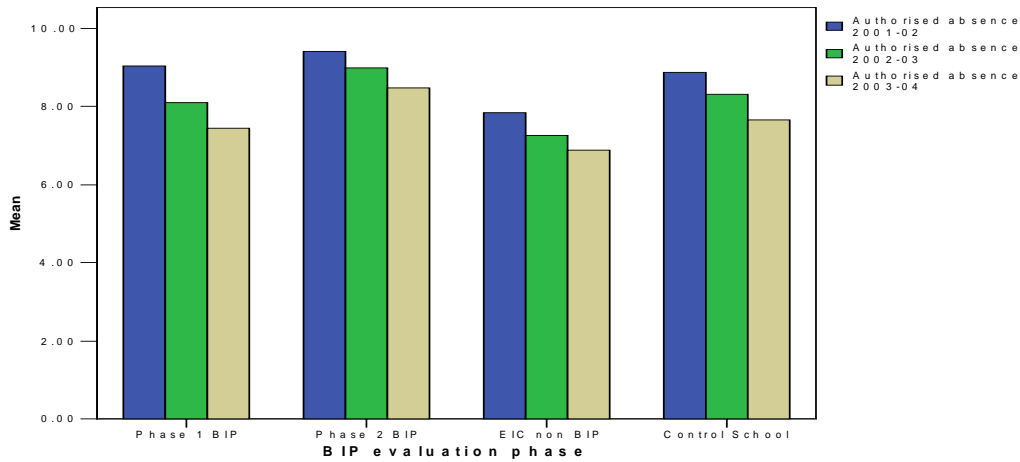
Table 6: Percentage authorised absence in secondary schools

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	9.05 (122)	8.07 (123)	7.45 (123)	-1.59 (122)
BIP Phase 2	9.42 (97)	8.99 (98)	8.46 (99)	-.92 (97)
EiC non-BIP	7.84 (638)	7.27 (638)	6.87 (637)	-.96 (635)
Control School	8.88 (94)	8.33 (94)	7.65 (94)	-1.23 (93)
All maintained secondary schools	7.63	7.21	6.92	- .71

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04. This may differ from data calculated on the basis of the whole sample for each year

Figure 3: Authorised absence in secondary schools



Unauthorised absence in secondary schools

The BIP Phase 1 schools were the only group of schools to have had a reduction in unauthorised absence between 2001/02 and 2003/04. While this level of change was not statistically significant in itself, it was statistically significant in comparison with the other groups of schools. BIP Phase 2 schools, EiC non-BIP schools and control schools all showed an increase in unauthorised attendance ($p = .043$) (see Table 7 and Figure 4). The reduction also compared favourably with the rise in unauthorised absence nationally.

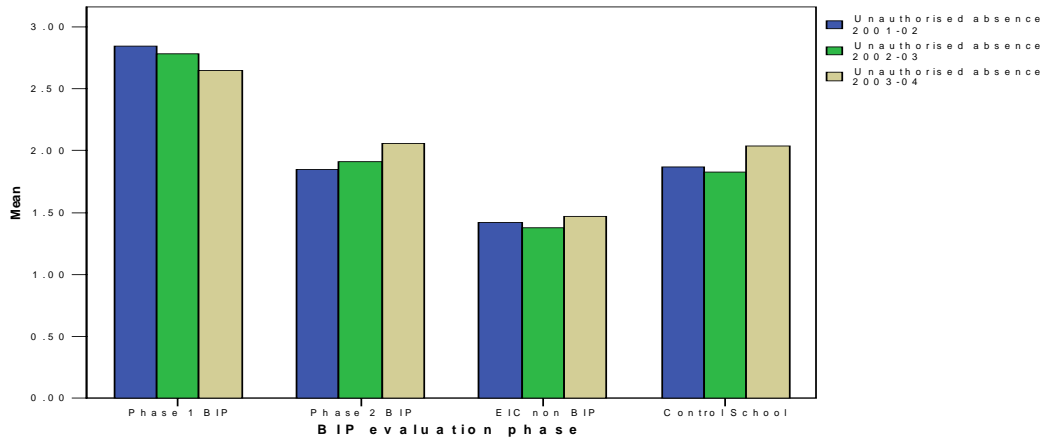
Table 7: Percentage unauthorised absence in secondary schools

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	2.84 (122)	2.79 (123)	2.67 (123)	-.19 (122)
BIP Phase 2	1.84 (97)	1.95 (98)	2.2 (99)	.21 (97)
EiC non-BIP	1.41 (613)	1.35 (614)	1.43 (617)	.04 (604)
Control School	1.87 (93)	1.86 (94)	2.12 (94)	.17 (93)
All maintained secondary schools	1.09	1.07	1.14	.05

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Figure 4: Percentage unauthorised absence in secondary schools



Overall absence in secondary schools

The BIP Phase 1 schools showed the greatest reduction in overall absence from 11.89 % in 2001/02 to 10.13% in 2003/04. This level of change was statistically significant (p = .0001). It was also significantly greater than for the other groups of schools (see Table 8 and Figure 5). The reduction also compared favourably with that seen at national level.

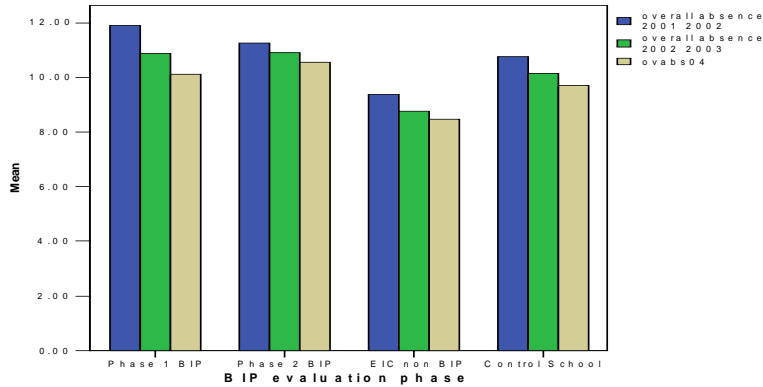
Table 8: Overall absence in secondary schools

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	11.89 (122)	10.87 (123)	10.13 (123)	-1.78 (122)
BIP Phase 2	11.26 (97)	10.94 (98)	10.67 (99)	-.7 (97)
EiC non-BIP	9.35 (613)	8.7 (614)	8.37 (617)	-.93 (604)
Control School	10.75 (93)	10.2 (94)	9.77 (94)	-1.06 (93)
All maintained secondary schools	8.72	8.28	8.06	-.66

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Figure 5: Overall absence in secondary schools



Primary schools

Although the BIP Phase 1 schools had the greatest reduction in authorised absence, a 0.66% proportionate change, the difference between the groups was not statistically significant (see Table 9 and Figure 6). However, the level of change over the two year period was statistically significant ($p = .0001$). The change also compared favourably with the trend in national data.

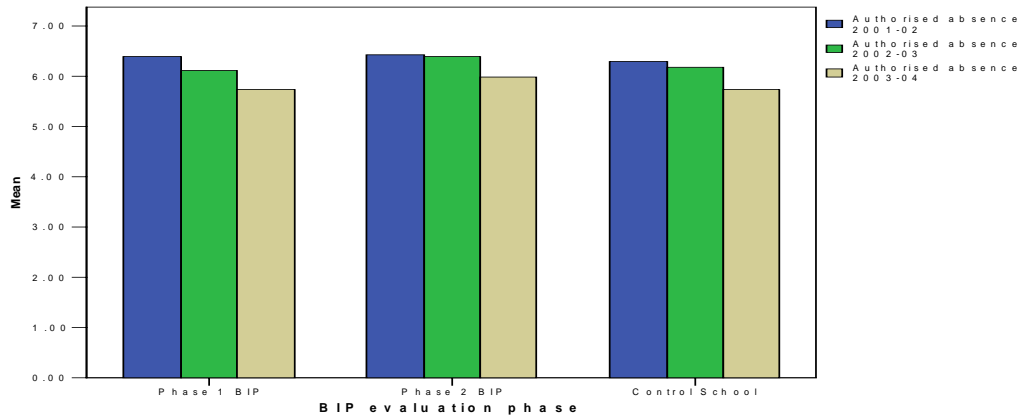
Table 9: Authorised absence in primary school

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	6.41 (528)	6.13 (530)	5.73 (525)	-.66 (521)
BIP Phase 2	6.42 (405)	6.4 (413)	6 (413)	-.44 (397)
Control School	6.29 (445)	6.17 (447)	5.73 (450)	-.57 (443)
All maintained primary schools	5.4	5.38	5.08	-.32

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Figure 6: Authorised absence in primary schools



Unauthorised absence in primary schools

The BIP Phase 1 schools showed the largest reduction in unauthorised absence (0.26%), a level of change which was statistically significant in itself. It was also significantly different statistically from the level of change in both the other groups of schools (see Table 10 and Figure 7) and compared favourably with the change at national level.

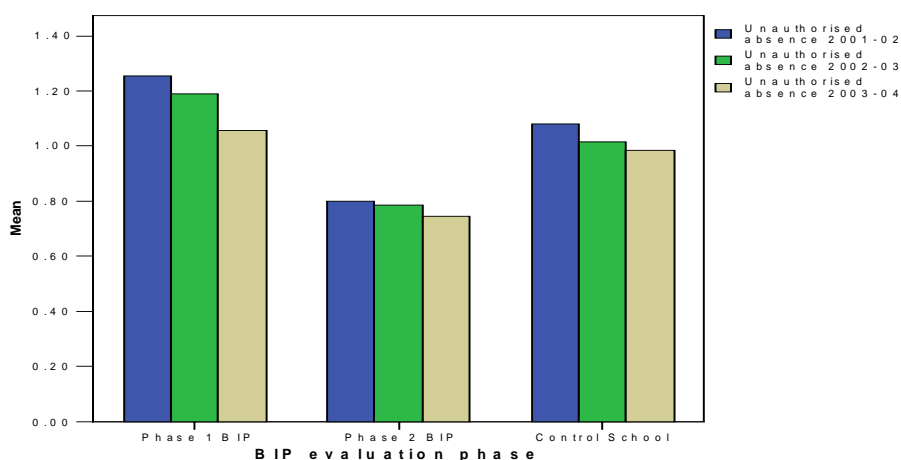
Table 10: Percentage unauthorised absence in primary schools

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	1.25 (522)	1.19 (510)	1.06 (494)	-.26 (486)
BIP Phase 2	.8 (362)	.79 (380)	.74 (379)	-.06 (335)
Control School	1.08 (419)	1.01 (427)	.99 (422)	-.1 (394)
All maintained primary schools	.45	.43	.41	-.04

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Figure 7: Percentage unauthorised absence in primary schools



Overall absence in primary schools

There were statistically significant differences between the three groups of schools in the level of overall absence ($p = .0001$). The change in the BIP Phase 1 schools was significantly greater than in any other group of schools (see Table 11 and Figure 8). The reduction was statistically significant itself and also compared favourably with the reduction in overall absence nationally.

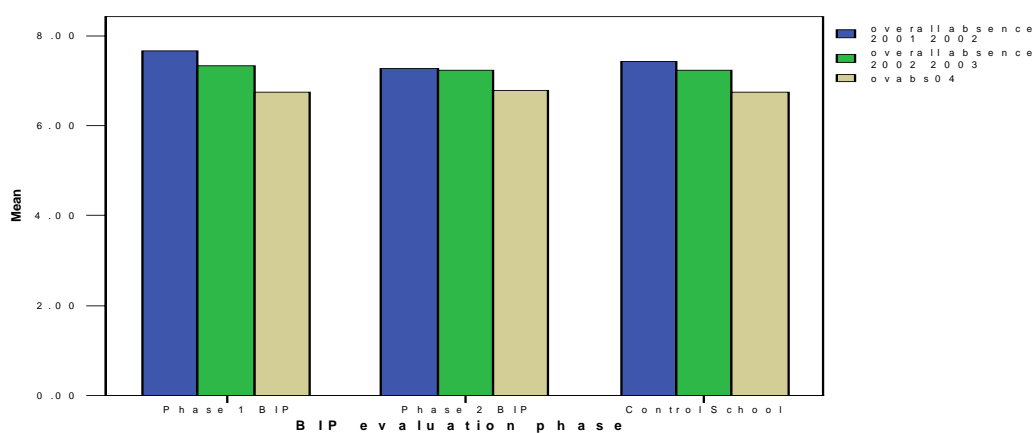
Table 11: Percentage overall absence in primary schools

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	7.65 (522)	7.31 (510)	6.74 (494)	-.93 (486)
BIP Phase 2	7.21 (362)	7.19 (380)	6.74 (379)	-.49 (335)
Control School	7.38 (419)	7.17 (427)	6.7 (422)	-.68 (394)
All maintained primary schools	5.85	5.81	5.49	-.36

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Figure 8: Percentage overall absence in primary schools



Summary of attendance data

The data suggest that the schools participating in the first phase of the Behaviour Improvement Programme showed statistically significant improvements in attendance compared with schools in Phase 2 of the programme, EiC schools and selected comparison schools. At secondary level, the Phase 1 BIP schools were the only ones to show a decrease in unauthorised absence. They also showed a decrease in authorised absence, although this was not statistically significantly different from the change in the control schools. However, when overall absence was considered there were significant differences between the BIP Phase 1 schools and all the other schools. At primary level there were similar differences with the greatest changes in authorised and unauthorised absence occurring in the BIP Phase 1 schools, the latter difference being statistically significant. The decrease in overall absence in the BIP Phase 1 schools was significantly greater than in the BIP Phase 2 schools and the control schools. These findings suggest that the programme had a considerable impact on attendance.

Attainment

Although the aim of the Behaviour Improvement Programme was not to improve attainment we might expect that a focus on behaviour and attendance would have an impact on attainment. At secondary level data are presented relating to performance on national tests at Key Stage 3 and also performance at GCSE. Table 12 sets out the mean performance of the participating secondary schools in relation to mathematics, science and English at KS3. The change in BIP Phase 1 between 2001/02 and 2003/4 was statistically significant in mathematics and English but not in science. There were statistically significant differences between the performance of the different groups of schools in each year but no statistically significant difference in improvement between BIP Phase 1 and control schools.

Table 12: Percentage of pupils attaining at least level 5 at Key Stage 3

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
Maths				
BIP Phase 1	45.97 (123)	50.58 (121)	54.19 (123)	8.23 (123)
BIP Phase 2	50.25 (95)	55.09 (99)	58.49 (99)	8.43 (95)
EiC non-BIP	63.21 (636)	67.51 (640)	70.11 (641)	6.9 (636)
Control Schools	48.35 (94)	54.27 (94)	58.07 (94)	9.7 (94)
All maintained secondary schools	67	71	73	6
Science				
BIP Phase 1	42.09 (123)	44.72 (121)	42.64 (123)	.55 (123)
BIP Phase 2	48.19 (95)	50.27 (99)	48.83 (99)	1.01 (95)
EiC non-BIP	61.83 (637)	64.09 (640)	61.88 (641)	.05 (637)
Control Schools	46.01 (94)	49.13 (94)	46.8 (94)	.79 (94)
All maintained secondary schools	67	68	66	-1
English				
BIP Phase 1	43.84 (123)	48.32 (121)	50.29 (123)	6.4 (123)
BIP Phase 2	50.5 (95)	51.8 (99)	53.54 (99)	3.36 (95)
EiC non-BIP	65.13 (637)	67.09 (640)	68.88 (641)	3.76 (637)
Control Schools	50.5 (94)	50.88 (94)	54.35 (94)	3.83 (94)
All maintained secondary schools	67	69	71	4

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Table 13 sets out the attainment data relating to GCSE for each of the sample groups. The change in performance in BIP Phase 1 schools between 2001/02 and 2003/04 was statistically significant for GCSE A*-C and the GCSE average capped point score (8 GCSEs) but not for GCSE A* to G. There were no statistically significant differences in the level of change for GCSEs grades A* to C, A* to G or the average capped GCSE point score between BIP Phase 1 schools and any of the other groups of schools.

Table 13: Percentage of students attaining at different levels in GCSE

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
GCSE percentage 5+ grades A*-C				
BIP Phase 1	26.79 (122)	29.9 (120)	33.3 (123)	7.47 (122)
BIP Phase 2	30.65 (96)	32.6 (99)	33.4 (99)	5.7 (91)
EiC non-BIP	46.25 (635)	49 (637)	50.7 (639)	6.85 (613)
Control Schools	32.3 (94)	34.6 (94)	36.9 (94)	8.47 (94)
All maintained secondary schools	51.6	52.9	53.7	2.1
GCSE percentage 5+ grades A* - G				
BIP Phase 1	81.32 (122)	82.5 (120)	82.1 (123)	.63 (122)
BIP Phase 2	83.82 (96)	82.7 (99)	82.9 (99)	-.85 (96)
EiC non-BIP	89.89 (635)	89.8 (636)	90.1 (639)	.25 (635)
Control Schools	83.23 (94)	83.4 (94)	85.6 (94)	2.34 (94)
All maintained secondary schools	88.9	88.8	88.8	-.1
Average GCSE capped point score (8 GCSEs)				
BIP Phase 1	25.67 (123)	25.8 (122)	26.98 (123)	1.3 (123)
BIP Phase 2	26.29 (97)	26.5 (88)	26.9 (99)	-.66 (97)
EiC non-BIP	33.96 (639)	33.2 (641)	32.9 (639)	-.98 (637)
Control Schools	27.5 (94)	28.1 (77)	28.7 (93)	1.28 (93)
All maintained secondary schools	34.7	34.8	34.2	-.5

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Attainment in primary schools

The change in performance at KS2 for the BIP Phase 1 primary schools between 2001/02 and 2003/04 was statistically significant. There were no statistically significant differences in change in performance between the different sample groups of primary schools. Details are set out in Table 14.

Table 14: Total Key Stage 2 performance scores

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	205.8 (529)	206 (521)	210.9 (521)	4.9 (518)
BIP Phase 2	207.6 (397)	206 (407)	213.6 (411)	5.87 (386)
Control School	208 (439)	209 (439)	211 (445)	2.97 (434)
All maintained primary schools	234	234	237	3

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Summary of impact on attainment

Overall, the Behaviour Improvement Programme had no significantly greater impact on levels of attainment at either primary or secondary school in comparison with other

groups of schools, although there were statistically significant gains in several of the attainment indicators for BIP Phase 1 schools. This does not mean that the programme may not have a greater impact in the longer term. Many of the children who were the focus of the programme were in year groups which were not as yet engaged in formal assessment at KS2, KS3 or GCSE.

Exclusion from school

The data relating to exclusions from school are less robust those that relating to either attendance or attainment. There is wide variation in the extent to which schools exclude pupils for similar behaviour. Obtaining accurate data is also problematic, particularly for exclusions which occur for a fixed period. Exclusions also occur without regard to official procedures, where parents are asked to keep a child at home for a few days. For these reasons, the analyses must be treated with caution.

Exclusions in secondary schools

Fixed period exclusions

Data were not available for the whole sample over the time period 2001/02 to 2003/04 relating to fixed period exclusions. Data were available for Phase 1 BIP schools for the number of incidents of fixed period exclusions and the number of days of schooling lost. There was a reduction in both (see Table 15).

Table 15: Average number of fixed period exclusions in secondary schools in BIP Phase 1

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
Number of incidents	123.11 (113)	108.5 (119)	102.17 (120)	-17.75 (110)
Total number of days	555.57 (85)	509.32 (100)	487.35 (114)	-19.61 (81)

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Permanent exclusions

Table 16 sets out the changes in permanent exclusions between 2001/02 and 2003/04 in the different school groups. Comparisons were made between the change in permanent exclusions in BIP Phase 1, BIP Phase 2, EiC and control schools between 2001/02 and 2003/04. The slight increase in permanent exclusions in BIP Phase 1 schools was statistically significant. It was also significantly different from the reduction in exclusions in BIP Phase 2 ($p = .0001$) and the control schools ($p = .036$). There was a statistically significant reduction in permanent exclusions in Phase 2 BIP schools ($p = .043$). The increase in permanent exclusions in the BIP Phase 1 schools reflected the national trend, where the number of permanent exclusions in secondary schools rose

from 7740 in 2001/02 to 8320 in 2003/04. However, there was considerable variability between BIP Phase 1 schools in permanent exclusions with 50% showing a reduction and 16% no change.

Table 16: Average number of permanent exclusions

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
BIP Phase 1	3.4 (123)	3.6 (123)	4.1 (123)	.62 (123)
BIP Phase 2	4.5 (99)	4.33 (99)	3.41 (99)	-1.09 (99)
EiC non-BIP	1.99 (640)	1.89 (641)	2.44 (641)	.45 (640)
Control Schools	4.59 (74)	3.18 (94)	3.56 (94)	-.45 (74)

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Exclusions in primary schools

The number of permanent exclusions in any single primary school is relatively small and therefore no comparisons were made of the extent of change. There was a small increase in the mean number of fixed period exclusion incidents between 2001/02 and 2003/04 and in the mean number of days of fixed period exclusion. These differences were not statistically significant (see Table 17).

Table 17: Average number of fixed period exclusions in BIP Phase 1 primary schools

	2001/02	2002/03	2003/04	Change (2001/02 – 2003/04)
Number of incidents	5.5 (462)	6.07 (145)	6.3 (327)	.59 (318)
Total number of days	18.5 (351)	19.34 (389)	20.57 (300)	2.33 (261)

* Figures in brackets indicate the sample size on which the figures are based

* Change data were calculated on the basis of data available from the same schools in 2001/02 and 2003/04 – this may differ from data calculated on the basis of the whole sample for each year

Summary of data on exclusions

Although exclusion data are not reliable indicators of overall change in behaviour in schools there was a reduction in fixed period exclusions in the BIP Phase 1 secondary schools in relation to both the number of incidents and the number of days of exclusions. BIP Phase 1 secondary schools had a small but significant increase in permanent exclusions, reflecting national trends, compared with matched schools, those in Phase 2 BIP, and EiC (non-BIP) schools. . However, there was considerable variability between schools with 50% showing a reduction in permanent exclusions and 16% no change. Phase 2 BIP secondary schools showed a statistically significant reduction in permanent exclusions. There were no statistically significant changes in exclusions at primary school (fixed or permanent) which given their normally low levels is unsurprising.

Relationships between attendance, attainment and exclusions

Analyses were undertaken to explore the relationships between attendance, attainment and exclusion. Correlations between the extent of change in different areas (attendance, attainment and exclusions) and within areas tended to be relatively low. The only substantial correlations were between the incidence and number of days of fixed period exclusions (secondary .83; primary .74), the change in KS3 maths and science scores (.69) and GCSE A*-C and GCSE A* to G (.42). There were low negative correlations between change in overall absence and capped GCSE scores (-.29), GCSE grades A*-C (-.32) and GCSE grades A*-G (-.24) confirming that where absence from school is reduced attainment tends to increase. There was also a negative relationship between the GCSE capped points and the change in permanent exclusions (-.257). Unsurprisingly there was a positive, although small, relationship between change in permanent and fixed period exclusions (incidence, .28; days, .32).

Crime

The schools participating in Phase 1 of the Behaviour Improvement Programme were amongst those in areas with the highest crime rates in the country. Although one of the intentions of the programme was to help to reduce crime in the vicinity of targeted schools, available crime data were not sufficiently focused geographically to undertake this analysis reliably.

Overall summary of performance indicators

The schools participating in Phase 1 of the BIP made greater improvements in attendance than the comparator schools and those in Phase 2 of BIP. This is not to say that the levels of attendance improved to acceptable levels but the findings indicate that it is possible to engender change in areas where the school intake poses particular challenges. The findings relating to attainment showed statistically significant improvements in BIP Phase 1 schools in relation to several performance indicators, but these were not greater than those in other groups of schools. Data relating to exclusions must be viewed within the context of an increase in permanent exclusions nationally and the improvements made in half of the Phase 1 schools. The reduction in fixed period exclusions from Phase 1 secondary schools and permanent exclusions from Phase 2 secondary schools should be viewed positively as should the reports from school staff indicating improvements in behaviour. In the longer term, the reduction in overall levels of absence at primary and secondary schools may contribute to an improvement in attainment.

Chapter 5: Comparison of improvement at LEA level

This chapter sets out the data for each BIP Phase 1 LEA in relation to attendance, exclusion and attainment and relates that data to the particular ways in which the Behaviour Improvement Programme was implemented in different LEAs. While there were statistically significant differences in performance between schools within LEAs the analysis in this chapter focuses on LEAs as financial data were only available at LEA level and much of the qualitative data was collected at LEA level. The characteristics of implementation of BIP in the LEAs exhibiting the most and least improvement are outlined.

Improvement in attendance

Secondary phase

The difference between authorised, unauthorised and overall absence in 2001/02 and 2003/04 was calculated and the five most and least improved LEAs in relation to each aspect of absence were identified. Table 18 sets out the data relating to change in absence, authorised and unauthorised for each Phase 1 BIP LEA. The dark shading indicates the 5 most improved LEAs, the lighter shading the five least improved LEAs in terms of change over the time-scale of the implementation of BIP. Table 28 (see appendices) sets out the mean percentage data relating to absence (authorised, unauthorised and overall) for each LEA in BIP Phase 1 from 2001/02 through to 2003/04.

Primary phase

Table 19 sets out the data relating to change in absence in primary schools in each BIP Phase 1 LEA. For details of the performance of each LEA participating in Phase 1 BIP in each year see Table 29 in the appendices. In Table 19, the LEAs shaded dark grey have the highest levels of improvement in attendance at primary school, those with lighter shading the lowest. Although the performance of some LEAs was better than others, even within these LEAs there was wide variation in the performance of individual schools as indicated by the minimum and maximum percentages for each type of absence.

Table 18: Reduction in absence data for secondary schools in BIP Phase 1 2001/02 to 2003/04

LEA	Number of schools	Mean	SD	Min	Max	Mean	SD	Min	Max	Mean	SD	Max	Min
		Change in authorised absence				Change in unauthorised absence				Overall change in absence			
1	4	-2.8	2.13	.5	-5.3	.15	1.41	1.3	-1.7	-2.65	2.11	-.4	-5.5
2	4	-1.73	2.86	1.9	-5.1	.9	1.04	2	-.5	-.825	3.20	3.1	-4.2
3	2	-1.05	.354	-.8	-1.3	.95	.78	1.5	.4	-.1	1.13	-.7	-.9
4	3	-2.47	1.2	-1.3	-3.7	-.63	.91	.2	-1.6	-3.1	1.02	-2.2	-4.2
5	4	-.8	1.12	.2	-2.3	-.25	1.32	1.2	-1.9	-1.05	1.64	1.4	-.2
6	3	.47	3.54	3.3	-3.5	-1.73	3.61	.4	-5.9	-1.27	2.75	1.9	-3.1
7	4	-1.35	1.77	.6	-.3	-.48	.33	-.1	-.9	-1.83	1.66	.2	-3.5
8	4	-1.93	2.08	1	-3.5	-.73	.19	-.6	-.1	-2.65	2.13	.3	-4.3
9	4	-2.53	1.45	-.1	-4.4	.43	1.78	3	-.1	-2.1	1.27	-.9	-3.8
10	3	-1.28	1.75	.2	-3.2	-.97	1.17	-.1	-2.3	-2.23	1.68	-.3	-3.3
11	2	.00	2.26	1.6	-1.6	-.45	1.48	.5	-.6	.45	3.75	3.1	-2.2
12	4	-1.3	1.52	.7	-2.9	-1.35	1.46	3	-2.9	-2.65	2.45	1	-4.1
13	4	-1.4	2.02	.4	-4.3	-.35	.87	.8	-1.3	-1.75	1.18	-.9	-3.5
14	4	-2.73	3.26	-.5	-7.4	-1.1	2.42	.3	-4.7	-3.83	2.99	-.2	-7.1
15	3	.23	.42	.7	-.1	-.87	1.15	-.2	-2.2	-.63	1.47	.5	-2.3
16	4	-1.4	.65	-.7	-.2	-1.08	1.09	.5	-.2	-2.48	1.35	-.5	-3.4
17	4	-1.2	1.16	-.2	-2.3	-.4	.94	.2	-1.8	-1.6	1.82	.0	-3.9
18	3	-1.07	1.56	.6	-2.5	-.6	.92	.4	-1.4	-1.67	.75	-.8	-2.1
19	3	-.7	1.83	1.3	-2.3	.03	.47	.4	-.5	-.67	1.37	.8	-1.9
20	4	-2.3	1.59	-.9	-.4	2.2	2.27	5.5	.7	-.1	1.2	1.5	-1.4
21	3	-4.27	1.59	-2.5	-5.6	.43	1.21	1.8	-.5	-3.83	1.53	-2.9	-5.6
22	4	-.9	1.25	.7	-2.3	-1.43	1.05	-.1	-2.6	-2.33	.91	-1.1	-3.3
23	4	-.5	1.52	.9	-2.1	-1.38	1.44	-.1	-3.4	-1.88	2.7	.6	-4.9
24	3	-.87	.21	-.7	-1.1	-1.57	.29	-1.4	-1.9	-2.43	.49	-2.1	-.3
25	2	-.8	.14	-.7	-.9	2.95	3.04	5.1	.8	2.15	3.18	4.4	-.1
26	4	-2.65	1.2	-.9	-3.6	-.8	2.42	.7	-4.4	-3.45	3	-.2	-7.4
27	4	-4.08	2.83	-1.1	-7.3	2.55	2.33	5.3	-.2	-1.53	.73	-.6	-2.2
28	4	-1.9	1.31	.0	-2.9	-.2	.41	.1	-.8	-2.1	1.34	-.1	-2.9
29	4	-.73	1.08	.2	-1.8	.55	1.4	2.1	-1.1	-.18	.69	.6	-.9
30	4	-1.2	.75	-.4	-2.2	.13	.41	.6	-.4	-1.08	.77	-.3	-.2
31	5	-1.36	.93	-.3	-2.6	-.46	.91	.6	-1.6	-1.82	1.39	.3	-3.2
32	4	-2.2	2.41	.5	-4.7	-.88	.95	.4	-1.6	-3.08	1.58	-1.1	-4.4
33	4	-1.73	1.27	-.8	-3.6	.4	.81	1.2	-.6	-1.33	.83	-.4	-2.4
34	3	-1.5	.66	-.8	-2.1	.07	.91	1.1	-.6	-1.43	.95	-.5	-2.4
Total	122	-1.59	1.79	3.3	-7.4	-.19	1.62	5.5	-5.9	-1.78	1.92	.4	-7.4

* The dark grey shading indicates the 5 best performing LEAs, the light shading the 5 worst performing LEAs .

Table 19: Reduction in primary school absence in Phase 1 BIP LEAs

LEA	Number of schools	Mean	SD	Min	Max	Mean	SD	Min	Max	Mean	SD	Min	Max
		Change in authorised absence				Change in unauthorised absence				Overall change in absence			
1	12	-.08	1.03	2.2	-1.6	-.38	.69	.5	-1.6	-.45	1.21	1.4	-2.5
2	21	-1.1	1.24	.8	-4.6	-.41	.66	.3	-2.0	-1.46	1.35	-.1	-4.6
3	13	-.52	1.57	1.4	-3.6	.01	.66	1.6	-.9	-.6	1.62	.9	-4.5
4	10	-.58	.77	.8	-1.7	-.31	.38	.5	-.8	-.89	.8	.4	-2.1
5	10	.41	1.94	4.5	-2.2	-.37	.87	.2	-2.3	.33	1.75	2.2	-2.5
6	20	-.34	1.66	2.9	-4.9	-.34	1.24	1.9	-2.6	-.67	1.23	1.2	-3.2
7	5	-.7	.23	-.5	-1.1	-.32	.82	.4	-1.7	-1.02	.87	-.1	-2.3
8	21	-.2	1.32	2.2	-2.9	-.54	.81	1.1	-1.8	-.74	1.29	1.9	-3.1
9	14	-.64	1.69	3.5	-3.4	-.34	1.7	4.0	-3.2	-.99	2.11	3.7	-3.3
10	23	-1.31	1.16	.7	-3.5	-.35	1.15	2.1	-2.5	-1.66	1.37	2.2	-3.7
11	4	.0	2.05	2.7	-2.2	-.48	1.59	1.0	-2.7	-.48	2.42	2.3	-3.4
12	7	.04	2.66	3.4	-4.5	-.2	1.55	.5	-3.8	-.12	1.35	.6	-3.4
13	15	-1.23	1.44	2.1	-3.2	.35	.82	2.2	-1.1	-.87	1.24	1.6	-3.1
14	11	-1.15	1.96	1.7	-4.1	.05	.46	1.0	-.5	-1.32	1.98	1.6	-4.3
15	11	-.31	1.8	3.5	-3.3	-.95	1.19	.6	-3.6	-1.25	1.25	.0	-3.3
16	23	-.43	1.24	2.5	-2.4	.06	.6	.7	-1.8	-.5	1.07	2.2	-2.0
17	19	-.27	1.1	1.6	-2.4	-.57	1.29	1.0	-4.7	-.83	1.29	1.0	-3.7
18	20	-.4	1.06	1	-2.6	-.26	.83	1.7	-2.4	-.72	1.16	.8	-3.2
19	16	-.61	1.2	1.7	-2.3	-.76	.88	.6	-2.1	-1.36	1.07	.3	-3.8
20	19	-.79	1.08	1.5	-3.1	-.25	1.12	1.6	-3.3	-1.23	1.44	1.5	-3.9
21	14	-.92	1.31	2.4	-3	-.51	1.19	.9	-3.4	-1.4	1.26	1.2	-3.2
22	22	-.62	.7	.6	-1.9	-.9	.91	.3	-2.9	-1.52	1.03	.5	-3.7
23	17	-.26	1.14	3	-1.9	-.38	.54	.7	-1.3	-.61	1.02	2.1	-1.9
24	14	-.74	1.77	1.8	-4.3	-.1	.68	.9	-1.7	-.29	1.31	1.7	-3.1
25	10	-.99	1	.4	-3	-.19	.38	.2	-.8	-1.18	1.07	.3	-3.6
26	18	-1.19	1.49	1.9	-.4	.82	.62	1.8	.0	-.4	1.41	2.0	-3.0
27	24	-.51	1.31	-1.7	-4.6	.03	.94	2.3	-1.4	-.73	1.55	2.5	-5.0
28	21	-.92	1.34	2.4	-3	-.17	1.22	2.1	-3.7	-1.11	1.51	2.5	-5.1
29	20	-.46	1.1	1.6	-3.2	-.04	.29	.4	-.6	-.55	1.07	1.7	-2.8
30	12	-.51	1.66	4	-2.4	.45	2.34	7.5	-2.1	.96	1.9	5.1	-.8
31	22	-1.35	1.3	.4	-3.6	-.31	.69	.4	-2.0	-1.74	1.21	.5	-3.6
32	6	-.2	.78	.8	-1.2	.15	.53	1.2	-.2	-.05	.55	.6	-.9
33	17	-.85	1.52	3.1	-2.9	-.31	.65	.9	-1.6	-1.27	1.33	1.5	-3.4
34	10	-2.31	2.82	1	-7.6	.43	.76	1.9	-.5	-1.88	3.05	1.1	-7.7
Total	521	-.66	1.44	4.5	-7.6	-.26	1.03	7.5	-4.7	-.93	1.46	5.1	-7.7

* The darker shading indicates the 5 best performing LEAs, the light shading the 5 worst performing LEAs .

Summary of LEA data relating to attendance

On the basis of the data from Tables 18 and 19 the LEAs with the greatest and least improvement relating to attendance were identified (see Table 34 in the appendices for details). No LEA was included in the best or worst five for all categories of absence (authorised, unauthorised, and overall at primary and secondary level).

Improvement in attainment

Secondary level

Table 20 sets out the extent of improvement for KS3 results and GCSE performance between 2001/02 and 2003/04 for each LEA. For full details of the means for each BIP Phase 1 LEA in each year see Tables 30 and 31 in the appendices. There were few significant differences between LEAs in relation to improvement in attainment. There were no statistically significant differences in change at KS3 in either mathematics, science or English. The percentage change in GCSEs passed at A*-C was statistically significantly different between LEAs but not at high levels of significance ($F = 1.6$, $df = 33,88$, $p = .039$) as was the change in capped GCSE scores ($F = 1.589$, $df = 33,89$, $p = .045$). There were no statistically significant differences in change in GCSEs passed at grades A*-G. The five LEAs with the greatest level of improvement are marked in dark grey, those with the least change in lighter grey.

Primary school attainment

There were no significant differences between LEAs in the extent of improvement in KS2 performance between 2001/02 and 2003/4. Table 21 sets out the overall KS2 points for each year and the extent of improvement. The five LEAs exhibiting the highest levels of improvement are shaded in dark grey, the five with the least change in light grey.

Table 20: Improvement in attainment between 2001/02 and 2003/04 by LEA

LEA code	Change in KS3 English 2001/02 – 2003/04	Change in KS3 mathematics 2001/02 – 2003/04	Change in KS3 science 2001/02 – 2003/04	Change in GCSE A* - C 2001/02 to 2003/04	Change in GCSE A*-G 2001/02 to 2003/04	Change in GCSE capped 2001/02 to 2003/04
1 (4)	17.0	6.0	-.75	3.5	-1.5	-.275
2 (4)	8.0	10.25	5.25	6.5	2.5	1.35
3 (2)	-5.0	3.5	-7.5	7.0	-7.5	-.95
4 (3)	4.33	11.67	3.0	6.33	.33	.9
5 (4)	6.25	9.25	5.75	2.75	-1.25	-.15
6 (3)	9.33	17.33	2.67	.0	-.33	-.57
7 (4)	11.0	13.25	-.25	5.0	-1.0	1.4
8 (4)	4.5	7.25	-2.75	5.75	-.75	1.9
9 (4)	5.75	7.25	-4.75	2.0	-1.25	.6
10 (3)	4.67	3.33	-.67	14.33	13.0	6.03
11 (2)	-3.5	7.5	-1.5	.0	-2.5	-.6
12 (4)	6.25	7.0	4.75	13.25	7.0	4.75
13 (4)	4.0	5.0	-.25	.25	.0	1.25
14 (4)	7.0	10.75	.75	13.25	8.25	4.35
15 (3)	11.0	10.67	4.33	-1.67	-1.33	-.93
16 (4)	6.75	5.75	-6.5	11.5	-5.75	-.1
17 (4)	13.0	16.5	-1.25	16.75	6.5	4.73
18 (3)	5.0	4.67	-7.0	-1.0	1.67	-.53
19 (4)	3.25	8.0	.5	7.25	1.25	1.6
20 (4)	2.5	9.75	-2.25	10.25	-2.0	.75
21 (3)	.67	10.0	-1.0	11.67	8.0	4.8
22 (4)	18.75	11.75	6.75	3.5	-1.75	.48
23 (4)	20.25	13.25	10.75	13.25	7.75	2.85
24 (3)	14.0	-.33	-1.67	1.0	-1.0	.27
25 (2)	-16.0	-4.5	-2.5	1.5	-2.5	.45
26 (4)	1.5	8.5	2.5	4.75	1.75	.7
27 (4)	2.5	7.25	-2.0	4.5	-4.0	-.1
28 (4)	-7.0	3.75	-2.75	5.0	-1.0	.38
29 (4)	-12.0	-1.25	-7.75	5.75	-5.0	-.05
30 (4)	17.75	11.5	5.75	7.75	2.25	2.45
31 (5)	6.8	9.6	4.8	2.75	-3.0	.78
32 (4)	12.0	5.5	-2.25	2.75	-2.75	-.25
33 (4)	15.25	13.75	7.25	6.5	1.75	1.93
34 (3)	1.67	6.33	-2.67	9.33	3.0	2.53

* Figures in brackets indicate the number of schools in the analysis

Table 21: LEA differences in improvement in attainment at KS2

LEA code	Key Stage 2 2001/02	Key Stage 2 2002/03	Key Stage 2 Overall 2003/04	Change in KS2 2001/02 – 2003/04
1 (12)	216.75	204.0	218.42	1.67
2 (20)	195.25	201.73	210.43	14.2
3 (13)	217.0	224.92	225.79	9.31
4 (10)	174.6	171.2	176.7	2.1
5 (10)	237.6	225.3	221.1	-16.5
6 (20)	169.65	168.38	177.15	7.5
7 (5)	257.6	251.4	244.0	-13.6
8 (21)	214.95	217.19	220.6	4.7
9 (14)	205.79	216.43	216.21	10.43
10 (23)	205.83	189.78	206.78	.96
11 (4)	193.75	222.75	177.75	-16.0
12 (7)	167.14	159.57	180.14	13.0
13 (15)	198.53	213.53	220.67	22.13
14 (13)	191.77	193.31	190.0	-6.18
15 (11)	252.82	254.91	261.64	8.82
16 (23)	234.04	227.39	233.87	-.17
17 (20)	210.6	208.5	220.9	10.3
18 (21)	199.76	192.63	203.6	3.25
19 (16)	203.0	209.25	220.0	17.0
20 (19)	199.16	206.11	209.89	17.0
21 (14)	199.64	204.43	209.86	10.21
22 (22)	210.68	207.73	217.23	6.55
23 (17)	208.47	208.29	213.31	4.56
24 (14)	196.07	210.43	203.36	7.29
25 (10)	191.5	195.7	199.4	7.9
26 (19)	198.95	179.79	195.5	-3.89
27 (24)	204.79	208.65	201.91	-5.39
28 (21)	177.48	181.71	172.29	-5.19
29 (23)	235.48	232.26	223.67	-10.76
30 (12)	182.42	174.25	187.33	4.92
31 (22)	221.09	232.05	236.73	15.64
32 (6)	194.83	205.33	218.83	24.0
33 (17)	225.41	228.06	224.88	-5.34
34 (11)	188.55	186.27	208.9	15.6

* Figures in brackets indicate the number of schools in the analysis

Summary of improvement in attainment

There were significant differences in the levels of improvement at GCSE between LEAs participating in BIP Phase 1 but not at KS2 or KS3. There was no relationship between change at KS3 and GCSE. On the basis of the ranked performance of LEAs at KS2,

KS3 and GCSE a table was created collating those improving the most and the least well in each category (see Table 35 in the appendices). LEA 23 was amongst the five most improved LEAs in 5 out of 6 categories while LEAs 3 and 29 were amongst the five least improved in 5 out of 6 categories.

Reduction in exclusions

Secondary school exclusions

There were statistically significant differences between LEAs in BIP Phase 1 in the reduction in the number of permanent exclusions ($F = 2.346$, $df = 33,89$, $p = .001$), reduction in fixed period exclusion incidents ($F = 1.78$, $df = 30,79$, $p = .02$), and reduction in the number of days of fixed period exclusions ($F = 3.37$, $df = 24,56$, $p = .0001$). Table 22 gives the details. (A complete breakdown for each of the three years is given in Table 32 in the appendices). The five LEAs with the greatest reduction in exclusions (permanent, fixed period incidents and fixed period number of days) are shaded in dark grey, the five with the least reductions are shaded light grey. Only one LEA, (8) was amongst the most improved five LEAs showing a decrease in permanent and fixed period exclusions.

Primary school exclusions

The small number of permanent exclusions at primary school made statistical analysis inappropriate. There were no significant differences between BIP Phase 1 LEAs in the extent of change in the number of incidents of fixed period exclusion but there were significant differences in the number of days of fixed period exclusions ($F = 1.75$, $df = 18,242$, $p = .032$). Table 22 gives the mean change and Table 33 in the appendices the breakdown for each year. The 5 LEAs with the greatest reduction in fixed period exclusions (incidents and days) are shaded dark grey. The five LEAs with the least reduction are shaded light grey. LEA 12 showed amongst the greatest improvement in reducing both the incidence and number of days of fixed period exclusions.

Summary of data relating to exclusions

Table 36 in the appendices sets out the 5 LEAs demonstrating the greatest reduction in exclusions at secondary and primary level and those with the least reduction. Overall, there was little consistency in the extent to which LEAs reduced exclusions. LEAs 5, 12 and 21 demonstrated among the highest levels of reduction at both primary and secondary level, LEAs 10 and 16 among the lowest.

Table 22: Reduction in exclusions (primary and secondary)

Secondary schools				Primary schools		
LEA code	Change in permanent exclusions 2002 to 2004	Change in incidents of fixed period exclusions	Change in days of fixed period exclusions	LEA code	Change in incidents of fixed period exclusions	Change in days of fixed period exclusions
1 (4)	2.75	-57.25	115.5	1 (12)	-4.5	1.0
2 (4)	5.75	20.75	-169.5			
3 (2)	1.0	12.0	195.5	3 (13)	1.54	3.92
4 (3)	-1.67	-209.33	-864.0	4 (10)	.8	4.0
5 (4)	2.75	-67.5	-364.5	5 (9)	-3.67	-1.31
6 (3)	.67					
7 (4)	-3.25	-30.75		7 (5)	2.6	
8 (4)	-2.75	-52.0	-376.0			
9 (4)	4.5	32.5	521.63	9 (14)	-1.64	-6.14
10 (3)	3.33	150.0	684.33	10 (22)	2.36	1.38
11 (2)	-5.0	-1.0	346.0			
12 (4)	-2.5	-39.25	-101.38	12 (7)	-3.43	-22.21
13 (4)	4.5	-82.75	-218.63			
14 (4)	.25	-104.75	-222.0			
15 (3)	2.33	22.33	117.0			
16 (4)	3.75	64.25	389.75	16 (21)	.67	2.05
17 (4)	-2.5	47.25	420.0			
18 (3)	-.33	-43.67	-81.17	18 (20)	4.35	15.0
19 (4)	-1.75	64.33		19 (16)	-4.63	-1.83
20 (4)	4.0	21.5				
21 (3)	-2.0	-132.33	-535.67	21 (15)	2.73	-5.83
22 (4)	.5	9.25		22 (21)	1.57	15.33
23 (4)	1.25	37.0	43.0	23 (17)	-1.53	-7.71
24 (3)	-2.0		-122.5	24 (6)	.5	-16.71
25 (2)	-1.5	-33.5				
26 (4)	.5	-12.25	-210.38	26 (19)	-.16	3.24
27 (4)	2.0	49.5	160.75	27 (22)	1.5	3.09
28 (4)	-1.0	13.25	34.63	28 (18)	7.33	30.86
29 (4)	.0					
30 (4)	.0	1.25	141.0	30 (12)	-2.0	3.0
31 (5)	1.0	-27.0		31 (22)	.91	
32 (4)	-1.0	-27.5				
33 (4)	2.0	-53.25	-143.38	33 (17)	-.41	-2.0
34 (3)	.67	-24.0	129.0			

* Figures in brackets indicate the number of schools in the analysis

Overall improvement in LEA performance

On the basis of the data set out in the previous sections a table was constructed to establish which LEAs had been the most consistent in improving their performance in relation to attendance, attainment and reducing exclusions across primary and secondary schools. Table 23 sets out the five LEAs which improved the most or least in each area. Out of a maximum possible rating of 18, 1 LEA was ranked among the top five in 8 categories, two in 7 categories and one in 6 categories. Two LEAs were in the bottom five in 8 categories. Data from the field work supported these findings. Brief descriptions of the ways that each of these LEAs implemented BIP are set out below.

The most improved LEAs

LEA 12

LEA 12 adopted a very focused approach to implementing BIP. A relatively small number of schools were involved – 3 secondary schools and 8 primary schools. The greatest proportion of the funding was spent on a single BEST. This included a majority of senior staff in the LEA and Safer Schools Partnership police officers. The multi-agency steering group met regularly and frequently. School based measures included the appointment of Lead Behaviour Professionals, enhancement of existing LSUs, and the Social Use of Language Programme being run in each primary school for identified groups of pupils. Funding was made available to establish Place to Be counselling in primary schools, and provide emotional literacy and peer support systems. Support for transition to secondary school was also established in primary schools. In addition, tuition staff and Key Learning Mentors were employed to support the education of pupils excluded from school on the first day of their exclusion. Figure 9 indicates the allocation of funding. The majority was invested in the BEST with less spent on other initiatives. The project was managed by two secondees, one who oversaw the programme administration and multi-disciplinary initiatives and the other the school-based initiatives. The multi-agency steering group met on a 3 weekly basis.

Figure 9: LEA 12: Allocation of funding

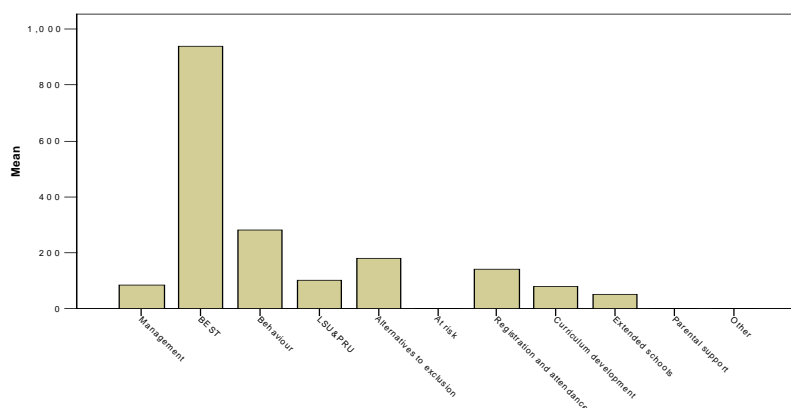


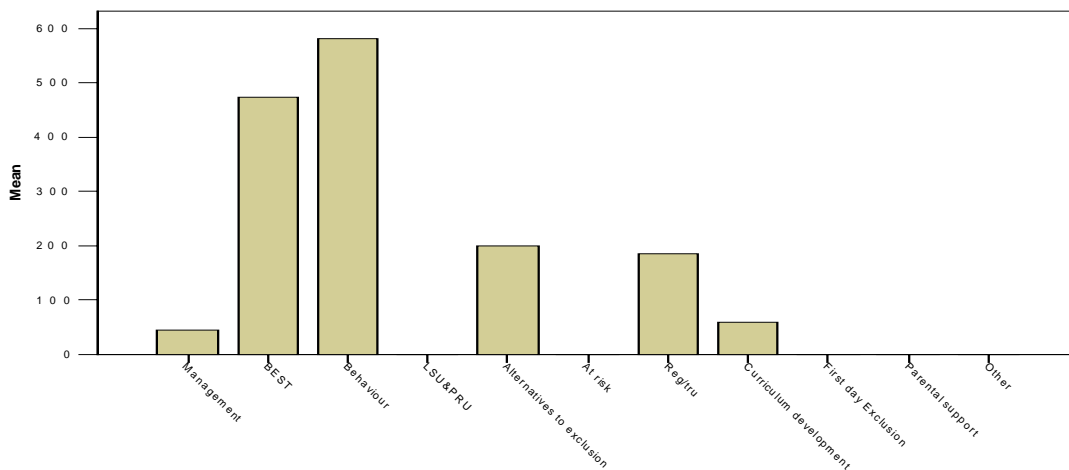
Table 23: The most and least successful LEAs overall (X = most change, O = least change)

	Attendance		Attainment		Exclusions		Number of Os	Number of Xs
	O	X	O	X	O	X	O	X
1	2	1		1		1	2	3
2	1	1			1		2	1
3	2		5		1		8	
4		1			1	2	1	3
5	2		1	1		3	3	4
6	1	1	2	1			3	2
7			1	1	1	1	2	2
8		1				2		3
9			1		2	1	3	1
10		2	1	3	3		4	5
11	3		4		1	1	8	1
12	2	1		3		3	1	8
13	1	1	1	1	1	1	3	3
14		2	1	3		2	1	7
15	1	1	2				0	1
16			2		3		5	
17		1		3	2	1	2	5
18			3		2		5	
19	1	1		1		1	1	3
20	2			1	1		3	1
21		2		2	1	3	1	6
22		2		2	1		1	4
23	1	1		5	1	1	2	7
24	1	1	1			1	2	2
25	2		2				4	
26	3	3					3	3
27	1	1	1		1		3	1
28			1		1	1	2	0
29	1		5				6	
30	3			2		1	3	3
31		2	1				1	2
32	2	1		1			2	2
33				3				3
34	1	2		1			1	3

LEA 14

LEA 14 allocated most of its funding to behavioural interventions in school (LBPs and audit) and the BEST with smaller amounts focused on registration and truancy and alternatives to exclusion from school (see Figure 10). The LEA adopted measures which provided support at different levels. Direct support to pupils was provided through BESTs, education on the first day of exclusion, and key workers for children at risk of exclusion. A second layer offered support to schools to enable them to deal more effectively with those at risk of social exclusion including LBPs, the behaviour audit, school behaviour improvement plans, action on attendance and the school based work of the BESTs. Pupils were also encouraged to take part in decision making. In addition the programme was implemented in such a way as to engage as many other agencies and members of the community as possible, for instance, Police in Schools, a community attendance campaign, safety in the community, extended schools and Connexions Access Points. The multi-agency approach of the BEST teams enabled early identification and support for children and young people at risk and integrated with pastoral support systems in schools. There were clear routes to specialist provision designed to lead to more children being sustained in mainstream placements. The project was managed by the Deputy Director and the leader of the Behaviour Support Service. The work of the BESTs in schools was managed by the LBPs who were given remission from their teaching roles.

Figure 10: LEA 14: Allocation of funding

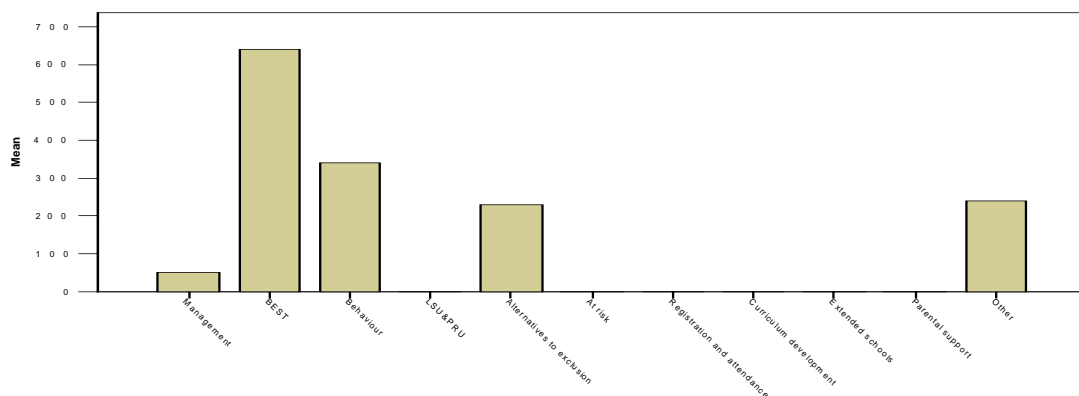


LEA 21

LEA 21 spent most funding on BEST with smaller sums on LBPs, audits, alternatives to exclusion and other interventions (see Figure 11). The focus within the LEA was BESTs with four discrete teams, one attached to each cluster, each operating as an integrated unit serving a secondary school and its feeder primary schools. The programme also featured the extended use of school premises by community groups, adult learning groups and others, an intervention described as School Plus. The programme linked with aspects of work operated through the Children’s Fund, in particular ‘On Track’ and the multi-agency Gang Strategy and Gang Resistance and

Training (GREAT) initiative. There were close working relationships with the police through the Safer Schools Partnership. The head teachers of all the schools were part of the Local Management Group that made cluster decisions at a local level. The LEA made clear to schools from the start that the aims and objectives of the BIP were non-negotiable and guidance from the DfES shaped the programme from the beginning. Some of the schools wanted to have total control of the BIP budget but strong direction from the LEA ensured that all schools in the programme had equal access to the programme on a needs led basis. Establishing a Steering Group to oversee all matters helped in providing a shared overview with partner organisations and ensured the strong involvement of primary schools. Effective communication was vital and led to staff in services and other agencies being aware of the remit and parameters of BIP. Having a single BIP co-ordinator ensured consistency across all areas of BIP, although schools continued to be at different levels of engagement and readiness. Ensuring attendance at all Local Management Groups maintained the clarity and consistency of information across the clusters. Overall, the LEA selected a relatively small number of initiatives, built on existing work and ensured that all parties concerned maintained focus on the aims of the project.

Figure 11: LEA 21: Allocation of funding

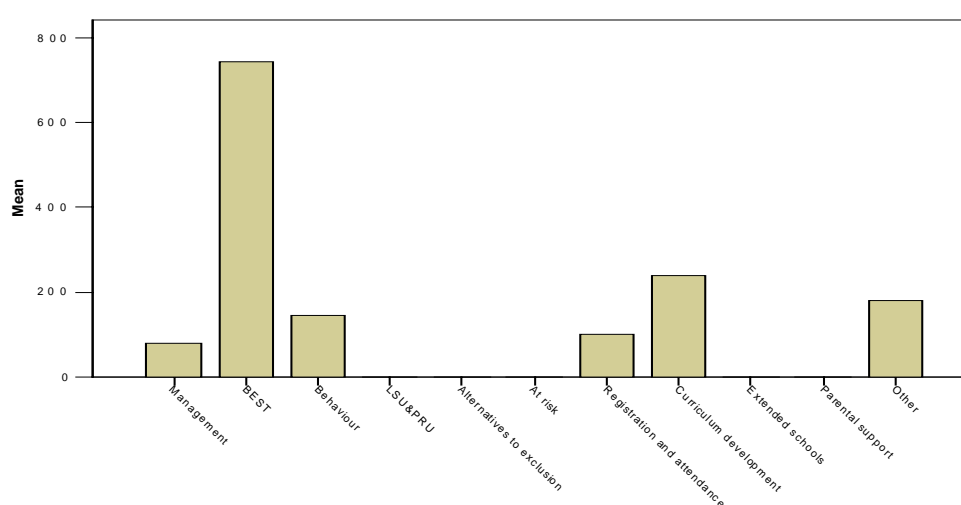


LEA 23

Four clusters of schools were engaged with BIP. The measures selected for secondary schools included LBPs, Learning Mentors, Transition Learning Mentors, work with Skill Force, Police in Schools, Attendance and Reintegration officers and training for teachers in de-escalation techniques. In primary schools funding was used to employ learning mentors, set up training in de-escalation, develop restorative justice systems, and provide support for transition. The LEA, prior to BIP, had a multi-agency behaviour support team which focused on intervention and support for young people at risk of permanent exclusion. Funding was not invested in a new team, although it was categorised as spent on BEST as it supported the employment of Learning Mentors and Transition Mentors who worked closely with the existing team. In implementing BIP, the LEA shifted the emphasis of its overall strategy for behaviour towards early intervention and preventative practice. This involved the refocusing of central resources to KS1 and KS2. The central Behaviour Support Service worked largely with primary

schools. Nurture groups, the Place to Be and other projects were set up and all BIP primary schools benefited from additional spending, some of which came from sources other than BIP. More than half of the BIP funding was spent on primary and transition issues (see Figure 12). A project manager supported the implementation of the programme and monitored and evaluated its effectiveness. Two Senior Learning Mentors were seconded to the programme and a team of trainers engaged to train the LBPs and Learning Mentors. The steering group had a representative from each secondary school and a primary head teacher from each cluster. The BIP co-ordinator reported to the steering group and there were strong links with EiC. The programme was efficiently and effectively implemented in such a way as to minimise risks.

Figure 12: LEA 23 allocation of funding



Summary

Table 24 sets out the range of interventions adopted by the most successful LEAs. These data together with that derived from the interviews and the visits demonstrated that the most overarching improvements seemed to occur in LEAs where:

- support was offered at the level of the individual, the school and the community;
- there was a focus on preventative and proactive initiatives;
- a multi-agency approach through the operation of BESTs was adopted;
- strong support was provided within schools through the use of audits and the appointment of LBPs;
- there were strong links and co-operation between schools and the BEST;
- there was good communication between all involved parties;
- there were strong management structures for the planning and operationalising of initiatives;
- there were clearly focused aims and commitment to carrying them out;
- existing provision was built upon.

Table 24: Interventions adopted by the most successful LEAs

LEA Code	BESTs	Police in schools	Behaviour initiatives in schools	LSU/ PRU	Alternatives to exclusion	Key workers	Support for at risk Pupils	Attendance initiatives	Curriculum development	Extended or full service schools	Parental support	Other
12	X	X	X	X	X		X	X	X	X		
14	X	X	X		X	X	X	X	X	X		
21	X	X	X		X							X
23	X	X	X				X	X	X			X

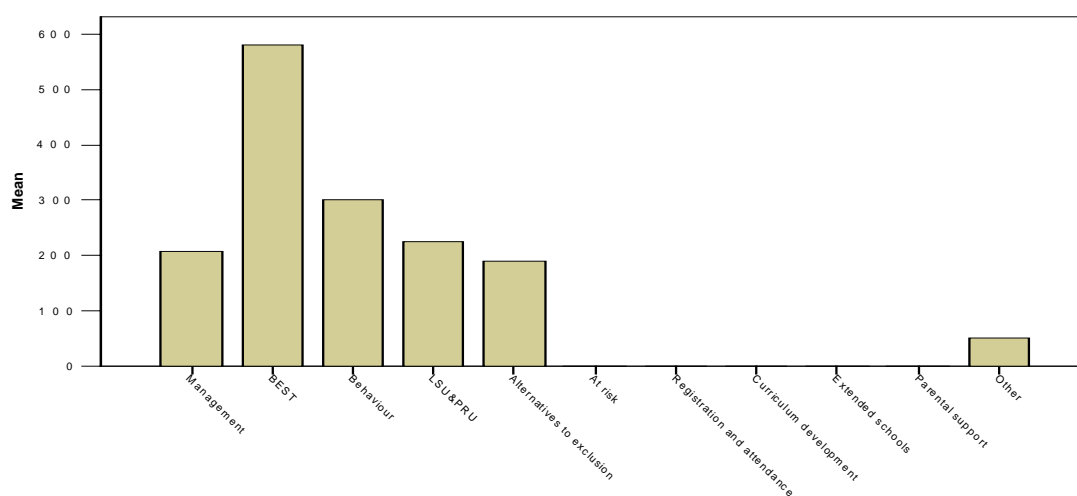
The LEAs evidencing the least improvement

Two LEAs were amongst the five showing the least improvement in relation to attendance, attainment and exclusion. These were LEAs 3 and 11.

LEA 3

LEA 3 had three clusters of schools each with 1 secondary and 4 or 5 feeder primary schools. There was one BEST team for each cluster and the LBPs worked with the BESTs. The aim was to target existing disaffected pupils and seek to identify others at risk. Police in schools was implemented and the provision of existing LSUs in schools enhanced. The performance areas where the LEA was the weakest were attainment and attendance, neither of which were a focus of BIP as it was implemented in the LEA. The LEA supplied no information about the management of the project to the researchers. This may have indicated a lack of interest or weak overall management structures. Figure 13 sets out the way that funding was allocated.

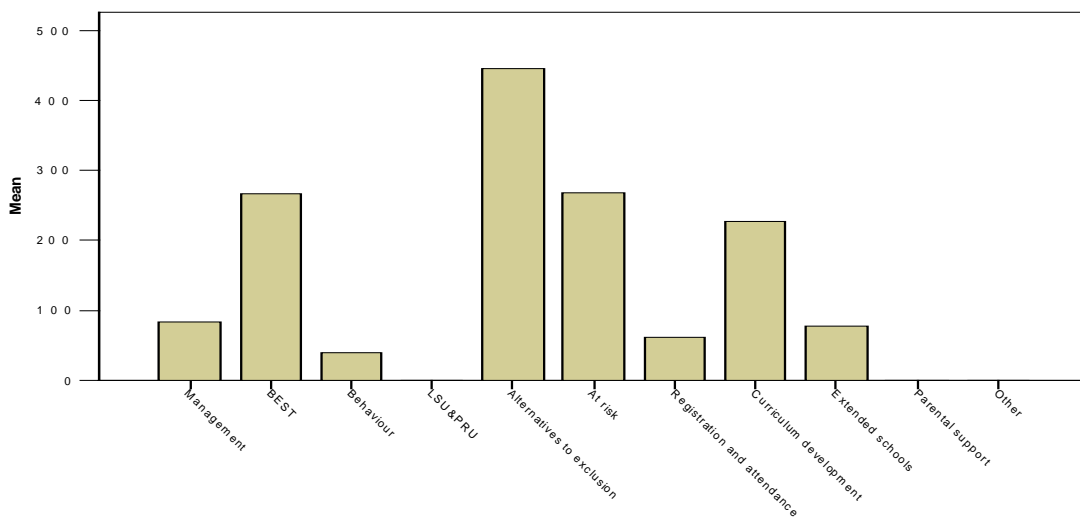
Figure 13: LEA 3 allocation of funding



LEA 11

LEA 11 spent most money on alternatives to exclusion from school, supporting at risk pupils, and a BEST (Figure 14). Only two secondary schools were involved in the programme and a very small number of primary schools. The programme focused on pupils at risk of exclusion, although a number of initiatives were related to attendance, for instance, community attendance officers, Truancy Watch, attendance rewards and a walking bus, where children are collected from home and escorted to school together. Schools were encouraged to facilitate community groups to use their premises and breakfast clubs were set up. Safer schools were implemented with school council consultation, there were links with the summer programme and the role of Connexions advisors was integral to key worker proposals. The BEST provided early intervention for individuals and targeted pupils were given access to web-based learning packages and links made with the PRU/ KS3 intervention project and to the notschool.net, an online education service. An additional sum of money was provided for students to engage with Reading Recovery. The LEA supplied no information about the management of the project.

Figure 14: LEA 11: Allocation of funding



Summary

The LEAs identified as having the lowest levels of improvement overall (attendance, attainment and exclusion) seemed to have invested more resources in work with individuals rather than at the whole-school level. While the range of initiatives adopted was relatively similar to those implemented in the most improved LEAs (see Table 25) the amount of money invested in each was different. There was a greater stress on alternatives to exclusion and at risk pupils. In one of the two LEAs there seemed to be insufficient links between the work of the BEST and what was going on in schools and a lack of cohesion in the implementation of the various aspects of the programme. The lack of information provided to the researchers regarding management of the project

suggests either a lack of commitment to the programme or weak overall management structures.

Table 25: Programme interventions adopted in LEAs in BIP Phase 1

LEA Code	BESTs	Police in schools	Behaviour initiatives in schools	LSU/ PRU	Alternatives to exclusion	Key workers	Support for at risk Pupils	Attendance initiatives	Curriculum development	Extended or full service schools	Parental support	Other
3	X	X	X	X	X	X	X				X	X
11	X		X		X	X	X	X	X	X		X

Overall effectiveness at LEA level

The LEAs where there seemed to have been the greatest improvements in attendance, attainment and reductions in exclusions operated at several levels, that of the individual child, the school and the community. In each case the programme was tightly managed by the LEA in collaboration with the schools. There was an emphasis on good communication between the various participants. In all of the more successful LEAs a considerable amount of funding had been allocated to the BESTs (in one case there was already a multi-agency team whose work was enhanced through the employment of learning and transition mentors), audits and the employment of LBPs. In the less successful LEAs the funding seems to have been more concentrated on alternatives to exclusion and at risk students. The BESTs working in schools in conjunction with LBPs and Learning Mentors aimed to tackle the problems underlying poor behaviour and attendance, whether these were at the level of the individual or school, and it may be these aspects of their work which resulted in greater improvement in attendance.

Chapter 6: Management of the Behaviour Improvement Programme

This chapter focuses on issues relating to the management structures of the Behaviour Improvement Programme at LEA level, and the relationship between BIP, other projects and programmes, and existing management structures. It considers how schools were selected for inclusion in the programme, training, the operation of the clusters, the working relationships between schools and LEAs, and funding. The data are drawn from all LEAs participating in BIP Phases 1 and 2.

Management

In their approach to the introduction of the programme the DfES were 'prescriptive about ends but flexible about means.' LEAs reported that the level of support and guidance provided by the DfES was useful and greater than for other projects with which they had been involved:

'There has been an unusual level of commitment on the part of the DfES for BIP. They appear to be working with us' (LEA co-ordinator).

The ongoing support offered by contract managers was particularly valued. LEAs commented positively on having a named contact and the speed with which arising queries were addressed. They reported that they were treated with respect and were able to engage in meaningful discussion about the programme and its implementation.

Effective management at LEA level was important for successful operation of the programme. This included the organisation and working practices of steering groups, the adoption of particular management structures, team work, and the quality of work of individual Behaviour Improvement Co-ordinators and teams. Some LEAs found that the management of the project put immense pressure on them. In Phase 1 some were relatively disorganised with little sense of direction in relation to the programme. In many cases new structures were being put into place and BIP co-ordinators were in some cases working extremely long hours to initiate the project and encourage schools towards implementation.

Operational management

In most LEAs operational management was focused on the BIP co-ordinator working with head teachers sometimes through area co-ordinators. In some LEAs consultants were appointed to complete audits and undertake other work as the LEA had insufficient capacity. Management was less effective where responsibility became too diffused.

Examples of effective operational management

In one Phase 2 LEA the BIP co-ordinator worked within the School Improvement Team alongside other strategy managers for both secondary and primary phases. All clusters had regular meetings to draw up action plans and review progress. The BIP co-ordinator met regularly with LBPs to review progress and discuss the budget. This ensured that funding was used to meet BIP outcomes. Secondary LBPs met termly to share good practice. The BIP was integrated into the Education Development Plan and the BIP co-ordinator worked closely with the KS3 Behaviour and Attendance co-ordinator and the attendance team.

In another Phase 2 LEA, direct management of the programme was in the hands of the EiC co-ordinator who was also responsible for a number of other education related strands. The co-ordinator reported to the Deputy Director of Education for Learning Services. External consultants provided the BIP co-ordinating role liaising closely with LBPs in each of the three clusters of schools. Initial communication problems were resolved by regular meetings with cluster teams and the BIP co-ordinator. A BIP Steering Group with representatives from the clusters and other stakeholders met quarterly. Personnel within the LEA stressed the importance of BIP linking with the KS3 strategy and the job descriptions for the KS3 Consultant and the BIP co-ordinator reflected this. Further coherence was ensured through the Learning Mentor Co-ordinator also co-ordinating the BEST and attending all BIP meetings to ensure that programmes were complementary. Additionally, the Learning Mentor Co-ordinator sat on the Children and Young People's Support Group and together with the EiC co-ordinator was a member of the Steering Group for Positive Activities for Young People (PAYP). Pupils participating in BIP received provision through PAYP during school holidays and some older pupils progressed onto the Millennium Volunteers programme. The EiC partnership provided an appropriate vehicle for co-ordinating other education based projects and the Education Action Zone. BIP also operated within the citywide Children and Young People's Strategic Partnership. The role of the BIP co-ordinator facilitated this as it was recognised that BIP could only be successful if it formed part of a wider strategy.

The EiC Partnership, through the work of the EiC Co-ordinator and LEA staff, consulted extensively with other partners. Social services, the health service, and the voluntary sector were involved in an audit of current services delivered to schools to ensure that BIP did not duplicate existing effective practice. BIP was incorporated into the social inclusion review adding particular impetus to the aspects focusing on behaviour and attendance. The BIP was seen as enhancing the impact of the Local Service Delivery Plan, particularly in connection with the drive towards the improvement of the mental health of children, the protection of vulnerable groups, the reduction in children needing to enter care and the integration of health, social work and education teams. In this LEA, particularly amongst primary schools, needs between schools varied enormously even where schools served the same local community.

Across the LEAs in BIP Phase 1 there was variability in the extent to which management was at 'arms' length and also the extent to which there was overlap with other programmes, e.g. EiC, EAZs. In one LEA the role of BIP co-ordinator was reported to have changed during the course of the project. Initially it was supportive and nurturing but as the project progressed it became one of monitoring and challenge. The new role was concerned with 'intelligence gathering' which a Performance Management Information Team would then process.

Selection of schools by LEAs to take part in the programme

Across the programme secondary schools were selected to participate in BIP on the basis of three main criteria, levels of attendance (authorised and unauthorised), exclusions (permanent and fixed period) and crime (number of pupils involved, high crime area). In addition to this some LEAs took into account attainment, the number of pupils with Special Educational Needs, deprivation, entitlement to free school meals, ethnicity, gender balance, and evidence from behaviour audits already undertaken. Some LEAs included Pupil Referral Units and Special Schools in their selection. In a few cases schools already involved in other projects were deliberately not included. In all cases schools were consulted as to whether they wished to participate. Two LEAs mentioned particular difficulties in making their selection as so many schools were in need and the selection had to be made quickly. Some LEAs in Phase 2 BIP also took account of the school's capacity to deliver against challenging targets and the demonstration of current successful practice. Wider local issues were also considered.

Across BIP, primary schools were selected in relation to a number of criteria:

- as a partner or feeder school to a participating secondary school;
- using the same criteria as the secondary schools;
- by the secondary school;
- by the number or percentage of pupils feeding into the participating secondary schools.

Overall, LEAs reported that this process had worked well, although some LEAs reported difficulties with the selection of schools because so many had need of additional support.

One LEA, aware of the needs of non-BIP schools and wishing to provide at least some help developed a directory of local agencies which supplied support for specific problems and contained copies of referral forms. The directory was circulated to all BIP, non-BIP and EiC schools in the LEA. It was kept up to date by LEA staff. It was being used to develop a database that profiled the needs of individual pupils. In the directory, there was a list of 42 criteria which constituted barriers to learning. Over time it was anticipated that each form tutor would identify the barriers to learning of each pupil in their class. This would be fed back to the LEA who would enter the data onto the system. This information was to support the work of individual staff and inform school development plans.

Work in clusters

Within the Phase 1 LEAs there was variability in the way that the clusters operated. Some LEAs reported that participating schools had a history of working together effectively. In London, it was rare for there to be existing clusters. The relative lack of emphasis on clustering in London may be due to a combination of the small size of the boroughs, the geographical closeness of the schools or competition between schools.

Most of the clusters had regular meetings although there was considerable variability in the frequency of these from every two weeks to once each term. In some cases clusters liaised through the operation of the BESTs, mentors or family support groups. Practices varied widely. The most cohesive clusters appeared to meet regularly in real partnership and shared good practice, problems, decision making, resources and training.

Some primary schools were reluctant to engage in cluster work either because they did not see themselves as in need or because they felt they had nothing to offer to the cluster. As the programme progressed schools were persuaded to bring their good practice into the cluster or to identify needs through the audits. These strategies encouraged engagement with the clusters. In one Phase 2 LEA no cluster meetings had been held. All schools met together as it was a small LEA.

Many LEAs reported tensions between secondary and primary schools. Commonly, in the early stages of BIP the primary schools felt that BIP was a secondary initiative. Within the clusters this sometimes created tensions. There were differences in the levels of cooperation and domination across primary and secondary phases. Some pyramids of schools had very strong relationships between the primary schools and the secondary school reflecting a partnership approach, others had a high degree of conflict which was apparent in meetings and resulted from current or previous attempts by secondary schools to dominate joint working arrangements. In one LEA, there was a primary network meeting that included all of the primary LBPs in addition to the usual cluster meetings. Another LEA developed a management group at cluster level which had control of funding in order to encourage the primary schools to take ownership of the programme and responsibility for it. Another LEA identified as an issue that some clusters were artificial - natural clusters did not exist in some parts of the LEA. This meant that it was necessary to communicate with primary schools within the artificial clusters individually, as opposed to the practice in a cluster which was located in the EAZ where it was possible to communicate with them as a group.

Overall, across and between LEAs there was considerable variation in cluster activity. Some areas had high levels of cooperation between schools, with some schools identifying their own lower levels of need and supporting a non-uniform distribution of resources to the more needy establishments. Clusters developed at different paces, had different needs, different strengths, different areas of concern and operated more or less effectively. Where schools were committed to them they worked well and provided a useful vehicle for exchanging ideas and good practice, provided a forum for moving towards sharing resources and offering mutual support. The meetings also provided a vehicle for consolidation and reconciliation of initial difficulties.

Relationships with other projects and programmes and existing services

In Phase 1 of the research, some LEAs suggested that there were too many initiatives and that confusion had been created regarding the relationships between them. In Phase 2, while further issues were raised relating to the relationship between EiC, BIP and the KS3 Behaviour and Attendance programme, in most LEAs there was no conflict between the BIP and EIC and those involved in each programme worked closely together.

Many of the interventions built on existing services, enhancing and complementing them. This was sometimes at LEA level, e.g. increasing the work of existing support services, but also in the schools. For instance, in one LEA schools had Social Inclusion Teams so BIP funding was used to enhance these. Overall, this seemed to work well. However, in some cases there were tensions between the implementation of BIP and 'normal' LEA provision, for instance, between the development of BESTs and existing Behaviour Support Teams. In one LEA the BEST and existing Behaviour Support Team ran side by side for the first year of the BIP project, with the BEST team, because of the personnel involved, providing additionality. However, after that first year, the existing Behaviour Support Team was attached to the EPS. This continued to leave the BEST providing additionality, but made the referral system clearer, removing any confusion or conflict which might have arisen from there being two teams to which schools could refer.

There were some LEAs where those involved in BIP felt that their work had been undermined by being placed under the umbrella of EiC. This was particularly the case where the EiC co-ordinator had taken over the role of co-ordinating BIP. The proliferation of different projects operating in schools led at least one LEA representative to comment that the activities funded under BIP would not be distinguishable from those funded under other initiatives.

Training

Most LEAs offered training sessions to staff in schools. In some cases consultants assisted with training needs related to behaviour, in others senior staff in schools ran training session for teachers and support staff, sometimes on a one to one basis. Where staff received training, it improved confidence. This was particularly the case for support staff. The funding from BIP also enabled staff to undertake ICT training which empowered them to change the way that they worked with pupils. One difficulty for BIP was where new staff were recruited to schools midway through the initiative thus missing important elements of training.

Training was less advanced in the Phase 2 BIP LEAs at the time interviews were undertaken. Most training was based on what was available at national level with planning developing at local level. There were examples of training being integrated across programmes. For instance, in one LEA, because of the EiC having an overarching remit, the BIP Manager worked very much in tandem with the KS3 consultant. The training was linked and included KS3 training, BIP modules, and

sessions with the PSHE Behaviour Advisory teacher who worked with staff to increase skills and develop good practice relating to improving behaviour in schools. The BIP co-ordinator attempted to provide inclusive training for anyone who may have had an impact on pupil behaviour. There was an emphasis on solution-focused approaches. Some LEAs reported difficulties in ascertaining the appropriateness of training for personnel working in relation to the KS3 behaviour and attendance strand or with BIP. The training provided in some LEAs covered a number of issues. For instance, in one LEA training days for LBPs were run by the Central BIP Team supported by invited speakers. Issues addressed included the LBP role, identification of “at risk” pupils, domestic violence and attachment. Training days were also used as opportunities for LBPs to share good practice. The LEA planned to offer training and support for other school staff, e.g. Learning Mentors, Behaviour Support Workers and Family Liaison Workers. Initially secondary and primary LBPs were trained separately, but as BIP developed the training was combined reinforcing the collaborative nature of BIP and promoting closer phase links.

Devolution of funding

There was variation between LEAs in the extent to which the BIP funding was devolved to schools. From a management perspective it was seen as important that schools had ownership of the programme. In some cases this was *‘through devolvement of most budget and decision making powers’*. In some cases schools wanted to have complete control of all the funding with no top-slicing by the LEA. Devolving funding to schools meant that LEAs did not have control over spending and there was some evidence that the funding was not always targeted on BIP initiatives.

There were issues relating to the way that funding was distributed to clusters or individual schools and whether clusters or schools in greater need should have a larger proportion. There were also tensions relating to the proportion allocated to primary and secondary schools. In one LEA this was resolved by the BIP co-ordinator making it very clear to secondary schools that the funding allocation had to be negotiated and agreed with primary head teachers and an agreed cluster expenditure plan would have to be submitted. This did lead to an increasing willingness of secondary and primary head teachers to work together to reach consensus. In other LEAs funding was devolved to schools but there was clear guidance from the LEA about what the money should be spent on. In other LEAs there was partial devolvement. Where money was devolved to schools, typically, it was spent on staff who worked only within that school.

In one Phase 2 BIP LEA schools expressed a preference to be resourced individually to enable collaboration within primary/secondary phase pyramids. The decision to deploy funding in this way was taken within a context in which each BIP school had access to the following dedicated support: an Education Welfare Officer (EWO) within a devolved service physically based within the secondary schools and serving feeder primaries; a Social Worker; an Educational Psychologist (EP); an Advisory Teacher for Behaviour; and an Advisory Teacher from the Learning Support Service. These staff attended regular School Consultation Meetings (SCMs) which were to be the focus for

wider multi-agency targeted work within individual schools. Although most of the funding was allocated directly to schools this caused no major problems.

Devolving funding to schools or clusters was not always without difficulty. In some LEAs line management arrangements created situations where primary schools had to apply to secondary schools for funds. Where this problem arose it was resolved by negotiation and the development of processes to refund BIP spending directly to each individual school's budget. This created an additional administrative burden in schools and centrally, and led to some schools trying to claim for non-BIP work, creating tensions between LEA and schools.

Relationships between schools and LEAs

Overall, relationships between schools and LEAs were positive and seen as 'working well'. A number of LEA co-ordinators commented favourably on schools' enthusiasm and commitment. However, in some LEAs there were considerable changes in BIP personnel which gave schools cause for concern. Change of personnel in the management of BIP inevitably had an impact on the ongoing implementation of BIP.

One of the difficulties experienced by LEA personnel managing or involved in the project was the variability of focus in schools. In some schools the senior management team were totally committed to the programme and it was implemented effectively and efficiently across the school. In other schools this was not the case and much of the work of BESTs or other interventions was undermined. Sometimes school policies were in direct conflict with the principles underpinning BIP, for instance, zero tolerance policies relating to behaviour. Even where staff were committed schools were often at different stages of development as a result of delays in appointing staff or in finding appropriate accommodation. The role and status awarded to an LBP could influence the involvement of SMT in the school and their support for BIP. Where the LBP was a member of the senior management team, there was evidence that he/she was able to influence not only the implementation of BIP but also the development of policy in the school establishing clearly what was meant by inclusion and influencing the way in which the school developed the BIP support systems.

Several LEAs commented on their role as including both support and challenge to schools. LEA co-ordinators indicated that this required sensitivity. For instance in one Phase 1 BIP, the BIP co-ordinator worked with head teachers to persuade them not to exclude pupils unilaterally by calling case conferences during a period of fixed-term exclusion. This resulted in permanent exclusions falling to a really low level. While most head teachers were happy to work in this way some head teachers continued to exclude for reasons which the majority did not believe were legitimate.

Summary

Overall, LEAs were developing appropriate structures for managing BIP and were facilitating links with other LEA initiatives to ensure that there was no duplication of work and that each support service worked well with others. Inevitably some LEAs achieved this more elegantly than others. The Phase 2 LEAs were able to benefit and

learn from the experiences of the Phase 1 LEAs and seemed to experience fewer difficulties in setting up and implementing the programme. There were issues in some LEAs relating to the selection of schools to be included in BIP as many schools were seen as being needy. Some LEAs tried to provide at least some support to all schools although their focus was on the selected schools. Clusters worked more or less successfully depending on historical circumstances and the extent of existing competition between schools. In some places they were relatively meaningless as a single secondary school might recruit pupils from primary schools borough wide. Where clusters were perceived to be meaningful units and schools were committed to them they provided a useful forum for exchanging good practice and discussing arising issues. Where funding and BIP management was wholly or partially devolved to clusters there were sometimes tensions between secondary and primary head teachers in establishing priorities, although in many cases mutually beneficial working practices emerged and priorities were based on need. For LEAs, while devolving funding ensured that schools and clusters felt empowered in relation to BIP, their level of control over how the money was spent was reduced and in some cases led to a looser focus for the programme's implementation. On the whole relationships between LEAs and schools were good but LEAs were aware that their role included one of challenge, not only support, which inevitably created some tensions. In some schools lack of leadership and weaknesses in the senior management team undermined the implementation of the programme.

Chapter 7: Behaviour and Education Support Teams (BESTs)

This chapter describes the way that Behaviour and Education Support Teams (BEST) developed and operated within the Behaviour Improvement Programme and gives examples of their impact in schools and on individual pupils. Case study examples of the operation of BESTs and their impact are given in Boxes 1 – 12 in the appendices.

Implementation of BESTs

In Phase 1 and Phase 2 of the Behaviour Improvement Programme all but 1 LEA in each phase used BIP funding to support BESTs. Throughout the research interviewees indicated that the BESTs were working well. Schools were reported as *'engaging in working with BESTs'* and the teams were viewed as *'showing promise'*. Overall, there was *'great enthusiasm about the development of BESTs in schools and across a range of services.'* However, some concerns, particularly in the early phases of implementation, were expressed about the *'overlap of roles with existing services/personnel'*. For instance, *'meeting the extended schools agenda and the impact of that on the BEST'*, and *'the role of the existing behaviour support team with BEST.'*

Structures of BESTs

There was wide variability in the way in which BESTs were organised and in the make up of the BESTs. Four examples of good practice are given below.

Example 1

In one LEA, there were two BESTs (East and West). Each of these had a base in one of the secondary schools. Each included a wide range of personnel, some of whom were school-based on a full-time basis e.g. a counsellor, a family link worker and a designated teacher for inclusion. Additional staff had also been made available to the Education Welfare Service (EWS) and administrative support had been provided in the schools in order that Educational Welfare Officers (EWOs) did not have to spend time on administration. Each team met on a regular basis (monthly) at the school, (including the police officer) in the BEST room, to discuss individual cases, decide on provision and allocate Key Workers. Any member of the team or school staff might be a Key Worker. The team produced a paper on the definition of Pupils 'at Risk' and on the role and function of key workers. The existing Behaviour Support Service (BSS), which was very small, continued to function, largely in a preventative role e.g. producing packs on self-esteem, but there was a possibility that it might become involved in one of the BEST Action Plans. There appeared to be collaboration rather than friction between the two teams and the BSS had benefited from BIP funding.

Example 2

In another LEA, one of the four BESTs was based in a primary school, where the head was willing to make a room (formerly a meeting room) available. At the time of the visit in Phase 2 of the evaluation there were only 2 members of the team. One of these, an EWO, had started first and was joined by a teacher with experience in the field of parent partnership. Recruitment had been a major difficulty and had delayed implementation. A CAMHS worker and Family Social worker were appointed and due to start shortly. In the meantime, the EWO had been doing preventative work, concentrating on pupils with attendance in the 70-80% range and working with families. This BEST, when fully operational was to work with 6 primary schools and 1 secondary school. It aimed to build up a programme of what could potentially be offered to schools in order to 'sell' itself to them.

Example 3

In another LEA, BESTs were set up in secondary schools, the funding having been devolved to the schools. They were managed in the schools by the Lead Behaviour Professional (LBP), who also line managed other BIP initiatives. Secondary schools within the LEA generally had a Social Inclusion Team in place prior to BIP so the funding from BIP was used to enhance this existing provision. In some of the schools the BEST was seen as separate from earlier provision, while in others it was seen as an extension of the Social Inclusion Team. One of the schools in the LEA was so large that it was based on three sites with what were effectively three separate BESTs, including between 30 to 40 staff, managed by the Lead Behaviour Professional. The BESTs tended to include an Educational Welfare Officer (EWO), home school liaison workers, Lead Behaviour Professional, Learning Mentors, counsellors, first day call officers and connexions staff. They had links with the police. Because the BESTs were based in the secondary schools where there was the greatest perceived need they evolved in different ways. The BESTs began working with primary schools when their work had 'bedded down' in the secondary schools.

Example 4

An innovative and unusual approach to structuring BESTs evolved in one LEA. Each school was in a cluster which had a BEST. Alongside this there was a central BEST which offered more specialist support. Two of the cluster BESTs had out-sourced to agency staff, while two had employed cluster based staff. None of the cluster BESTs include Educational Psychologists. These were employed in the central team with their time shared across the clusters. The central team also included two child guidance workers, one family liaison worker, an art therapist, YOT worker and a drugs counsellor. This arrangement combining coverage and high levels of expertise was reported as working well. The cluster arrangements facilitated links between primary and secondary schools and supported transfer for pupils.

Centrally based BESTs relationships with schools

BESTs, which were not based in schools, had a variety of ways of introducing themselves to schools, including visiting them all, making presentations at staff meetings and sending flyers. In a number of cases where there had been delays in making appointments to the BESTs and where work was in its infancy, there was concern at the numbers of referrals made by schools, a feeling that expectations had been raised and concern that the team would be 'swamped' from the outset.

Management of BESTs

The management of BESTs was seen as vital to their successful functioning. This was an area where some LEAs experienced difficulties. In one LEA, three unsuccessful attempts had been made to appoint a dedicated BIP co-ordinator and in several cases LEA personnel had added this role to their existing one. Where there had been a delay in the appointment of a BEST team leader no meetings took place within the cluster of schools being served until that person was in post.

Location and accessibility

Location and accessibility of the BESTs was regarded as important. In one area, where there was a particularly wide ranging, fully operational and fully staffed team, concern was expressed about accommodation. It was felt that where this was not permanent, lacking in access to the LEA wide intranet and where there was insufficient telephone access other than by mobile, this damaged their professional credibility and accessibility to schools and other client groups. Accommodation was problematic in a number of cases in the early stages of the programme.

Visits to schools

The field work in Phase 3 of the research enabled the impact of the BESTs and the nature of the work undertaken to be explored at school level. These visits showed how the work of the BESTs had become embedded within each cluster. During phase 2 of the research the variability of the organisation of the BESTs had been noted. During the school visits it was apparent that this had given rise to different types of intervention within schools.

In one LEA, the BEST undertook much family support. There was a Family Support Worker and the Police Officer also provided family support. The Police Officer's legal knowledge was seen to be particularly helpful. He contributed to Year 8 PSHE lessons, particularly on the subject of drugs. The BEST Learning Mentor identified vulnerable Year 6 pupils who would be given support prior to their transfer to the secondary school. Members of the BEST attended the Inclusion Network Group, a weekly meeting at the secondary school attended by anyone involved with pupils in need or in receipt of support. Attendance at this meeting helped facilitate activity, ensured that things happened and facilitated communication. These BEST activities supported teachers and were perceived as having an impact. The BEST's network of connections was regarded as important and schools no longer felt that they were 'firefighting'. BEST work in

primary schools included working with Circle Time for 10 weeks with two Year 4 classes who were particularly difficult. The work involved small group co-operation. Pupils reported that they had learned to work in groups without fighting and how to control their anger. In another primary school the work of the BEST with parents had impacted on attendance which internal evaluation revealed had increased from 88.2% in 2000/01 to 92.2% in 2002/03. Raising awareness with parents was seen to be an important outcome of the work of the BEST enhanced by their ability to make home visits. Parents reported feeling that they had an inroad into school, the BEST being seen as mediators.

In one primary school, it was felt that the drastically reduced exclusions, the significant reduction in behaviour problems and the reduction to single figures of Individual Behaviour Plans (IBPs) was attributable to the BEST. Their impact had been *'tremendous – the best we've had. They've been superb in the support given to children, the family and the school. There has been a change in self-esteem, worth and children's expectations for the future'*. The work of the BEST play worker had helped in the playground, with training of lunch-time supervisors and the organisation of games. The BEST staff were also regarded very much as school staff. Their work had become *'embedded. BIP was not just an add-on'*, and it was felt that as a result of the work of the LBP these ways of working would continue. The BEST had had a great impact on parents, particularly through family workers. The presence of a speech and language therapist working with groups of 6 children at KS1 had been particularly appreciated as there was a 66 week waiting list for individual therapy and pupils with communication difficulties became frustrated leading to poor behaviour. In more than one primary school it was felt that the BEST *'were always there'* and that there was someone to contact. One father of two boys helped by the BEST said that communication with BEST was really good and that it had helped him to be more confident. As a result of his involvement with BEST, he was coaching football and was doing a course to become a Youth Worker *'to help other kids'*. In another school, the BEST had set up a breakfast club for Year 6 children with a reading age below 9. Reading ages improved dramatically (some by 15 months in 3 months), attendance had improved and lateness had been reduced. Teachers reported that since BEST had been involved it was rare to write a name in the behaviour book when on duty.

Impact on pupils

One-to-one interventions

A distinctive feature of the work of the BESTs was the careful attention given to the support that individual pupils needed. In some cases a short-term intervention was successful, but in others it was apparent that pupils would require long-term work since the nature of their problems were extremely complex. BESTs differed in whether the intervention was undertaken by one person or whether there were many layers of support. In addition, there was variation in the allocation of key workers. In some schools these were always members of the school staff in others members of the BEST undertook this role.

In one secondary school a strong focus of the work of the BEST was on counselling, which had been out-sourced to a single agency. Approximately 180 pupils had been referred to the BEST not including those who had been targeted for after school activities. Of these 100 had received counselling. For some pupils the counselling brought about change in a relatively short space of time. What was important was that in many cases, while the focus of the counselling was on particular behavioural issues, there was also a positive impact on attendance and schoolwork. For some pupils there was recognition by the BEST that long-term work was required.

In some cases, when the BEST became involved with a pupil in mainstream school, a successful intervention meant that the pupil was referred to an alternative educational programme. This might mean that a pupil transferred to a PRU, received home tuition or gained a place at college rather than commence their GCSE studies in school. These outcomes were viewed positively since prior to the involvement of BEST it was most likely that the pupil would have dropped out of school. For instance, Matthew, a Year 9 pupil, refused to attend school most of the time and when he did attend displayed extremely violent behaviour. Within the BEST he worked with the Social Inclusion Pupil Support Worker (SIPS). The ESW co-ordinated the work and the Police Officer was also involved due to Matthew's threatening behaviour. He also had a designated worker within the Youth Service. Following the intervention Matthew successfully transferred from the school to the PRU. Without this high level of support, the LBP felt that he would have stopped attending school and become involved with crime in the area.

There was one example of a pupil's referral to a special school being deferred due to the intervention of the BEST. Karen, a Year 7 pupil, who had a statement of Special Educational Needs, had great difficulties at home, had been in care and had many emotional problems. The school had referred her to a special school for children who were school phobic, who had health difficulties or who were emotionally vulnerable. After she received support from the SIPS worker in BEST, spent time in the LSU and was given support from a Learning Mentor the school deferred the referral as she was coping in mainstream education.

Group interventions for pupils

BEST interventions for small groups of pupils tended to focus on anger management and self-esteem. Groups generally ran for between 6-8 weeks. Teachers and pupils reported that the groups had been successful. In most cases pupils also received individual support from BEST or a key worker. For example, in one secondary school a 'self-esteem' group was established for Year 7 pupils who were thought to have been vulnerable during the transition to secondary school. The Senior Learning Mentor from BEST reported that the self-esteem group had enabled the pupils to build relationships with some of their peers quickly, which had helped them settle into the school. It was also hoped that in the future if the pupils were experiencing any difficulties at school then they would know that there was someone that they could talk to.

In one primary school an anger management group ran over two terms. This was facilitated by the BEST ESW and targeted at 9 boys from Years 4 to 6 in the school.

Although the group focused on anger management, issues around social skills, peer mentoring and how to cope in different situations were explored. The Learning Mentor commented on how much the boys had enjoyed the group and indicated that their behaviour had improved significantly.

One unusual intervention involved a series of drama workshops that ran after school where pupils worked on radio-plays. Pupils were referred through Heads of Year to the BEST. One aim of the radio-play was to give the pupils the opportunity to consider the impact their use of language had on other people, what they conveyed by their tone of voice and expression. The workshops were reported to have helped the pupils to gain confidence and to reflect on how they were perceived by others.

In another school, the BEST had trained Year 6 pupils to be the Playground Squad. Pupils had gone to a club to learn about how to de-escalate situations in the playground. Prior to this they had had interviews and received letters to say they had been selected. The pupils reported enjoying helping other children and liking seeing them happy. The Playground Squad children also enjoyed the fact that they had made a presentation about their work at a DfES conference.

Progression for pupils

Where the BEST interventions had been successful pupils had the opportunity to take on new roles within the school and to accept new challenges. In one secondary school a small group of Year 10 girls had worked with the counsellors on self-esteem, assertiveness and friendships. These girls had attendance problems due to their difficulties but following the group work their attendance improved. They supported each other and were much happier and more confident. After this initial intervention the group had been offered peer mentor training from the BEST Co-ordinator.

In another instance, a Year 5 girl, who had received support from a SIPS worker in relation to problems with school, friendships and bullying, had become quite 'a different child.' She, herself, felt a lot more confident and her mother reported that she was now doing things that she would never had done before. She was actively involved with class assemblies, had chosen to take on the role of dinner monitor and her work had improved.

Transition Work

The importance of putting in systems to enable more effective transfer of primary pupils to their secondary school was highlighted in a number of LEAs.

In one LEA there were two main strands of work that sought to ensure a better transfer for pupils. One element of the work focused on all pupils transferring into secondary school and the second focused on individual pupils, within the same cluster, who were identified as 'at risk' during the transition period. In this particular cluster the BEST Co-ordinator made contact with all the teachers of the prospective Year 7 boys to gather information about them (the secondary school is for boys only). Staff reported that the primary to secondary transfer was much more rigorous than before and the fact that all

information arrived much in advance of the Year 7 boys was invaluable since all support systems could be put in place before the pupils arrived.

The second strand of the transition work focused on small numbers of pupils who were regarded as 'at risk' during the transition period. In one school pupils were identified because of extreme learning needs as well as behaviour needs. The transition workers started work with these pupils in February, initially gathering information and talking with the parents and then carrying out individual and small group work with the pupils. In primary school sessions focused on concerns and issues that the pupils might have about secondary school. Particularly important was the long-term support that was being offered to the pupils as they continued to work with the transition worker during Year 7 in individual and small group sessions. Pupils and staff reported that the process was extremely successful.

In another LEA a designated Transition Worker in the BEST oversaw the programme. Once Key Stage 2 SATs were over a transition programme was offered to all Year 6 pupils. Together with support from the BEST HSLW every child progressing to secondary school received a visit and took part in the programme. Last year pupils came into the secondary school from 53 primary schools. The Transition Worker and the HSLW collected data about the pupil from the pupil themselves, the Year 6 teacher, support teachers and the SENCO, if appropriate. They collated the information for appropriate members of staff. On the first day in Year 7, EAL, SEN, Gifted and Talented Systems were in place for all the pupils. Form teachers knew some of the background of their pupils and Heads of Year knew about pupils who may be at risk. If pupils had a Learning Mentor in the Primary School then there was a one-to-one handover with one of the Learning Mentors in the Secondary School. The Transition Worker spent the first six weeks of the Autumn Term going into Year 7 registration periods to ensure that the pupils were supported. The open door policy of the BEST meant that pupils were aware that they could talk to any of the team if they were experiencing difficulties. Teachers reported that when the Year 7 pupils arrived they were comfortable within the school and settled more quickly. The teachers in the primary schools involved in this initiative placed a high value on the transition work. Head Teachers were confident that the Year 6 pupils had been successfully inducted into secondary school life. The transition work had enabled pupils to explore all they needed to know about the secondary school in relation to school timetables, dinner money, where to go for help and any concerns that they had.

Impact on parents

Establishing effective links with parents

An important aspect of the work of the BESTs was in establishing effective links with parents. Within many schools involving parents was extremely difficult. Parents had no contact with the school. The success of the BESTs in engaging hard to reach parents varied. There was a high level of awareness of the need to engage parents, however, difficult it might be.

Different approaches were taken by BESTs in attempting to draw parents into the school. Mostly the focus of the work was on working with individual parents although there were examples where the BEST had targeted a specific group of parents within the school. Work at an individual level often meant providing home visits before encouraging the parents into the school for a meeting or to the BEST base. The role of Home School Liaison Workers or Educational Social Workers seemed critical in facilitating a trusting relationship with the parents.

BEST interventions that were targeted at specific groups of parents varied. In one LEA the BEST provided a series of parenting sessions and invited parents to attend. One BEST set up a group for Somali parents with 15 parents attending the sessions. Both the BEST Co-ordinator and the Somali Community Link Officer took part and parents were able to ask questions about what happened in school, the curriculum and homework. The Community Link Officer translated and at a recent meeting the Head attended and spoke about her aspirations for their children. For most this was the first time that they had had any involvement with the school.

Support for parents

Central to the work of all the BESTs was the involvement of parents in any support plans that were put in place. Indeed, this was a requirement of the referral process. In those cases where parents were directly involved with a joint intervention with their child, the level of support was valued and parents reported real benefits. Where parents were not receiving individual assistance most understood the nature of support their child was receiving and felt that the school had been as supportive as possible. Where interventions had been successful parents were delighted.

In those instances where parents also received support from the BESTs, this was most often in relation to family therapy, counselling or the involvement of a Home School Liaison Worker. Where the BESTs had been able to offer family therapy this appeared to have positive benefits (see case studies in the appendices).

Impact on school staff

School staff valued the support offered by the BEST in relation to having more places to go for support, being able to work with the BEST to engage in and develop different strategies and, where the BEST was linking well to other agencies, the speed of access. Teachers valued the input of BESTs since while they may have been aware that some children needed more support, they simply did not have the time, or the necessary skills to provide this support. Many teachers recognised that pupils needed to be able to talk about their problems with someone who was not an authority figure within the school.

Speed of access to specialist support

Head Teachers frequently commented on the speed of access to support which was available through BESTs rather than the usual long waiting lists. Members of the BESTs, themselves, offered more avenues for schools to go for assistance, there were

more strategies available to staff within the school and BESTs helped in identifying other agencies that might offer support.

In one school the presence of BEST meant that the school could access mental health services far more quickly than had been their experience in the past. A Year 11 pupil was very depressed, his predicted grades had dropped to Gs and Us and it seemed increasingly unlikely that he would complete his final year in school. The BEST intervention meant that he had been able to receive mental health support and was also referred for receiving home tuition with a reduction in the amount of time spent in school. The Special Educational Needs Co-ordinator (SENCO) was convinced that they boy would now be able to complete his GCSEs.

Valuing the additional support/role of the teacher

The presence of the BEST provided the staff with a greater sense of security since they knew that additional support could be accessed. In some cases staff were aware that pupils needed additional support but that they simply did not have the time to provide it. One teacher spoke about a Year 3 girl who had incredibly challenging behaviour. In school she sought attention all the time by being naughty. She received support from the counsellor and the BIP worker and had gradually become more confident in herself so that she realised that she didn't necessarily need to be naughty in order to gain attention. Her work had also improved dramatically. There were indications that the support provided by BEST meant that some staff had a reduced workload. In addition it also reduced stress and enhanced their role as a teacher as they felt confident that the learning mentors would deal with home related issues.

Professional development

While much of the BEST intervention work was at the level of the individual child and their family, there was evidence that BESTs had contributed to professional development among staff both at an individual and whole-school level. Staff, both teaching and non-teaching, were appreciative of the advice and guidance received.

In one LEA the BEST family therapist provided much assistance to the Learning Mentors in terms of developing their own practice, this in addition to the cases that she undertook as part of her role. The Learning Mentors valued the support received from the family therapist in terms of theory, the consideration of new or alternative strategies for use with pupils and in providing supervision for them. They worked together as a team. In a primary school within the LEA the family therapist had offered weekly support to a Learning Mentor, who in turn worked with a Year 3 pupil who had many difficulties. The advice had been invaluable. In another school the BEST Behaviour Support Teacher was valued in the support that had been provided for staff within the classroom and the strategies and advice that had been offered to teachers. The influence of the BEST involvement was not simply confined to individual teachers who had been in direct contact with members of the team. There was an impact on many staff within the school particularly in relation to the way that they perceived the problems that children may face. There was a greater awareness of *'why the children may be behaving badly rather than just seeing the behaviour.'* (LBP)

In one LEA the BEST Speech and Language Therapist had worked on putting together a programme for LSAs to work with pupils. This included training to assess language. The project was considered to be long-term and the LSAs were able to work with the pupils in the periods between the therapy visits. This was regarded as very helpful, with the programme becoming embedded in the work of the school.

Impact on the whole school

Overall, there was considerable support for the BESTs. In many instances the focus on behaviour at school level shifted from being concerned with bad behaviour to valuing good behaviour. Schools had been encouraged and facilitated in reviewing their behaviour systems and were actively involved in making appropriate referrals to the BEST. This additional level of support was welcomed and also meant that staff could focus on teaching and learning, while being aware that the individual needs of pupils were being met.

Changes in school policy

An important strand of the work of BEST co-ordinators was working alongside schools to develop internal procedures and policies. In one secondary school this had meant reviewing the processes that the school used to in relation to target setting and supporting the students within the school. In another primary school the involvement of the BEST co-ordinator and the action plan that arose from the behaviour audit meant that the school had focused more closely on behaviour. A particular strength of this work had been the establishment of effective systems for monitoring behaviour through computer data bases.

In one secondary school the SENCO was aware that working with the BEST had meant that the school had had to improve their internal systems so that the referrals to the BEST were more effective. Previously the BEST had turned down some referrals since it was felt that the school had not done sufficient work with the child. As part of the process the SENCO had spent time revising the monitoring of School Action and School Action Plus so that a much more co-ordinated system was in place and that the referrals to BEST focused on the additionality that the BEST could offer.

In another secondary school the BEST co-ordinator, who was also the LBP, had put together guidelines for staff about self-harming. Within the school, it was felt that many of the girls self-harmed and that the guidelines had been helpful to staff in relation to what to look for and what action to take.

Key Workers

In the early stages of the implementation of BIP, there was concern about the lack of role clarity for key workers. As the programme developed greater clarity was achieved and in some LEAs there were examples of good practice that had been facilitated by the BEST.

In one LEA the BEST co-ordinator had worked on solution-focused training for people acting as key workers for students. Initially this was rolled out to teachers who were acting as key workers but this was cascaded down to Learning Support Assistants who worked with students in the classrooms. The expectation was that all form tutors would act as key workers for any BIP students who were in their tutor group. Within the school there was also an expectation that at a minimum meetings between the student and their key worker would last for one hour. Also that key workers should see their students for a minimum of once a fortnight, although once a week was seen as more desirable. Indeed, some students needed more support than this. Part of the success of the approach seemed linked to the training that the key workers had received. The solution-focused approach was reported to give the tutors a tool to work with the students and to direct conversations with them.

Accommodation

The need to have a BEST centre was highlighted as being a critical feature of the success of the team. Where accommodation issues remained and the BEST lacked an effective base this had been detrimental to their work. The location of the BESTs in one area was reported to benefit pupils and their parents especially where an open-access policy was in place. In addition to the regular support that pupils received from the BEST, they valued being able to 'drop-in' whenever they were experiencing difficulties. In some instances staff reported that this had prevented the escalation of problems, which might previously had led to exclusion.

Communication

In the initial phases of BIP BESTs had spent time setting up systems so that effective referrals took place and that schools and parents were aware of the support offered. Regular BEST meetings were established and clear links made with LBPs and schools when considering pupils at risk. As the programme developed stronger links were made with other agencies and professionals who were involved with individual pupils and their families. In many clusters regular meetings had been established that involved input from other professionals. These were regarded as highly positive. In practical terms the meetings had enabled a more cohesive approach to be taken when planning the support to be offered.

Difficulties

While the work of the BESTs seemed to have had a positive impact at an individual level in relation to pupils and parents, on small groups and on the schools as a whole, there remained some difficulties. In one LEA disappointment remained about not having BEST centres operational more quickly and in some instances accommodation for the BEST was still difficult.

There were ongoing problems with recruitment of personnel to BESTs. There appeared to be national difficulties in the recruitment of Educational Psychologists, Clinical Psychologists and Social Service workers. In addition, there was considerable movement of BEST co-ordinators in some LEAs. The nature of the work to be

undertaken and the traditional roles of staff created problems for Human Resources Departments. Health care and social service employees were not usually employed through education departments and agreements between different agencies had to be made to facilitate the posts. Different working practices and the nature of contracts were problematic. Posts in different services, social, mental health and school health had to be advertised through different agencies. There were also conflicting agendas between those working in different services. Despite these difficulties, there were substantial positive outcomes. Discussions at a multi-agency and cluster level led to much more joined up thinking. In addition primary and secondary schools had equal access to the BESTs in proportion to need.

A further difficulty that was more apparent within the London LEAs related to cross borough links. There were difficulties when pupils lived in a different LEA to the one where they attended school in terms of the level of support that could be provided. One London LEA was looking to develop cross-borough links in relation to attendance and truancy. 50% of their pupils came from other LEAs. Until recently the LEA had been restricted by legislation that meant they were only able to take action in relation to families who lived within their LEA. While aware that this was no longer the case, there was concern that if they pursued their own pupils and those who lived in other LEAs then *'it would be a double-whammy'* (BIP Co-ordinator).

Summary

Overall, the innovative nature of the BESTs led to initial difficulties in setting them up and raised awareness of a range of differences in working practices between education and other services. Despite this they were able to offer a range of services to schools which were not available in education teams. Where there were very vulnerable children who had multiple needs this kind of multi-disciplinary work was important to ensure that all of their problems were addressed, not only those relating to their behaviour and attainment in school. BESTs need to have accommodation within schools to enable their work to become embedded in the life of the school. Within a BEST team some staff need to be permanently available to be accessed by children and parents when difficulties arise. In many cases this role was fulfilled by Learning Mentors. However, the multi-disciplinary nature of the teams enabled them to address the needs of children and parents in relation to a wide range of problems including bullying, self-harm, transfer from primary to secondary school, depression, engagement in criminal activity. This flexibility and ability to address a wide range of different issues speedily before they escalated was a key strength of the work of the BESTs and was clearly valued by pupils, parents and schools.

Chapter 8: Lead Behaviour Professionals and Behaviour Audits

This chapter focuses on the use of behaviour audits and the role of Lead Behaviour Professionals in schools. It provides illustrations of the ways in which the audits were operationalised and the work of the Lead Behaviour Professionals. A further example of a behaviour audit is given in Box 13 in the appendices.

Behaviour Audits

The LEAs in BIP Phases 1 and 2 emphasised the importance of the appointment of Lead Behaviour Professionals and the undertaking of Behaviour Audits in implementing the programme. All LEAs recognised the importance of the audits and it was rare that schools had not undertaken them. In BIP Phase 1 there was one exception where the LEA planned to undertake a behaviour audit in only one school. The data indicated that the behaviour audits were regarded as working well and schools valued them, although in many cases they reported them as time consuming to complete. The audits enabled schools to focus on their own needs.

Behaviour audit procedures

The response to the audits from schools was overwhelmingly positive, although the DfES audit procedure was frequently adapted to suit local needs as it was perceived by some LEAs as long and complex. In BIP Phase 1, a small proportion of LEAs developed electronic versions of the audit, some used audit procedures developed by other LEAs. In some cases, to streamline the procedure, schools were selective in the staff who participated. This procedure, although less time consuming, had limitations as all personnel were not engaged in the process. The diversity in the ways that behaviour audits were developed to meet local needs created difficulties for some LEAs in the extent to which they were able to make comparisons between schools.

In one of the Phase 2 LEAs primary audits had taken place prior to the implementation of BIP through the primary consultant who had been in place for nearly two years. Some primary schools felt that the audit was unnecessary at primary level as the schools were small enough for staff to already have a deep knowledge of the issues. At secondary level, some difficulties were experienced with the IT package in producing the summary data. In one LEA money was not released to secondary schools until they had completed the audit.

Benefits of behaviour audits

Behaviour audits were undertaken in a variety of different ways. Some LEAs were careful to ensure that there would be comparability across schools by using a small team to undertake the audits, in other cases it was treated as a joint venture and in some cases

the responsibility was given to the schools. Overall, the process was perceived as particularly useful and generally schools were enthusiastic about it. There was general agreement that the behaviour audits had been beneficial to schools in providing:

- information to stimulate self analysis;
- data to support the development of behaviour improvement plans;
- a baseline for monitoring progress;
- a means of making comparisons with other schools.

Schools included key actions from the audit within their BIP action plan. In one secondary school which had a considerable number of fixed period exclusions it had been possible to analyse who were repeat offenders, in what year group, and what lessons, day of the week, time of day, seemed to be risk times. Specific subjects, teachers and issues were identified, and this succeeded in shifting the school management's thinking and making the problem more manageable. The school had an influx of many difficult and challenging children and the data were enormously helpful. Other schools had found the audit helpful in analysing where and why their problems occurred.

The secondary behaviour audit in one LEA was described as '*lengthy*' but '*fantastic*'. The graphs from the analysis had been presented to both students and management groups within the schools. The student questionnaire was regarded as particularly valuable, as was the facility for central collation of the data. However, the primary audit was less highly regarded. It had been expected that it would be different from the secondary one but in practice was very similar. It did not, therefore, seem appropriate to use the whole audit in primary schools and specific instruments were therefore selected for use e.g. the teacher questionnaire. Use of the audit in the LEA highlighted a range of issues and working parties had been established to develop action plans. Another working party was established to plan how to roll out the training packages, although in schools where training programmes had already been planned for the year this was difficult. The role of the LBP enabled more time to be spent collating and analysing the data that had been collected and more time to prepare this and provide it for use by other staff. For example, in one school, scrutiny of the data identified the most vulnerable children but also highlighted that only seven required additional support as the others were already being supported by the behaviour policy. In this LEA, audit procedures had been extended to some non-BIP schools, its usefulness having been demonstrated very clearly.

The audits, in some cases, provided evidence to challenge head teachers on school practices, led to the restructuring of classroom systems to vertical grouping, the introduction of pastoral prefects to provide 'good' role models and the development of a new Code of Conduct being developed and taken to the school council. Other examples of change as a result of completing audits included rescheduling of the school day by reducing the lunch hour, changes to lunchtime supervision arrangements, the establishment of a time out room, and the re-writing of the school's behaviour policy. The audits raised awareness within schools of the greater need for consistency. They were also used to develop training both within schools and LEA wide.

Lead Behaviour Professionals

Lead Behaviour Professionals were appointed to undertake a key role in the school in relation to policy and practice concerned with pupil behaviour. The specific activities undertaken depended to some extent on the phase of school, primary or secondary, and whether the LBP had other competing roles in the school or as part of a BEST.

The role taken by Lead Behaviour Professionals was viewed positively by schools and BIP co-ordinators. Meetings with LBPs were described as '*excellent*' and there were favourable comments about the local training and the way in which they had '*developed links with each other*'. In many schools LBPs adapted their role from an existing one, but in some cases they were new appointments.

In one LEA, two Lead Behaviour Professionals had only slightly changed their roles from those they held prior to BIP. In one case the LBP was the Raising Achievement Co-ordinator for the school, the other was the deputy SENCO. In neither case was remission from teaching time set out clearly in relation to undertaking the new role, but in the case of the former, there was a one third commitment to teaching. In this case, the LBP took on a managerial role, managing the work of the BEST in the school, including those working in the Achievement Centre (LSU) while at the same time regarding herself as a member of the team. All pupil referrals were made to her via a member of the Senior Management Team. This LBP had undertaken some of her training alongside the LEA BIP co-ordinators and was organising training within the school. She also managed the audit and expressed the view that this had enabled policy to develop into practice, highlighting areas to be focused on. The head of this school expressed the view that BIP had given the school increased capacity and more strategies for dealing with difficult behaviour. In the second case, the role of the LBP was less clear, principally because it had originally been held by the head teacher, who had only recently relinquished it. The head teacher had been responsible for the audit.

Mixed views were expressed about head teachers taking on the role of LBP. It was relatively rare in secondary schools, although in some primary schools head teachers regarded themselves as the only person in a position to carry out the role. In the primary sector in one LEA, many of the LBPs were head teachers, although overall there were a variety of people in this role, including a Learning Mentor, who was the key link person for the BEST and organised their activities within the school. In another school, the LBP had previously been an LSA. She co-ordinated the BIP activities within the school, e.g. liaison with BEST members. One reason given for head teachers not being LBPs was that it was considered difficult for them to give time to the role. In one case where the head teacher was the LBP, attendance at LBP training was shared between the SMT and a Learning Support Assistant (LSA) who had been appointed with money which would have released the LBP from her 'normal' role. In this school, as extensive behaviour audits had been undertaken for Project Achieve and a recent Ofsted inspection had described the behaviour management as '*excellent*', the head was unwilling to implement the DfES audit.

In another LEA, the LBPs were a major part of the BEST. With the exception of one, they were all full-time in the LBP role. While they were based in one school, each

served a cluster of primary and secondary schools. The exception to this had a half-time teaching timetable and was also an assistant head and KS1 literacy co-ordinator. Each of the LBPs had a team which consisted of LSAs, Learning Mentors and Pastoral Support Officers. In all but one case, the LBPs had a previous role involved with inclusion and behaviour and were already known to the schools, although not necessarily based in them. In the exceptional case, the role was a new appointment to the school as Assistant Head, for which the teacher had applied. The experience and known credibility of these individuals appeared to be important, as was their senior status (all but one were Assistant Heads).

The managerial role of the LBP was seen as important to the success of the BIP project. In one LEA, there was a major contrast between the manner and extent of the work of school-based members of the BEST team in two schools in relation to the influence they were able to bring and the degree that their work was embedded in the functioning of the school. In the school where team members felt less successful, they themselves attributed this to a lack of leadership by the LBP, which in turn was seen to be a direct result of his very heavy commitment to other roles and teaching within the school. Overload of the LBP was common in schools and constituted a major obstacle to the successful implementation of BIP initiatives. For instance, in one school, the LBP was the BEST co-ordinator for a cluster of schools, Assistant Deputy Head in charge of inclusion and for most of the Summer term took on the role of SENCO because of staff absence. The SMT were unresponsive to requests for a reduction in responsibilities to enable sufficient time to be given to the role of LBP.

The impact of having someone in the school with the responsibility for behaviour was considerable. Having clear behaviour policies and structures for referring pupils provided clear guidance for teachers. In some schools, pupils were more aware of how they could access help and some pupils felt able to approach the LBP and ask for support. There seemed to be no stigma attached to asking for help. Overall, the behaviour audits and the recruitment of Lead Behaviour Professionals raised the status of pastoral support and behaviour management in schools.

In one Phase 1 LEA, all the secondary schools appointed an LBP along with an additional member of staff, for instance, a learning mentor. However, in some cases the LBP had insufficient time to carry out the role effectively and in some of the schools there was a reluctance to appoint an LBP as it was believed that some staff would pass on all responsibility for behaviour in the school to that individual.

Some, but by no means all LEAs had LBPs in primary schools. In one such primary school, the appointment of the LBP was felt to be the most beneficial element of BIP, the one having the greatest impact. The LBP was present on-site all the time and was able to work to change the culture of behaviour in the school. In another school, the LBP, who was a Year 5 Teaching Assistant, had set up a reading club with the help of the BEST. A series of lunch time games and structured sports had been set up and the training of Lunchtime Organisers for different areas of the playground alongside the BEST play worker had been undertaken. The LBP had been appointed as the Key Worker for 3 children involved with BEST. Since the inception of BIP there had been

fewer behavioural incidents and it was felt that as a teaching assistant he had a rapport with pupils which enabled him to interact with them in a different way to teachers.

Examples of LBP roles and work

In one LEA where there were no primary LBPs, the LBP was also the BEST manager and worked in primary schools as well as in the secondary school where he was based. The LBP role was very much concerned with whole school issues, analysing data, looking at collaboration and working on developing first day cover for pupils excluded from primary schools. Brokering played a substantial part of his role. He also attended the school's Social Inclusion Board. This was a forum for dissemination of any matters which were related to helping to retain pupils in school. The LBP used this forum to influence policy in the school and to establish clearly what was meant by inclusion. He influenced the way in which the school developed its support systems, asking questions about how the school integrated its systems for the benefit and inclusion of challenging pupils, whereas previously the response was to exclude. Pupil monitoring was an example of this - looking at the traffic-lighting for pupils at risk or non-attenders. The way in which this sort of monitoring was used changed with the advent of BIP/BEST and this was incorporated into the Social Inclusion Board (which was already in place) where data was used more often and more systematically. Staff who worked closely with the LBP indicated that his energy and drive were very important to the success of the role. He had been responsible for establishing, in collaboration with the Youth Service, the off-site centre which provided both first day cover and alternative curricula and, together with the head of ICT and the Deputy Head, he was successful in putting in a bid to gain a bank of computers for the centre through an urban regeneration fund. In the primary schools, he undertook classroom observation of pupils and used his brokering skills with the EPs in order to get Galvin model training into the schools. He was instrumental in managing the work of the BESTs, for instance, the CAMHS workers' provision of Webster Stratton training for parents. In addition the LBP had an LEA role in analysing data and providing the information to area meetings which included non-BIP schools. He continued to teach a small number of lessons in the secondary school and closely monitored the timetables of the BEST team. Considerable emphasis was put on transition with pupil screening examining self-esteem and identifying difficulties early. The LBP also undertook transition interviews in primary schools.

In another LEA, the LBP had visited other LEAs prior to providing training for school staff. He used comparisons of exclusion figures with other schools in discussions with schools in his LEAs which 'had made people think'. The alternative of an extended day for excluded pupils (3pm-6pm) had been introduced and it was felt that this had changed staff attitudes. 'Behaviour for Learning' (based on Assertive Discipline) was introduced as a result of the LBP's visit to schools in another LEA. This was anticipated to deal with the 'niggling bad behaviour in class'. The LBP role was viewed as managerial and interventionist and one in which the use of data e.g. relating to persistent offenders, was crucial. It was hoped that as a result of early intervention by BEST in primary schools a stage could be reached where pupils would not be referred in the secondary school.

In one LEA, the BIP funded LBPs in the primary schools, which enhanced the extent to which whole school approaches were adopted. In one case the LBP was a very experienced non class- based Deputy head who was also the SENCO. In another primary school, it was felt important that the LBP was different from the SENCO, although the teacher concerned was a full-time Year 3 class teacher. In another LEA, although the LBP was also a Year 3 class teacher, he was able to lead staff meetings, train teaching and lunchtime assistants about behaviour management in the playground, and set up contact with other agencies and provide sessions on solution focused work. In this case, there was no regular remission from the LBP's teaching role, but BIP money was used to provide 'cover' for specific tasks, for instance, preparation to lead staff meetings. One important function undertaken by some LBPs in primary schools was to provide support for 'at risk' pupils during lunch time. The additional support enabled them to avoid confrontations and ensured a calmer atmosphere in classrooms after lunch.

Example of the LBP role in a primary school

Much of the primary BIP work was undertaken by staff in the school, rather than staff external to the school. In one school, a whole school approach was adopted, although individuals were also supported. This was largely as a result of BIP funded LBPs being in place. The impact of BIP was reported to be dramatic. Training was provided for the whole school, which included Teaching Assistants and playground staff, and particularly for NQTs. The training included strategies to help those having problems and to establish a code of behaviour. The code was based on respect. During KS1 children were taught how to behave. The KS1 teacher used a digital camera to take photographs of models of good behaviour, which were then displayed. Behaviour in the playground had been a major part of the BIP programme. This involved Year 5 and 6 pupils in peer negotiation training. Children also learned about making choices and accepting responsibility for their own behaviour. The whole staff adopted the same code of behaviour and better communication developed between playground and classroom staff. Parents were informed of the code of behaviour as there was a perceived need to involve them more. Much of this work was initiated by the LBP and implemented as a result of the LBP being able to engage the SMT. Both NQTs and teachers new to the school were made aware of a school's behaviour code on their arrival in the school. The major impact within the school was that staff were consistent in their behaviour, pupils were aware of this and knew what was acceptable and unacceptable behaviour across the school. As a result staff felt that the school had become more relaxed. They attributed this to the role, influence and training provided by the LBP.

Across the programme, where staff had experience in a similar role ,they had more influence and were able to take on the role of LBP with greater confidence. Other staff required considerable professional development activities in order to be effective. Notwithstanding these differences, schools were positive in their feedback regarding the LBP role. Where there was pressure from the LEA on the LBP to maintain pupils in school, there were reports of excessive stress on staff and training for teachers on managing challenging behaviour was felt to be necessary. In one LEA, the BIP team viewed the role of the LBP as strategic and key to implementing effective and sustainable whole school practice in the areas of behaviour and attendance. In this LEA,

the role of the LBP was reinforced during training days and soon became clearly established. LBPs fed news and information back to staff and in most schools worked together with Learning Mentors and other support workers all of whom were viewed as key to the success of BIP.

The most common difficulties occurred with head teachers some of whom were very resistant to change even when they were presented with evidence indicating that it was necessary.

Summary

The behaviour audits, although there were some initial difficulties with the length of time taken to complete them and the appropriate analysis of the data, were useful in enabling schools to identify where they needed to focus their resources. They provided evidence on which to make changes to improve behaviour. The role of LBPs, particularly in secondary schools, was crucial in raising the profile of behaviour and attendance issues in the school and their impact was greater where they were members of the SMT and were able to challenge and influence whole school practice. At primary level, the role was also valuable, but was taken on by a broader range of individuals, from head teachers to teaching assistants and learning mentors. It was however, also key in facilitating the development of whole school policies and consistency in the way in which schools dealt with behaviour issues.

Chapter 9: The provision of full-time education on the first day of exclusion

This chapter focuses on the ways that LEAs provided full-time education for pupils on the first day of exclusion. This was a requirement of BIP and all participating LEAs made some arrangements, although these varied widely. This chapter describes some of the strategies adopted and considers the benefits and disadvantages of the different approaches.

Implementation

All participating LEAs were committed to the provision of full time education on the first day of exclusion. Some LEAs commented favourably on the impact of different practices, for instance, the flexibility of particular centres, overall regimes and programmes of work, and the way that some centres worked with parents and children, while other LEAs viewed this aspect of BIP as problematic and expensive to implement in relation to its educational value. Some commented that it had led *'to an increase in exclusion figures'*, one BIP co-ordinator reporting that *'schools are continuing to exclude pupils – targets may not be met – the culture in schools is not changing.'* Others reported differences between schools in the extent to which exclusions were ongoing, and where the PRU was used as a means of offering education on the first day of exclusion *'disparity in the use of the PRU between schools'*. From a practical point of view there was *'high variability of pupils requiring the PRU on any single day'* which made management difficult and in some cases the situation was described as *'pressured'*. Phase 2 LEAs also reported difficulties with implementing this aspect of the programme.

Accommodation and costs

In the early stages of implementation of the programme, some LEAs reported problems with finding accommodation for first day educational provision for excluded pupils. Many of these problems were temporary and related to finding appropriate premises, preparing them for use, or delays in building work. Several LEAs commented on the high cost of this provision in relation to staffing and the provision of accommodation which was perceived to be out of proportion to the number of pupils receiving tuition and the length of time that they received it. These LEAs did not see this intervention as cost effective and believed that the funding would be better allocated elsewhere with greater long term impact. In some cases because of the location of the provision pupils did not attend even when places were available. In some LEAs schools had been given responsibility for the organisation of provision for first day education for excluded pupils. This proved an effective way of overcoming resistance to LEA proposals.

LEAs had well established provision for long term exclusion but short and medium term provision proved problematic for a range of reasons. Existing facilities for longer term

exclusees, e.g. PRUs were usually unable to take pupils at short notice for brief periods of time and where they did so it generally proved disruptive to the normal running of the unit. The provision of a designated centre catering for mid term exclusion was often difficult, in part, because of problems in finding a location which was geographically accessible and socially acceptable to pupils. One pragmatic solution was to set up units on school sites. Overall, there was considerable variability in the way that LEAs provided first day education for excluded pupils. The arrangements made included the use of the PRU, reciprocal exchanges between schools, the setting up of internal exclusion centres, the setting up of LEA centres, buying in outside agencies to make provision, adopting a flexible school day for exclusees, and providing monitoring of work undertaken at home. There were differences in the type of arrangements made in secondary and primary schools. The following sections provide examples of the types of arrangements made.

Reciprocal arrangements between schools

In one LEA, one school made an arrangement with the local Grammar school. Excluded pupils were required to attend there, working in the library. They were accompanied by a Learning Mentor who collected work from the excluding school for the pupil to complete. This provision could be made for up to 5 days, after which work was sent to the home. This scheme was reported to be a great deterrent and responsible for improving behaviour. In another school, an arrangement had been made with a partner school on a reciprocal basis. Pupils were excluded to that school. The school employed an 'exclusions LSA' to be the link person between the two schools, to accompany the pupils and to be a mentor. There were also plans to make a teaching appointment part-time to the school and part-time to the PRU. In another LEA secondary schools were paired and provision arranged via "managed pupil exchange". This was reported to be working well and most pupils responded positively, although there were issues related to engaging parental support.

At primary level, one LEA designated 6 primary schools as centres each offering provision on a termly rota basis. Each school was allocated funding for a full-time learning mentor to support this initiative. The learning mentor was trained through the EiC programme.

Internal exclusion centres

Several schools developed internal exclusion centres. For instance, one secondary school had a new purpose built centre (ACE), which was additional to and different from the Learning Support Unit (LSU). Pupils were referred to the centre rather than being excluded. This applied to both KS3 and KS4. The LSU tended to work with pupils in relation to long-term preventative work while ACE made short-term provision. A software package was used to identify pupils with difficulties. Any pupil about whom 3 teachers expressed concern would receive intervention through the centre.

In another Phase 1 LEA, a school set aside an exclusion room. Pupils received an official exclusion letter and parents were telephoned to inform them about the situation. Parents were able to choose whether their child attended the centre or stayed at home.

The exclusion room had a range of curriculum resources and classes began at 9.30am. Pupils were off site during the lunch-time break which was set at a different time to the rest of the school and when they returned they stayed until 4pm, later than the rest of the school. Exclusion rates were high since the school had a zero tolerance level relating to strong language and if pupils accrued 30 conduct slips or were engaged in fighting they were excluded. There were some problems relating to the combination of pupils in the centre at any one time. To overcome this some pupils were supervised by the Head of Year and some in the centre. The school viewed this as highly successful for dealing with short-term exclusions. Where pupils were perceived as at risk of long-term exclusion the Learning Support Centre developed individual programmes to work through specific issues. The exclusion centre was perceived to act as a real deterrent and pupils were reluctant to return to it leading to an improvement in behaviour. Evaluation sheets for parents and pupils provided feedback about their experiences.

In another LEA, schools had developed a similar approach setting up a designated referral room which was initially staffed by teachers on a rota but eventually had a full time member of staff. Pupils 'referred' were excluded for a fixed period. The room was well resourced and pupils were given work to complete. Pupil responses were variable. In the unit most were well behaved but on returning to their class some continued to exhibit poor behaviour. For others referral had a deterrent effect. The school was exploring how it could support pupils who were continually 'referred' to prevent subsequent fixed or permanent exclusion. Adopting a similar approach, some LEAs were providing internal provision for the first days of exclusion at secondary level through Learning Support Units. This was problematic because it was not sufficiently distinctive as 'exclusion' and the role of LSU became blurred, although in some schools Learning Support Units were seen as reducing the numbers of exclusions, for example, one LSU was described as '*a disincentive to poor behaviour*'. Using the LSU in this way was contrary to DfES guidance and because of the blurring of roles was relatively ineffective.

In primary schools there was often not a physical exclusion centre but Learning Mentors, Pupil Support Officers, or members of the BESTs supervised pupils on site. In some cases one learning mentor was shared between a cluster of schools, in other cases schools were allocated, or provided additional funding, to have a learning mentor in each school.

External centres for fixed period exclusions

Several LEAs set up centres external to schools to provide pupils with education on the first day of exclusion. One Phase 1 LEA leased Youth Centre premises which were staffed by Youth Workers for short term exclusions. The centre built up a lot of resources for projects and students usually stayed for between 2-14 days, although the average stay was 6-7 days. 80% of students were in Year 9 and there was a fairly even mix of boys and girls. The centre had capacity for up to 12 pupils. There were problems when several pupils turned up simultaneously and also dealing with the mix of pupils coming from different schools. The centre also accommodated pupils who had not been excluded but needed a break from school and specific help with literacy skills. There were very few re-referrals to the centre and behaviour at the centre was generally good.

Success was perceived to lie in providing the pupils with an opportunity and the space to talk. Following attendance at the centre each pupil was provided with a report to assist in reintegration. The provision was flexible and generally well supported because it took the pressure off schools. Centre staff noted that there were differences in the lengths of time for which schools sent pupils for similar incidents and also in the amount of information provided by schools. As a result of the existence of the centre, exclusion was viewed by pupils as a punishment whereas in the past they had simply been able to stay at home. One head teacher indicated that the level of exclusions had increased because of the availability of the provision. It had become a useful tool in managing behaviour particularly because pupils did not want to return to the centre. In addition, parents reacted positively and were taking exclusion more seriously than when their children were asked to stay at home for a few days. Schools referred students directly to the Centre. Initially they had been referred through the BEST but this procedure was too time consuming.

In another LEA, the Youth Service offered provision for education on the first day of exclusion in a designated centre. Pupils were offered activities ranging from anger management to homework support and ICT opportunities including Success Maker. There was some evidence that this was effective for those pupils that attended, although the location and travelling difficulties meant that many did not attend. Some were referred on more than one occasion. Communication with pupils after they had returned to school was difficult and they often felt quite isolated. The two Youth Workers who staffed the centre recognised that they needed to develop stronger links with schools. They had received some training in behaviour management but indicated that more specific support was needed. Although the centre was functional at the time of the visit they reported needing more time in the development stage to liaise with schools and set up resources.

A Phase 1 BIP LEA enlisted the services of a voluntary organisation, Community Links to provide provision for pupils on the first day of exclusion. Pupils attended when exclusion was for more than three days. Sessions were held in church premises and there were up to 18 pupils in any single week. There were four staff, one teacher and three youth workers. The students did curriculum work until lunchtime (English, maths and ICT) and after lunch took part in social activities to encourage teamwork. If pupils misbehaved they had to work all afternoon. Parents and pupils were required to sign a code of conduct and rules were explained and agreed. The staff had links with schools prior to the exclusion but not when the pupils returned to school. The system acted as a deterrent and pupils wanted to go back to school. Pupils reported being pleased with the amount of work that they managed to do and felt really positive about it. While working at the centre their behaviour did improve and some students preferred working in the smaller unit. Some parents wished their children could attend the centre all the time and staff made an effort to work with parents who were struggling to cope with their children. The centre was not successful with all pupils, some were excluded because of disruptive behaviour and staff reported that some needed to be placed in a PRU.

In one school where off-site provision was within walking distance of the school, the centre was also used for alternative curricular provision for pupils who were unlikely to

be able to re-integrate into school successfully. Some pupils attended both the centre and the school.

At primary level, in one LEA, a BIP funded Pupil Development Centre (PDC), which was also intended to prevent exclusion, catered for Key Stage 2 pupils and a similar centre for Key Stage 1 was in development. Three boys in the PDC had experienced fixed period exclusions in the past, including one excluded from another school for drug and solvent abuse. The PDC functioned on a part-time basis for 4 sessions, as there was a wish to avoid pupils being out of the classroom on a full-time basis. Much of the work undertaken was concerned with the development of life skills for pupils at risk of becoming disaffected. Developing linguistic skills and raising self-esteem were the priorities.

The use of Pupil Referral Units for short term exclusion

In some LEAs, the PRU took on the task of providing education on the first day of exclusion. In one LEA schools provided fixed period provision for days 1 and 2, pupils were then sent to the PRU. Schools could send pupils to the PRU for first two days but they had to provide the staff for this. Transport to the PRU was generally provided by the LEA. Primary and secondary school pupils were separated from each other and from the long term PRU students. While students attended the PRU they were monitored, weekly reviews were held, and systems of targets and individualised work set in place. Schools received an end of placement report about attendance, work and behaviour. Some of the pupils had learning difficulties. In theory schools should have set work to be completed but in practice the work set was often inappropriate and did not support an improvement in behaviour. The PRU staff tried to provide a more appropriate curriculum and aimed to develop social and team skills. All the pupils participated in an anger management course, although three days was not sufficient for this to be completed. While the system generally worked well it proved difficult to predict the possible numbers of students attending at any one time. Some of the pupils expressed a preference for staying at the PRU rather than returning to mainstream school.

In another LEA, at primary level first day provision was organised centrally, through an extension of the primary PRU provision. Primary schools liaised with the behaviour and learning support service. Where pupils did not attend or where the exclusion was long term, the Education Welfare Service took responsibility for providing education.

Changes in the timing of the school day

Some LEAs and schools innovatively rearranged the school day for excluded pupils requiring them to attend at different times to the other children. For instance, in two extended schools with a continental day from 8-0 to 1-30 the first day provision for excluded pupils was in the afternoon from 1-30 to 6-0. Work was supervised by Learning Mentors. In another LEA, secondary schools operated a 'flexible day' for fixed period exclusions. The length and timing of this was left to schools to organise, with pupils attending possibly from mid-afternoon until 5.30pm-6pm (these being the prime times identified by the police for crimes being committed). This was an expensive arrangement as it was necessary for pupils to be supervised by two adults. However, it

was regarded as a strong deterrent. Pupils found the work very intensive and figures for fixed period exclusions for one of the schools operating the system reduced dramatically over a one year period from 119 to 18. Another school in Phase 2 BIP set up an after college group. This was also very successful in cutting down the number of exclusions. The challenge was to be able to provide staffing. There was also an Outreach tutor who worked with children, an extension for the LSU, and alternative timetables for Year 11 pupils.

One secondary school reduced fixed period exclusions dramatically through the use of a Time Out room. This isolated pupils from their peers during break and lunch times. A system of 'Extra Time' learning was also used which involved the pupils coming to school from 3pm to 6 pm. The extended day system allowed pupils at risk of permanent exclusion to remain in education at school, while at the same time '*giving the school, the kid and the parents a break*'. One Year 8 pupil, who had problems at home brought his younger brother to the Time Out room and the system also attracted Year 10 non-attenders and was being considered as a way of getting them back into school. The extended day was staffed on a rota basis organised by the SMT who were anxious to improve behaviour in the school.

Staged procedures

Several LEAs adopted a staged process, where pupils spent the first few days of exclusion in school, then transferred to a centre. Long term exclusion was usually catered for by the PRU.

Responsibility devolved to schools

In some LEAs the responsibility for arranging education for the first day of exclusion was devolved to schools. In one BIP Phase 2 LEA, most schools had set up internal exclusion centres. When this was not perceived as appropriate schools sent pupils out to work with other agencies such as Community Mentors, or other schools took them on. Another approach was supervising work at home which accounted for the first day of exclusion in most cases. Schools were given funding to provide supervised first day cover. If exclusions were reduced this money could be used in other ways, for instance, for Family Support Workers, Learning Mentors, or other additional support. This model was reported by school to work well except for pupils whose behaviour was extreme and who had displayed violence, particularly towards members of staff.

Varied provision in clusters of schools

In one of the Phase 2 LEAs each cluster of schools developed its own provision consisting of in-school support, the use of outside providers, and reciprocal arrangements between schools. In addition to this the PRU provided places for those young people whose behaviour could not be managed within the locally organised provision. Dealing with exclusion in this way led to an increasing recognition that the young people belonged to the school not an individual teacher and that they should be maintained in the school community rather than handed on to another institution. Each cluster adopted a different approach. One cluster extended their LSU and created an

Internal Exclusion Unit which was used for those children at risk of exclusion who were perceived as likely to benefit from several days in fairly isolated provision, and children who had been formerly excluded. In this cluster pupils in years 5 and 6 in linked primary schools also used the internal exclusion centre. In another cluster, there was a base in a secondary school to which excluded pupils at primary or secondary level were transported. The third cluster had internal provision which was not directly connected to the school. The primary schools worked with each other, each having an identified room for excluded pupils with children being sent to a different school for the period of their exclusion. In the fourth cluster a room was identified in a community space where primary and secondary pupils were sent. Primary pupils spent the morning there, but in the afternoon went back to the excluding primary school with support from a member of staff. Similarly, in another LEA, 5 primary schools had jointly funded a Learning Centre with BIP funding. This enabled 2 children from each school to attend in the mornings, returning to school in the afternoon. This had hugely benefited both the pupils and the schools concerned. A further example is given in Box 14 in the appendices.

Another LEA exemplified diversity in provision in different clusters. Some schools employed additional support staff usually learning mentors, some set up exclusion bases within school, while others made partner arrangements. One school offered education before school for 2 hours then after school for 3 hours. All schools put in an extra layer of support. Some set up an in-school exclusion unit before formal exclusion took place, others set up a 'nurture' room so that it did not appear to be punitive. In primary schools these rooms often served a dual purpose enabling staff to develop different methods of working interactively and creatively with children. Some schools purchased interactive whiteboards as a means of introducing creative ways of working. These arrangements had an impact because schools were less likely to exclude pupils as they continued to be responsible for the children after exclusion had taken place. Children who had been into a unit had not enjoyed the experience, disliked it and were determined not to have to return there. In one school where a small number of pupils were frequently excluded the numbers of exclusions had reduced. Despite the success of the initiatives, there was initial resistance in schools to making the changes. In one cluster head teachers actually refused to participate and it was necessary to involve DfES personnel to ensure that requirements were met. It also took some head teachers time to understand that they could not simply send work home and collect it in order to provide first day education for excluded pupils.

A similar pattern of provision was in evidence in another LEA. Measures included parental supervision of set work with monitoring visits by school staff; excluded pupils receiving education on the school site; some education taking place on site but out of the normal school day; and some sharing of excluded pupils by neighbouring schools. The BIP co-ordinator acknowledged the benefits of this in that the children's education was continued and children could no longer regard exclusion as an unofficial holiday. All schools in this LEA found the concept of supporting pupils philosophically sound, although the administration of such a system proved very difficult and time consuming. There were also initial difficulties with the concept of excluding pupils but keeping them on site. In this LEA this measure was the most contentious part of BIP but it was a condition of receiving BIP funding. Overall, schools did, for the most part, suppress the

inclination to exclude but in some cases this raised problems with staff and parents of victims who viewed exclusion as a significant punishment which was not being used.

Summary

Many LEAs indicated that the basic principle of providing full-time education on the first day of exclusion had been very difficult for the schools to realise. In some cases there were difficulties in getting support from parents and governors. Schools also reported that for the benefits which accrued, which they felt to be small, it was extremely expensive to implement. There were issues relating to the provision of staff, the expense, and the provision of appropriate accommodation. However, the policy had forced schools to focus on issues relating to exclusion and its prevention. The ways in which LEAs and schools implemented policy varied widely depending on local circumstances. In most cases, despite initial difficulties, the provision was working successfully and in many cases had acted as a deterrent serving to improve behaviour in schools. Particularly successful were initiatives where schools shared provision.

Chapter 10: Alternative curricula and extended schools

This chapter will consider the role of alternative curricula and extended schools in the Behaviour Improvement Programme and their impact on behaviour and attendance. Compared with the funding allocated for BESTs, behaviour audits and LBPs, a relatively small proportion of money was set aside for implementing alternative curricula. Initially, in Phase 1 BIP, there was not an expectation that funding would be used for extended schools, although this became a later requirement. This meant that it was impossible to undertake evaluation visits to extended schools as it was too early in their development. In the Phase 2 BIP evaluation, extended schools were under development but visits were only undertaken at LEA level and not to individual schools. The evidence relating to extended schools developed as part of BIP is therefore limited.

Alternative curricula

About two thirds of LEAs participating in Phase 1 and Phase 2 of BIP reported using funding to support alternative curriculum developments. Interventions included whole school initiatives targeted at curriculum development at primary and secondary level, the development of Notschool.net and other ICT initiatives. These were referred to as particularly successful by a number of LEAs. Specific reference was made to Notschool.net. and Skill Force which had operated to reduce permanent exclusion from school. Extended schools were not part of the initial specification for BIP and at the time the research was undertaken none of the Phase 1 BIP schools had fully functioning extended schools. The BIP Phase 2 schools had further progressed this aspect of the Behaviour Improvement Programme but the extended schools were still only recently designated.

Notschool.net

Notschool.net is an on-line education service which provides education on-line for children who for a variety of reasons are unable to attend school. Notschool.net was utilised by a small number of LEAs. In one, free places were offered to all BIP schools. Every pupil taking up a place at Notschool.net in the previous academic year had achieved a silver or gold Award Scheme Development and Accreditation Network (ASDAN) award. Pupils were recruited directly through schools, via social services or EWOs. Some of the pupils were reported as taking GCSEs. This provision was viewed favourably in the LEA because for the particular pupils involved there was no alternative. One pupil was to progress onto not.university. LEAs reported some difficulties in that they needed more information about Notschool.net but for some young people it provided an alternative to education which was very successful (see Box 15 in the appendices).

On site alternative curriculum

In one LEA, alternative curricular provision was made at an off-site centre within walking distance of the school. The teacher in charge continued to teach a small number of lessons in the mainstream school. The centre was a joint venture with the Youth Service, who owned the building and provided a full-time Youth Worker. In the opinion of parents as well as staff, the centre had managed to retain pupils within the education system who might otherwise have been permanently excluded. At the time of the visit the centre had twelve Year 10 pupils and six Year 11 pupils. For some Year 10 pupils who had been regular excludees and who said they '*couldn't wait to leave school*' and '*lessons are boring*', the prospect of a work related programme in Year 11 was really important. This, in most cases, consisted of one day of work experience, one day at a college course and three days in school. The latter became tolerable because of the work related programme (see Box 16 in the appendices for a further example).

The more relaxed atmosphere at the centre contributed to its success. Pupils could talk to members of staff at any time. They were encouraged in their work and attempts were made to raise self-esteem. The pupils were treated with respect. There were targets, the first of which was for students to get themselves to the centre. Some students were given quite challenging targets e.g. 5 GCSEs Grades A-C. There were plans to use the existing Year 10 pupils as peer mentors for Year 9 students. All the students had aspirations and the centre gave them an opportunity to realise them in a way in which their school did not. There were links with the school and the opportunity to undertake some lessons there. At the same time there were links to other opportunities. Because the centre remained part of the school and was geographically close, while, off-site, the careers adviser from the school interviewed pupils at the centre, thus maintaining that link. Staff in the centre worked hard at building relationships with parents and the Youth Worker made home visits. Parents saw a difference in their children when they attended the centre. They were motivated to attend. The parents had previously thought that there was no chance of their children making progress. As a result of the work of the centre there had been no KS4 exclusions. There were plans to improve provision at the centre and have maths and English subject teachers teaching there. A successful bid to an urban regeneration scheme had provided the centre with a bank of computers.

Other alternative curricula were made available through a range of outside providers. In one LEA each secondary school was able to assign five pupils at risk of exclusion to such provision. Another LEA worked with Re-Entry, a community based initiative with an educational bias whose main aim was to enable young people excluded or truanting from school to embark upon a programme leading to their return to mainstream education, or access a training programme. BIP enabled the charity to set up their fourth base in a house which had been empty for two years. At any one time 8 pupils attended Re-Entry, with specialist tutors undertaking the teaching and community mentors working on issues relating to poor attendance, the aim being to get students back to school or to find them a place in college. Staff built up relationships with individual pupils and all the people who were involved with them. Staff worked to get to know the community and recruited community members to assist in the renovation of the house. Funding came from different local agencies, members of the community helped as did pupils from the youth inclusion project. The approach was to try to understand the whole community and in addition to supporting the young people encourage the community to grow and develop. There was a mentor development officer who trained

people in the community and this constituted an important element of the work. When young people were referred they were interviewed with their families and key workers. Referrals came from a wide range of different agencies. Pupils agreed to the centre rules, had a two-week trial and then entered into a partnership plan with the centre, pupils and parents signing this. Pupils attended for two terms only as the provision was seen as providing a bridge to other forms of education. Many of the pupils had been out of school for as long as two years and they and their parents tended to have rejected the need for education. The KS3 and KS4 students attended separately each doing 2 days at the centre, 1 day on a joint off-site activity and then 2 days on a placement. Tuition was provided in mathematics, English, drug awareness and sexual awareness. There were links with the police through a citizenship programme and with other services for placements. Staff maintained links with schools and key workers. Pupils were set specific targets and progress was monitored half termly. Staff also ran after-school clubs in primary and secondary schools particularly focusing on social interactions and circle time and worked in playgrounds helping pupils to learn different games. Sixty seven students had progressed through the programme in the last year. Of these 18 went on to college, 15 returned to school, 4 had left the LEA, 13 had moved on to another provider and some were referred back to the LEA. Overall, the project provided a positive means of re-engaging some students with education.

Skill Force

Skill Force is a Ministry of Defence (MoD) sponsored youth initiative, jointly funded with the DfES, which offers 14-16 year old students a key skills based vocational alternative to the traditional curriculum based on a wide range of practical and life skills activities. Where it had been adopted Skill Force was appreciated in schools and described as *'popular with pupils'*, *'well received in secondary schools by pupils and teachers'* and as a *'well organised and impressive group offering innovative approaches to teaching and learning to meet the needs of disaffected pupils.'* It was highly regarded in schools and in a number of cases was becoming a curriculum option for all pupils. Skill Force personnel viewed this arrangement positively as previously, in the majority of cases, pupils had tended to be allocated to Skill Force only if they were considered to be disaffected. To create an appropriate learning climate for a totally disaffected group was perceived to be extremely problematic. Skill Force personnel indicated that the experiences that they had to offer were appropriate for a wide range of pupils.

The Skill Force personnel who were interviewed were line managed within the LEA by LEA personnel, as well as on a regional basis by Skill Force. This did not appear to present any difficulties and the LEA management was appreciated. However, the extent to which Skill Force personnel engaged with BIP, and in particular the BESTs varied. In one case, where Skill Force personnel identified the desirability of receiving a particular sort of training in behaviour management, they were unaware that this had been provided very recently for all BEST personnel, including the police. In another case, Skill Force had attended training with BEST, regular weekly meetings had been held with school LBPs and some work had been undertaken at the request of BEST team members. Overall, Skill Force appeared to be working well (for a fuller evaluation see Hallam et al., 2003).

Extended schools

Extended schools were not part of the Behaviour Improvement Programme in the initial stages of Phase 1 of BIP. LEAs had not included funding for them in their budgets and none were operational at the time of the research. In Phase 2 of BIP a number of extended schools were part of the programme but at the time of the research were only in the early stages of development.

In one LEA, one of the four BIP secondary schools was designated as a Full Service Extended School (FSES). At the time of the research the FSES had approached 20 different agencies with a view to them being based in the school. The aim was for the local population to see the school as a focus within the LEA, and for families to have easy access to the agencies based in the school. The FSES, which happened to be a sports college, was intended to function as a community centre. The school was open for 48 weeks, possibly for 7 days a week, with extended hours and was regarded as a model of good practise for the other BIP schools, in terms of the management of the multi-agency approach. In another LEA the Full Service Extended School coordinator was also the BEST coordinator. A variety of services including health, occupational therapy, housing and police were to be based in the extended school with links with the retired community, Positive Activities for Young People, and activities currently run through Connexions. There were also activities during the school holidays and in-service training for staff. In another LEA the extended school was viewed as being the focus for all the schools in the cluster and a key aim was to develop links with the primary schools. Extra curricular activities associated with the extended school involved after school music activities, a physical education club, art, healthy living activities, a parent and child reading club, a wildlife club, and taster sessions with Adult Education in relation to healthy eating. Another extended school provided the base for the transfer mentor who was responsible for supporting primary pupils moving to the secondary school including arranging events in the summer holidays.

Summary

Compared with other aspects of the programme relatively little emphasis was given to the development of alternative curriculum. Where alternative curricula had been implemented they appeared to have had a positive impact on disaffected pupils' learning and personal and social development. The extended schools programme within the BIP was in the early stages of development at the time the research was undertaken. Drawing conclusions about its impact is therefore not appropriate, although the agencies involved were similar to those engaged in BESTs and complemented other school based initiatives.

Chapter 11: Attendance and safer schools

This chapter outlines initiatives focused directly on attendance at school and the role of the police in schools in relation to the Behaviour Improvement Programme. As we saw in Chapter 3, although most LEAs had developed initiatives to improve attendance at school, relatively little funding was directly spent in relation to improving attendance. Despite this attendance improved in BIP Phase 1 LEAs more than in all other groups of schools including those acting as controls. The qualitative data suggests that the impact on attendance was not solely caused by initiatives targeted at reducing truancy but rather by those which tackled causes rather than just symptoms.

Attendance

Most of the Phase 1 and 2 LEAs reported developing initiatives to improve attendance at school. These included truancy sweeps, the development of materials to promote good attendance, e.g. videos, ICT initiatives within schools, the placement of Education Welfare Officers (EWOs) in schools, rewarding pupils for good attendance, and naming and shaming staff who had not followed up non-attendance. BEST EWOs in most LEAs, who were additional to the 'normal' complement, indicated that they were able to undertake preventative work, have greater contact with families and spend more time in schools than they would have been able to do in their previous role.

Truancy sweeps organised under the auspices of BIP variously involved a range of people, not only EWOs, members of the Youth Offending Team and the police, but, for instance, Housing and Estate Managers, City Guardians, Transport for London, Parking Attendants, and the London CCTV team.

Work in schools often involved the use of technology, e.g. Electronic Registration systems such as the BROMCOM system. This generated automatic phone calls to parents when pupils were missing. In some schools, prior to this being introduced it was left to individual teachers or the Head of Year to make such phone calls. The implementation of this system, and others where administrative staff were employed to make phone calls to home when pupils had not registered, generated an improved awareness of attendance issues. Such systems are part of ongoing evaluation by the DfES.

Some schools set up attendance targets for pupils with low attendance. The level at which these were set varied. Some focused on attendance of less than 80% others 90%. In some cases weekly letters were sent to parents of pupils on these lists providing them with full details of their child's attendance and punctuality. This was reported to have a positive impact on the attendance of those pupils. When attendance improved, pupils were removed from the target list. If attendance did not improve, the pupil would be referred to a higher level of action, e.g. home school liaison workers, EWOs. Most parents were positive about this approach and welcomed the school's concern for the child. Police working in schools were also involved in returning pupils to school

following home visits. In other schools, parents and pupils were invited to talk about attendance issues, reminded about the legal position in a supportive manner and given targets for attendance. The LEA was able to identify particular groups of truants in different schools and the funding from BIP enabled a focus on pupils who were not at the extreme of non-attendance.

Where home-school liaison workers were involved in working on attendance issues they were not necessarily funded by BIP. Generally, they worked closely with the Education Welfare Service and undertook home visits. They also had close contact with a range of other agencies, e.g. social services. Their interventions were reported to be very successful in many cases. For instance, in one school, a child had ceased attending school completely. When the background was explored, the child was found to have been overwhelmed by the curriculum, fallen behind with work, and been unable to cope. The school put in place a flexible timetable, provided support and the pupil returned to school and ultimately took six GCSEs.

Overall, the initiatives were reported to have had an impact on attendance in individual schools. For instance, in one LEA, a secondary school's attendance target had been reached and attendance had improved to 87.5%. BIP had provided an additional EWO, who had made first day visits to the home (first day 'phone calls were also made) and picked up about five cases from each year group because of sporadic absence. This had made a difference. In another school, the BEST had established a 'Late Group'. This consisted mostly of Year 4 and 5 pupils. The children in the group were rewarded for arriving at school on time. One pupil said *'It's really helped. I help my Mum with the clothes at night so they're ready for the next day and set the alarm'*. In another primary school where procedures for attendance had been 'tightened' with 'phone calls home and best attendance certificates given out at assemblies, unauthorised absence had reduced from 1% to 0.6% and attendance had increased from 92.9% to 93.5%. Analysis of attendance data had resulted in a focus on 15 families. This had involved more EWO time and mentoring time in 10 cases. Work on playground behaviour had helped so that pupils were happier to arrive at school early to play (see Box 17 in the appendices for another case study example).

In one Phase 2 LEA an attendance week was implemented in one cluster to raise awareness of attendance issues. Meetings between teachers, EWOs and families were planned and rewards introduced for pupils. A non-school venue was arranged for parents to meet with a range of professionals to discuss family needs. The event was publicised in the local papers. Four inclusion support workers in the Behaviour Support Team with the support of the EWO worked with children who had been excluded. They interviewed the excluded child, the child's peer group, parents and teachers and using the information gathered explored what would help the child the most and what factors led to poor behaviour with the aim of changing the system to support the child as well as changing the child.

In a BIP Phase 1 LEA the funding had enabled the appointment of more EWOs leading to a service known as EWO plus, i.e. work that was beyond case work. This included supporting schools in developing whole school strategies, assembly work, policy writing, working with staff to put policies in place, speaking to parents if pupils arrived

late, and staff training. BIP funding enabled the service to develop beyond what it had previously been able to achieve. The data gathered from schools were more accurate and the funding had enabled the use of ICT to support attendance. Where there were issues of poor health school nurses were recruited to work with families. Voice Connect was used to support a first day response to absence, at secondary level all schools had Voice Connect Plus which provided text, email and voice messages while some primary schools had Voice Connect which provided text and messages. The systems were used to contact parents on the first day of absence often by text. They also sent congratulation messages. This had a really positive impact. Some schools used the system to text older students and even sent positive messages directly from the head teacher. The use of positive reinforcement was very effective. Parents improved their level of contact with schools and the need for follow up phone calls gradually reduced. The system reduced the number of pupils taking the whole day off for dental or other appointments. Parenting classes were also being supported through BIP. One of the issues raised by EWOs was the difficulty that they experienced when they felt the need to challenge schools about aspects of their practice. This was particularly acute when they were based in schools.

In one LEA, the council funded an electronic registration system demonstrating local political commitment to improving attendance across the whole LEA. All schools were included and attendance was monitored on a lesson by lesson basis. Schools were expected to feed in their data to a central database on a weekly basis. In another LEA additional EWO provision was established across all cluster schools. The Family Liaison Officer co-ordinated family learning programmes and parenting classes, including Triple P activities in one cluster. One LEA used BIP funding to support the work of a voluntary group called Re-Entry, a community based initiative which enabled young people excluded or truanting from school to embark upon a programme leading to their return to mainstream education or access to a training programme. This programme was successful in returning a substantial proportion of students to education.

Safer School Partnerships and Police in Schools

Over half of BIP Phase 1 LEAs had implemented strategies which involved police working in schools. In many schools there was initial reluctance to have a police officer on site. In some cases there had been bad publicity relating to the scheme and in other cases a lack of appropriate planning. In some schools there were concerns that the initiative might criminalize pupils' behaviour. These difficulties were transitory. As the programme developed there was evidence that this aspect of the project was overwhelmingly successful. The police were described as '*highly regarded*' and '*flexible in approach and attitudes*'. Schools were reported as being positive '*despite early anxiety*'. Some LEAs experienced difficulties with recruiting police officers to work in schools.

There was wide variation in the way the police worked in schools including:

- Police who during the course of their beat were required to call into schools on that beat and report back to their inspector. Their role was largely seen as a 'policing' one;

- Police who were in school on a regular basis, whom pupils recognised and who recognised pupils if they were out of school, thus deterring truancy. These officers were often involved in citizenship lessons;
- Police who had a physical base in a school and whose roles included being available to offer advice or support on a 'drop-in' basis for staff and students, working with the BEST, attending BEST meetings and training, and attending reintegration meetings. They also undertook 'policing' activities;
- Police who worked as active members of the BEST team with specific groups of pupils, for instance, on anger management, or with colleagues, for instance, CAMHS workers developing emotional literacy in pupils or working on a whole class basis in primary schools with an EWO and a Learning Mentor.

Overall the contribution made by the police was welcomed. They were able over time to overcome the negative attitudes of pupils. For instance, in one school the minibus and some computers were stolen. The following day a group of pupils went to see the police officer in school and told her where the minibus was. The minibus was recovered. This was quite a turnaround for the pupils and the school. It would not have happened without BIP.

In another school, a girl had been excluded for 10 days for bullying and subsequently went through a restorative justice process with the Police Officer. The other girls involved now felt safer, and the girl and her parents had had the opportunity to confront and explore some of the issues involved. Without BIP the Deputy Head felt that it was most likely that she would have been excluded (see Box 18 in the appendices for another example of the work of the police in BIP).

Despite this there were some difficulties. For instance, in one cluster a policeman resigned as he felt isolated, had no base, and experienced a lot of resistance from the head teacher. He felt that he had failed, although staff in the school indicated that he was beginning to have an impact. There were also tensions in some schools about the line management of the police officer. In some schools, head teachers wanted control.

In some LEAs in Phase 2 of BIP the Police in Schools initiative was not directly linked to the BIP. However, in one LEA the extended schools project strengthened links with the police, and a new pilot scheme Bullied Partnership was developed which focused on rehabilitation processes and encouraged communication between police and other agencies, i.e. reported anti social behaviour might result in drug abuse specialists being involved.

The role of the police officer in BESTs was often very broad. For instance, in one Phase 2 BIP LEA, the police officer was involved in a wide range of negotiations, home visits, and other activities. The BIP manager was keen to break down barriers between police and community, and between police and other professionals, in preparation for '*every child matters*'. Her vision was to shift perceptions amongst other professionals towards a position where police would be perceived as equal. One police officer worked in each BEST, and his or her 'beat' consisted of the group of schools served by the BEST. The BEST was in some cases led by a police officer. Where this was not the case the police

officer was line managed by the BEST leader. This strategy for connecting to the police force was regarded as a major strength, and was groundbreaking in the LEA.

Summary

Attendance in schools engaged with BIP Phase 1 improved during the first two years of the programme. While some of this may have been due to the interventions targeted at attendance, for instance, the use of computer programmes to monitor attendance and raising attendance as an issue in the community, the interventions undertaken through other elements of BIP are also implicated, particularly those which attempt to address the causes of non-attendance. The role of police in schools contributed to this, and despite initial scepticism in schools was well received and proved effective in reducing vandalism and bullying.

Chapter 12. Supporting at risk pupils, key workers and learning mentors

This chapter focuses on the ways that pupils at risk were identified, the initiatives developed to support them and how they were signed off when their behaviour was seen to have improved. It also considers the role of Key Workers and Learning Mentors in the Behaviour Improvement Programme. Learning Mentors were seen to fulfil one of the key roles in the programme and were highly valued by schools particularly at primary level.

During Phase 1 of the Behaviour Improvement Programme, 50% of participating LEAs were implementing initiatives to support at risk pupils and 41% to develop the role of Key Workers. Five percent of funding was allocated for developing initiatives for at risk pupils. Funding for the provision of Learning Mentors and Key Workers was subsumed within that allocated to BESTs or within school initiatives. In Phase 2 of the programme, all participating LEAs allocated funding directly to schools enabling them, if they so wished, to appoint Learning Mentors, Key Workers or support at risk pupils. Only 6% of funding was retained centrally to employ Learning Mentors in Phase 2.

At risk pupils

The numbers of pupils identified as being at risk varied enormously between schools. In some schools it was over 100. One LEA identified 700 at risk children. The Key Workers designated for this number of children were drawn from a range of professional groups. Many pupils required multiple interventions from multiple agencies and LEAs expressed real concerns about those children who were suffering from immense deprivation in terms of neglecting, abusive parents who may have been addicted to alcohol or drugs. For these children the multi-agency working of the Behaviour Improvement Programme was seen as key to supporting them in the short and long term.

Identifying at risk pupils

Across LEAs and between schools there was little consistency in the way that 'at risk' pupils were identified. Some LEAs had developed documentation which defined the notion of an 'at risk' child. In others, schools identified the children based on need. This decision was sometimes supported by BIP personnel. Even where criteria were put in place by the LEA, schools interpreted them differently leading to considerable differences in the number of pupils designated as 'at risk' between schools with broadly similar intakes.

The criteria in one Phase 2 BIP LEA were under 75% attendance, being excluded on one occasion, having parents who were not connecting with the school, looked after children, children on the Child Protection Register, and children involved with one of

the following agencies: Young Offending, Police, and Social Services. In another LEA assessment was against a range of 'risk' and 'resilience' factors. This model was approved by the BIP Steering Group and endorsed by the Children and Young People's Strategic Partnership. The model was tested in schools before implementation and training was organised through the BESTs. In another LEA an agreed definition of 'vulnerable and at risk children' had been agreed on a multi-agency basis, linking in with pilot work being undertaken in the city on a common assessment framework for use across agencies.

Another LEA adopted an A-B-C model similar to the model proposed in the DfES guidance:

A = pupils at risk of exclusion (Key Worker likely to be a Learning Mentor)

B = attendance difficulties

C = other (intended to allow for identifying social difficulties, etc. Key Worker might be CAMHS worker or someone from outside school).

Guidance was given to schools regarding what the role of a Key Worker might involve. It was felt that the Key Worker's approach should be differentiated. For example, a Key Worker for a child with severe needs could mean that the child would be part of a Learning Mentor caseload, while for another child it might mean that the form teacher undertook particular monitoring. In addition to the guidance, schools were given a grid that was submitted termly which demonstrated who had been identified, and why, and when these pupils were signed off. This grid was cross-referenced with the social services at risk lists. This system was considered to be working very well.

In another LEA the term 'at risk' was replaced by reference to 'vulnerable children'. A three-tier system of identification evolved alongside tracking and monitoring. The pupils were categorised according to set criteria as they moved through the three-tier continuum. At one end of the continuum was fixed period exclusion, at the other was reintegration. This three-tier system was linked to the multi-agency approach, with each tier being associated with support from particular agencies. As the child moved further up the tiers, Key Workers became progressively more involved, both inside and outside of school. This process was facilitated by the expansion of multi-agency services. Communication was sometimes problematic, and lack of it sometimes led to duplication of Key Worker roles.

One LEA implemented, SLEUTH, a data tracking programme for monitoring positive and negative behaviour. This was used to analyse pupil behaviour and identify pupils 'at risk'. For those at risk of exclusion there was an on-site centre staffed by a full time behaviour mentor and an LEA person from the BIP management team. The centre supported 12 pupils who were placed on a flexible timetable spending some time in mainstream school and some in the behaviour support suite. BIP provided the funding to make this possible and those pupils identified had made considerable progress.

In one Phase 2 BIP LEA a working definition of 'at risk' children was those who were on Special Needs Audit, School Action Plus or on a database for non-attendance either because of poor health or long term exclusion. The LEA wanted to improve the identification of children who were at risk of offending, although some of this was

picked up by Youth Inclusion Projects. The BEST worked closely with the YIPs. The Pupil Attitudes to Self and School Index (PASS) was used at school level to identify 'at risk' pupils. At the time of the research the index had only been used for one year but the LEA were looking to continue using this as an indicator of change at school level. In another LEA PASS was linked with the SEN planning system.

Inclusion panels were key to identification in one LEA. The BIP team established criteria which were shared with schools. Within schools there were inclusion panels comprising CAMHS workers, EWOs, Learning Mentors, Family Workers and others. The inclusion panel met on a weekly basis regarding the 'at risk' children and decisions were taken about the level of support required. Children were referred to BEST, via the inclusion panel. In primary schools different systems were in place operating through the BEST. Schools were given criteria by the BEST, identified children from them and referred them to the BEST. The BEST felt that it was important that children with emotional well-being problems should be identified as well as children who demonstrated behaviour difficulties. The BEST worked with individuals, groups and at the whole school level.

In some LEAs criteria were established at school level. In one Phase 2 LEA pupils were identified through current pastoral systems, BEST and the Vulnerable Pupils Co-ordinator. In another LEA every school had their own 'at risk' criteria, although most were based on ideas passed on through BIP. Generally youngsters at risk of exclusion and with identifiable vulnerability whose behaviour led schools to have the greatest level of concern were those identified (see Box 19 for a further example of identifying and working with at risk pupils).

Key Workers

A number of LEAs in Phases 1 and 2 expressed concern about the clarity of the role of Key Workers. Across the programme, a range of staff undertook the role of Key Worker, e.g. home liaison worker, connexions worker, learning mentors, member of BEST, and the form tutor. The allocation of Key Workers depended on arrangements within the LEA. These varied from being tightly structured with careful monitoring and record keeping of progress to being relatively informal. In some cases Key Workers were allocated on the basis of expertise in relation to the nature of the difficulty that the child was experiencing, e.g. behaviour problems, bereavement, immigration difficulties. In some schools the Lead Behaviour Professional worked with all pupils who were at risk taking responsibility for monitoring their progress. Regular meetings were usually held to assess the progress of pupils.

In one Phase 2 LEA schools used a wide range of adults as Key Workers ranging from Senior Leaders, Heads of Year, Teachers, Teaching Assistants, Learning Mentors and Social Inclusion Assistants, the latter mainly appointed through BIP funding. In another LEA, the composition of the multi-agency teams determined who became the Key Worker. The LBPs and the multi-agency teams attempted to identify the 'right' person to work with each child. In another LEA, Lead Behaviour Professionals identified at risk children as high, medium, or low risk. Each child had a Key Worker usually the LBP. Every month Key Workers and LBPs met regularly to express concerns about at

risk children and to establish how progress could be managed strategically. In secondary schools where there were large numbers of children it proved difficult to make meaningful plans. The BIP coordinator had to help schools look strategically at how to work through the issues.

Generally, LEAs did not have difficulties in identifying Key Workers. The problems were associated with the nature of the role itself. In some cases the term 'Key Worker' was deemed to change some workers' terms of employment and job description and was under review by unions.

Supporting at risk pupils

The nature of the support for at risk pupils varied depending on the particular problems being experienced and what was available. Many of the initiatives have been described in previous chapters. Specific examples are provided here of work with groups of pupils. In one LEA, support was given by the BEST Learning Mentor to a small group of Year 7 boys with personal and family difficulties. The boys indicated '*we needed help*'. One, who lived with a guardian and did not see his family had '*run off*'. The pupils interviewed had been excluded, one for 4 days and the other for 5. They had been invited to spend two double lessons per week for 8 weeks with a BEST worker who '*sits down and talks and listens*'. The pupils were able to walk out of a lesson where they felt uncomfortable and find the Learning Mentor. There had been an agreement of confidentiality and the boys had '*let their feelings out instead of them building up inside*'. They reported that '*sometimes teachers don't listen to your problems*'. Health related issues, such as smoking and alcohol abuse, had been discussed in the sessions. One of the boys said he was inclined to go '*too far*' in class. In maths he felt he was pushed too hard and had to try very hard to keep his temper. His behaviour had improved since attending the sessions and he wished they could continue. Similar group work was undertaken by a BEST Learning Mentor with a group of Year 5 and Year 6 pupils. In this case there had been an additional focus on puberty.

Another group of Year 7 and Year 8 pupils, who had been noticed because of their deteriorating behaviour, had attended sessions to help them cope with bereavements. They played games with a word dice and discussed their feelings about happiness and sadness. They kept journals in which they responded to questions about their feelings by drawing or writing. A Year 8 girl, vulnerable because she had been abused, was being bullied and had been excluded for truanting. Both she and her mother were supported by the CAMHS worker from the BEST. The nurse from a BEST had worked in a primary school with small groups of low self-esteem pupils from single parent families.

At primary level, a group of boys who had been identified by the Head of Year 6 were involved in a Healthy Living project run by a BEST Learning Mentor and a social worker. They were also involved in a link transition project which involved pre and post testing of reading. This had outstanding results. The boys described the work they had done as '*brilliant*'. They had clearly gained in confidence. They had met in the Centre at lunchtime, talked about their feelings of being shy, and had discussed their concerns about transfer to secondary school and the changes which would occur at puberty.

In one school, a Year 5 drama group provided by the BEST was highly regarded. The group was devised to support a pupil at serious risk of exclusion whose welfare may have been at greater risk if she spent more time at home. Teachers reported that the confidence of the group was boosted by the activity and that pupils previously lacking in communication skills had begun to engage in discussion. The pupils acted out what they should and shouldn't do and had learned about people being really sad. One pupil said *'I'm confident. I've got my good behaviour certificate. The drama group helped me to control myself'*. Another said, *'I used to have problems being bullied but I've learned to calm myself down and to think that you may be hurting me but you're hurting yourself as well.'* In some ways the group benefited other pupils more than the identified individuals.

Signing off 'at risk' pupils

While most schools and LEAs had procedures for designating pupils as 'at risk' many had not developed mechanisms for signing pupils off. However, some interventions, for instance, anger management courses were generally for fixed periods of time and in some cases counselling operated on rolling programmes of 6-8 weeks. In one LEA a social inclusion panel was developed which was addressing these issues. Another LEA signed all at risk pupils off after 6 weeks. If they were still considered at risk they were reassigned. In another LEA, children were signed off when they met specified criteria of behaviour, attendance or exclusion.

Learning Mentors

Learning Mentors were *'valued by schools as bringing a variety of experience to school and the ability to spend time with individuals and parents'*. They were perceived as *'working well'*, *'placing control and accountability in schools'*, and giving *'schools a valuable resource'* in addition to resulting *'in fewer exclusions.'* They were particularly appreciated in primary schools. Overall their work was seen as valuable and successful. The role offered flexibility enabling them to focus on particular needs as necessary. They contributed substantially to reducing teacher stress having the time to undertake tasks in relation to individuals or small groups of children which the teacher was unable to do.

In primary schools, Learning Mentors undertook a wide range of activities. In one LEA, in many schools they were former classroom assistants. This facilitated continuity in provision and ensured excellent integration of the mentors into the work of the whole school. Despite this, it took some time to clarify roles particularly in relation to lunch and break time supervision. Head teachers reported that the way the role developed depended to some extent on the individual Learning Mentor and their strengths. Most work focused on 'at risk' pupils but some mentors facilitated improved attendance by following up absences which had not been confirmed by parents, in some cases undertaking home visits. Supervision at breaks and lunch times was a key aspect of their work, particularly monitoring behaviour and diffusing situations. This meant that the teaching sessions following the breaks were not disrupted by poor behaviour. This had a positive impact on teaching and levels of teacher stress. The Learning Mentors had contact with the parents of 'at risk' pupils and in some cases mentors made home visits.

Learning mentors liaised with other agencies, provided one to one support for pupils, provided in class support for pupils, provided a range of out of school activities before, and during breaks and after school and in one case set up a nurture group which undertook such interesting activities that all of the children wanted to attend. Some mentors tried to set up groups for parents, although there were some difficulties in persuading parents to attend. Breakfast clubs were important as many of the children did not have breakfast at home before getting to school. In this LEA, Learning Mentors had received a considerable amount of training which ensured more consistency in the role, than perhaps was the case in other LEAs.

In one LEA where primary schools were able to employ their own Learning Mentors, BIP work started as early as the nursery where it was felt that pupils entered school with poor social skills. The BIP Learning Mentor worked there in the mornings in order to support an NQT. He also worked with parents and was involved in the organisation of playground games in an environment where PE was regarded as a good tool for managing behaviour, particularly with respect to children becoming team players.

Learning Mentors working as part of BESTs were often involved with transition work. In one LEA, the SENCO indicated that she had been provided with a huge amount of information relating to transition, for instance, knowing which pupils would need support, the nature of that support, and the involved agencies. In some secondary schools Learning Mentors worked in the LSU usually supporting individual pupils, although sometimes they worked with groups.

In some cases, similar tasks to those of the learning mentor were undertaken by those with different titles, for instance, Educational Personal Development Workers (EPDWs). These were sometimes partially connected to BESTs. In one Phase 1 BIP they worked with category 1 pupils from cluster bases in schools. They ran nurture groups, worked on anti-bullying initiatives, worked with difficult young people, ran after school and lunchtime activities, circle time, breakfast clubs, drama clubs, IT classes, taught basic social skills and took pupils on trips and residential. One was a drama therapist, one an actor, one a teacher. The team differed in skills and background but together changed behaviour in some pupils. Their role was to develop activities for pupils to reduce exclusion. This included work at the off-site exclusion centre. Schools were initially quite sceptical of the EPDW role and they were not initially viewed as part of the school community. This changed over time.

Learning Mentors reduced the workload of the SENCO and were reported to have a substantial impact on some pupils who would otherwise have almost certainly been excluded. In one LEA, the Learning Mentors facilitated schools in re-examining issues relating to behaviour which led to the training of lunchtime assistants. The Learning Mentors challenged staff and their practices and schools began to approach issues of poor behaviour in a different way, providing equal opportunities for children with SEN. Having a Learning Mentor provided an opportunity for staff to improve their practice. Most parents responded positively, contact with them was enhanced, and they welcomed the additional support. Much of the impact of the Learning Mentors depended on the individual personal skills of the particular mentor and how well they were able to fit in with the school and its ethos. They needed to be able to relate to

parents and pupils, provide an avenue for parents to approach the school more informally than was previously possible, provide pupils with someone to talk to at playtime or lunchtime, liaise with lunchtime assistants, identify possible playground incidents and challenge and support the school in relation to behaviour issues.

Head teachers reported reduced work loads as a result of the work of the Learning Mentors: *'I see less people coming to my office now for a telling off'*. The use of Learning Mentors offered an alternative to more direct punitive sanctions. Staff were better able to cope knowing that a Learning Mentor could be called upon. Learning Mentors followed up unauthorised absence and were able to work with the community over issues relating to religious festivals which affected attendance. They often played a part in transition work and liaised with the school nurse and EWOs. In one school, where circle time, calming strategies, playground monitoring and a room for pupils to go when they were misbehaving were already in place, BIP funding was used to improve ventilation in the chill out room, enhance security measures, and provide breakfast and after school clubs. In some schools where there were difficulties in engaging others, for instance the nurse, police, or EWO, the Learning Mentor was able to assist. For a further example of the work of learning mentors see Box 20 in the appendices. Schools were positive in their evaluations of the activities of the mentors reporting an impact on school attendance, pupil behaviour and as a result of this a reduction in teacher stress.

Summary

Identifying children at risk enabled schools and LEAs to understand the scale of the problems they faced. Although practices varied between LEAs and in some cases schools within them, criteria for identification were established and operationalised. A wide range of different personnel took on the role of Key Worker. In some cases allocation of roles was based on the child's needs in others on working structures. While there were few problems in identifying Key Workers, there was not always clarity about the nature of the role itself. Learning Mentors played a crucial role in BIP working in pastoral roles in schools. In some cases they were members of BEST. Where they were not, they liaised with BESTs, and other agencies also providing important links with parents. In some LEAs the names attached to them differed but the role was similar. Overall, their work was highly valued.

Chapter 13: Early intervention and support for parents

This chapter focuses on the nature of early interventions undertaken under the umbrella of the Behaviour Improvement Programme and interventions which supported parents in managing their child's behaviour. Boxes 21 to 23 in the appendices provide some case study examples.

Early intervention

Most early interventions focused on nurturing groups. These were used as a means of improving behaviour in primary schools. In most cases, they were very successful. Where the groups were functioning at less than optimal levels this was usually because of inexperienced staff who had not received adequate training. Most of the children participating in the groups had extremely complex problems which meant that they were likely to require ongoing support, although this was not always the case. In one school two nurture groups were operating for children aged 3-5 years. Each group consisted of six children, one group took place in the morning, the other in the afternoon. Typically, pupils had problems relating to their emotions, communication, behaviour and interactions with others. Group placement typically attempted to ensure a balance of pupil difficulties. Regular re-integration evaluations were established to monitor progress and all pupils had a target folder based on caterpillars. Most of the children were aware of why they were in the group and of the need to improve their social and communication skills before returning to their class. Most had difficult home circumstances on starting the class, had no way to express their emotions and required support with speech and language. Teachers reported that in many cases their faces were blank with no expression. As a result of the classes they had learnt to smile. The pupils spent some time everyday in their normal class. Typically, they arrived at 9-30, and over breakfast had a news session so that they learned to share information. They also prepared breakfast and washed and dried the pots. As a result of breakfast time activities, their social skills improved. For many this was their first experience of sharing a meal. One child, on her first day, grabbed pieces of fruit and immediately started eating them as she was so hungry. Subsequently, she realised that breakfast would be available every day and was less anxious to guzzle the food. Staff reported evidence of real change in these pupils. They learned to share and learned about their emotions. For example in one news session one little boy said *'I've got some news but it's very bad and it's going to take me a long time to tell you'*. Later in the day he managed to communicate his news.

There were many illustrations of change. One child on arrival at the class did not speak, would not respond when called, and spent a lot of time crying. She snatched toys and would not give them up unless they were physically removed. After membership of the group she was able to listen to and concentrate on a story lasting 15 to 20 minutes. She settled down in her own class, asked questions, and her language improved dramatically with the use of complete sentences and clarity of thought. The support provided for her

speech and language development was successful. She made rapid improvement and it became clear that she had the ability to learn and retain information. This had previously been in doubt. Another child had a mother who had wanted a boy and not a girl. When the child entered the nurture group, the mother dressed her as a boy, had negative attitudes towards her, smacking her a lot and taking her home if she was naughty on the way to school. After engagement in the class, she was dressed as a girl, her attendance improved dramatically and the mother began to feel more positive about her. Sharing concerns with other parents helped the situation. In all of these cases, parents were made aware of the targets for their child and worked with teachers to attain them.

There was also evidence of transfer of skills from the nurture group to the classroom. The behaviour of the children improved in class as did their communication skills. Children were able to concentrate and were more settled, although not at the same level as when in the nurture group. Nevertheless there was improvement. Nurture group staff reported differences in the behaviour of the children after the weekends and holidays. They expressed particular concern about the impact of the summer holidays. The children in these nurture groups had extremely difficult home circumstances and the nurture group provided stability in terms of a safe routine. Staff planned to develop a reintegration scale and map out when the pupils would be confident enough to return to their own class. Members of staff from across the school regularly visited at breaks and meal times to maintain contact with the pupils and assess progress creating a real sense of inclusion. There was some resentment from other staff because of the level of resources provided for such a small number of pupils but there was an increasing acceptance of the need. Staff acknowledged that if the children had not been in the nurture class they would have '*just gone by the wayside*'. In addition to the impact on the participating children there was evidence of some of the 'nurturing' practices being adopted in mainstream classes.

In one LEA, there were potential exclusions even at nursery level in one school and a BIP Learning Mentor spent time in the nursery on a regular basis in order to avoid this. Additionally, a BEST play therapist gave eight sessions to '*an angry little boy*', which included acting out with dolls. She also spent time with his mother to explain what was happening. Subsequently, there was a very positive impact on this pupil's behaviour in the classroom and his playing with other children. In another school a 'Popcorn Club' was set up for every Friday. During the club special activities were run for some pupils. This proved so popular that all the children wanted to participate so a weekly reward system was introduced whereby well behaving pupils' names were put into a raffle for the available places. A cool-off room also provided a place where pupils could talk to the Learning Mentor alone.

Not all nurture groups worked well. Staff needed to be well trained and schools needed to be clear about the purpose of the groups. While the children enjoyed participating, for the work to be beneficial the makeup of the group had to be appropriate. In addition, while behaviour improved in group activities this did not always transfer back to the classroom. There were also issues relating to how normally well behaved children felt when access to a range of treats including trips out of school was only made available to those children who were perceived as 'naughty'.

Support for parents

Funding allocated for supporting parents was usually directed at those of excluded or 'at risk' pupils. Some LEAs included funding for this within BEST. In one LEA, family therapists supported children and their parents. They were reported as being successful in improving pupils' behaviour in school and in improving parents' attitudes. The key to their success was perceived to be working with the pupil and his or her parents. A twenty four hour help line for parents was set up which was frequently used. This was a major resource for schools and for parents. The therapists worked in the school but also had time in the evenings and at weekends for undertaking visits to homes. In one case, they had worked with a family where all the children had recently been returned to the family home after a period in care because of parental difficulties with alcohol and relationships. The counsellors provided support so that the children did not need to be taken into care again. In another case, a runaway girl contacted the help line and was persuaded to return home. The success of the scheme was due in part to the neutral attitude adopted by the counsellors which reduced tensions. The system operated in primary and secondary schools so continuity could be maintained on transfer. All the participating schools had allocated time for counselling but committed to be flexible so that the team could respond to differing needs of children, families and schools as they arose.

In one secondary school the Head of Year 10 co-ordinated coffee mornings for parents. These became evening events named Time 4u. Parents were able to attend because BEST arranged a 'crèche' for children run by a Learning Mentor and a Learning Support Assistant. The crèche provided games for the pupils such as rounders in the gym or football. Mothers who attended indicated that it helped meeting other parents and getting other people's ideas on how to manage at home. One said *'it keeps me in touch – my lad doesn't talk to me'*. On the occasion of the first of these evening meetings there had been 14 parents and 19 children. BEST had facilitated the meetings and a member of the team had put the programme together with the Head of Year 10. The sessions had been on the theme of Time 4 Yourself and had covered topics from aromatherapy to first aid. There had also been workshops on a Wednesday morning, again run by a member of the BEST, which had covered issues such as bullying. Fifty eight parents had attended one of these sessions. Providing coffee and informal introductions aimed to make the sessions non-threatening. Rules were established such as no use of mobile 'phones, no swearing and a commitment to confidentiality. One parent said *'it was just nice to come and talk without feeling you're the worst parent in the world'*, while another said *'next to other kids, mine's an angel'* and another *'you start doubting your own parenting skills if you just stay at home'*. Some Year 10 boys had helped at the parents' sessions. They had given their perspective on being teenagers to the parents and given advice on how parents might deal with their teenage children. Future plans included using existing parents to help with an induction for Year 6 parents and also for the sessions to become more parent led. Parents felt well supported by BEST and the sessions had helped communication between home and school.

In one primary school CAMHS workers from the BEST ran a clinic once a week for parents. The head teacher said that because the clinic was in school and a friendly

environment was created the parents attended. They would not have attended a class at the hospital. Parents could ask to see the CAMHS workers individually and the CAMHS workers had the benefit of being able to access records. This had been of help and parents were able to access information and services which would not have been easily accessible without BEST.

In another school it was noticed that some pupils who were non-attenders or who were frequently late were the children of parents who worked in hotels in the early mornings. The Learning Mentor talked to the families concerned and a BIP funded breakfast club was set up to encourage the pupils into school earlier at a time which did not conflict with parents' working times. The children seemed to be better motivated after having breakfast. The breakfast club was run by the Learning Mentor, the SENCO, the LBP and a Teaching Assistant.

In one LEA, the New Deal Parent Partnership Project placed itself at the heart of the community in improving parenting skills, attendance at school, and providing food and clothing. The area where this initiative evolved was characterised by extreme levels of deprivation and poverty. The project worked alongside BIP providing parenting courses, support for behaviour and attendance, drop-ins for parents, and encouragement for parents going back to work. Parent-partnership workers attended BIP training which was found to be useful. They also supported home visits with the Learning Mentors. Staff were paid for by New Deal but their work was facilitated by the school and some matched funding from schools in terms of accommodation, activities and resources. This improved relationships with parents and their involvement with the school. The outreach workers lived in the community and so had easier contact and access to parents. In some LEAs home-school links workers provided similar support to that of Learning Mentors (see Box 24 in the appendices).

Summary

The Behaviour Improvement Programme supported the provision of nurture groups for extremely needy pre-school and infant children. These groups were invaluable in supporting the development of the personal and social skills needed for integration into school life. Although some children still experienced problems when they were in their mainstream class, the nurture groups were clearly beneficial. They also highlighted the need for a more nurturing environment which offered appropriate rewards for all children.

The work with parents was also demonstrated to be of real value in improving children's behaviour and creating greater understanding in parents of how to manage their offspring's behaviour at home and in persuading them to attend school. The availability of support in schools in the local community ensured a better take up than if it had been available at a central venue.

Chapter 14: Summary and conclusions

This chapter summarises the key issues in bulleted form and draws some conclusions arising from the implementation of the Behaviour Improvement Programme.

Impact on behaviour, attendance, attainment and exclusions

Behaviour

- In the 10 case study secondary schools and the sample of their feeder primary schools that were visited there was evidence of improved behaviour in pupils. There were perceived positive changes in:
 - the status of behaviour and pastoral issues in school;
 - school policies and practices;
 - school ethos;
 - the way that schools supported families;
 - children's behaviour, well being and learning;
 - relationships with parents;
 - staff stress; and
 - a reduction in time managing poor behaviour.

Attendance

- The secondary and primary schools participating in Phase 1 of the BIP made greater improvements over a two year period in attendance than the comparator schools and those in Phase 2 of BIP.
- Relatively little funding was targeted at improving attendance suggesting that the programme as a whole had a major impact on pupils' experiences in school leading them to want to attend.

Attainment

- The BIP Phase 1 schools showed significant improvement in some elements of attainment at KS2, KS3 and GCSE but these were not significantly greater than any other groups of schools. Impact on attainment might be expected to take time to become apparent.

Exclusions from school

- Although exclusion data are not reliable indicators of overall change in behaviour in schools there was a reduction in fixed period exclusions in the BIP Phase 1 secondary schools in relation to both the number of incidents and the number of days of exclusions.

- BIP Phase 1 secondary schools had a small but significant increase in permanent exclusions, reflecting national trends, compared with matched schools, those in Phase 2 BIP, and EiC (non-BIP) schools. There was considerable variability between schools with 50% showing a reduction in permanent exclusions and 16% no change. Phase 2 BIP secondary schools showed a statistically significant reduction in permanent exclusions.
- There were no statistically significant changes in exclusions at primary school (fixed or permanent) which given their normally low levels is unsurprising.

Crime

- Although one of the intentions of the programme was to help to reduce crime in the vicinity of targeted schools, available crime data were not sufficiently focused geographically to undertake this reliably.

LEA performance

- Consideration of the implementation of BIP in the LEAs with the highest levels of improvement in relation to behaviour, attendance, attainment and exclusion indicated that BIP was most effective when LEAs;
 - offered support at the level of the individual, the school and the community;
 - adopted a multi-agency approach through the operation of BESTs;
 - provided strong support within schools through the use of audits and the appointment of LBPs and learning mentors;
 - ensured that there were strong links and co-operation between schools and the BEST;
 - ensured that there was good communication between all involved parties;
 - had strong management structures for the planning and operationalising of initiatives;
 - had clearly focused aims and commitment to carrying them out;
 - built on existing provision.
- The LEAs that improved the least well overall had:
 - invested few resources in whole-school policies;
 - invested more resources on alternatives to exclusion, and at risk pupils;
 - neglected to stress the importance of communication, coherence and strong management.
- The data suggested that a combination of BEST work alongside the appointment of LBPs, learning mentors, and other whole school initiatives was the most effective in raising attendance and attainment, improving behaviour and reducing exclusions.

Management and implementation of the programme

- The DfES in their approach to programme implementation were prescriptive about ends but flexible about means. LEAs were positive about the role of the DfES in the introduction and development of the programme and valued the ongoing support that they had received in its implementation.
- Effective management of the programme at LEA level was important for its success. The most successful LEAs shared in common clear structures, an approach which insisted on resourcing based on need and parity between primary and secondary schools.
- The operation of clusters varied between LEAs. The most cohesive clusters appeared to meet regularly in real partnership and shared good practice, problems, decision-making, resources and training.
- Where schools lacked strong and effective leadership, interventions had little or no impact. Where Lead Behaviour Professionals were part of the Senior Management Team BIP was better supported within the school.

Relationships with existing and other initiatives in the LEA

- BIP was more successful where it built on and complemented other existing initiatives in the LEA, when training was undertaken collaboratively and there were agreed common areas of work and co-operation to avoid duplication.

Relationships between LEAs and schools

- There was wide variation in the extent to which funding was devolved to schools. Where funding was devolved schools had greater control and commitment to the programme but LEAs had little control over the way funding was spent.
- Crucial to good relationships between LEAs and schools were consultation and good communication.
- In some cases communication within schools was seen as problematic, particularly where staffing was transient and there were temporary teachers.

Differences in the implementation of the programme between Phase 1 and 2

- In Phase 2 LEAs, greater uniformity in implementation was in evidence with most LEAs adopting the core suggested elements and fewer resourcing those aspects viewed as peripheral to school education.

- More funding was devolved to participating schools in Phase 2. Less was focused on the use of multi-agency BESTs.

Implementation in schools

- Key to the successful implementation of BIP was the way it operated at the individual, family, school and community level.
- The audits forced schools to address their own problems. Schools were generally enthusiastic about BIP and welcomed the emphasis on pastoral care.
- The commitment of Senior Managers in schools was crucial to the success of BIP. Some schools had insufficient capacity to cope with organising new initiatives. Some schools were resistant to changing their practices.
- BIP could not be implemented successfully where senior staff were overloaded with other responsibilities. LBPs were able to influence school policy and how schools developed support systems when they:
 - had sufficient time;
 - had clearly defined roles;
 - were school-based; and
 - were able to have an impact on the SMT (mostly as a result of being a member).

Issues arising from the implementation of different elements of the BIP

Multi-agency working in BESTs

- There was wide variability in the way that BESTs were structured and the nature of the personnel working within them. Crucial to their effective working was the way that they were able to embed their work in schools.
- BESTs needed to have a base in schools, work closely with all school staff and tailor their activities to the needs of particular schools.
- Successful BESTs developed interventions which operated at several levels including those of the individual child, the family, the school, and the community forging links between them.
- Good communication between staff at all levels was essential to effective functioning. Building the relationships required for multi-agency working required time. BIP enabled much better communication between a wide range of services including police, schools, YOT and social services.
- There was an increase in the extent to which interagency working took place. This provided opportunities for a range of professionals to share ideas and think about approaches to problems in different ways.

- There were particular benefits in offering some services, e.g. family therapy, parenting classes, on school premises as this reduced travelling time and expense for families and made it more likely that they would attend the sessions.
- Overall, there was considerable evidence of the effectiveness of BESTs in supporting children and their families and reducing pressure on school staff as they were able to act quickly when there were problems facilitating access to a range of non-education agencies.
- There were difficulties in recruiting appropriate personnel for all of the multi-disciplinary teams. Differences in working practices, the nature of contracts for different members of the team and in advertising posts created difficulties in the early stages of BIP.

Behaviour Audits

- Behaviour audits were valued and viewed as working well, although they were time consuming to complete. The audits provided information to stimulate self analysis, data to support the development of behaviour improvement plans, a baseline for monitoring progress and a means of making comparisons with other schools.
- The audits were useful in enabling schools to identify where they needed to focus their resources. They provided evidence on which to make changes to improve behaviour.

Lead Behaviour Professionals (LBPs)

- The LPBs raised the status of pastoral support and behaviour management. They were particularly effective in secondary schools when they were members of the Senior Management Team.
- The managerial and leadership role of the LBP was seen as crucial to the success of BIP. Work overload of the LBP was common and constituted a major obstacle to the successful implementation of BIP initiatives. The impact of the LBP was greater where they were able to challenge and influence whole school policy.

The provision of full-time education on the first day of exclusion

- All participating LEAs were committed to the provision of full-time education on the first day of exclusion. The arrangements made included:
 - use of the PRU;
 - reciprocal exchanges between schools;
 - the setting up of internal exclusion centres and LEA centres;
 - buying in outside agencies to make provision;
 - adopting a flexible school day for excludees; and
 - providing monitoring of work undertaken at home.

- Particularly successful were initiatives where schools shared provision.

Alternative curricula

- Alternative curriculum were referred to as particularly successful by a number of LEAs. Specific reference was made to Notschool.net., Re-Entry, and Skill Force which had operated to reduce permanent exclusion from school and re-engage students with education.

Attendance at school

- Relatively little funding was directly spent in relation to improving attendance at school although attendance improved in BIP Phase 1 LEAs more than in all other groups of schools including those acting as controls. The qualitative data suggests that the impact on attendance was not solely caused by initiatives targeted at reducing truancy but rather by those which tackled causes rather than just symptoms.
- Initiatives to directly improve attendance at school included:
 - truancy sweeps;
 - the development of materials to promote good attendance, e.g. videos;
 - ICT initiatives within schools to monitor attendance and follow up non-attendance;
 - the placement of Education Welfare Officers (EWOs) in schools;
 - the appointment of home-school liaison officers;
 - rewarding pupils for good attendance;
 - target setting; and
 - naming and shaming staff who did not follow up non-attendance.

Safer school partnerships and police in schools

- Police in schools was perceived as an overwhelmingly successful initiative. There was wide variation in the way the police worked including a limited ‘policing’ role; police working in schools on a regular basis contributing to the everyday life of the school; police with a permanent base in the school offering drop in sessions, advice and support; and police who worked as active members of the BEST team.

Supporting at risk pupils

- The numbers of pupils identified as being at risk varied enormously between schools and LEAs. There was little consistency in the way that ‘at risk’ pupils were identified, criteria varied widely. ‘At risk’ pupils were supported in a range of ways depending on their needs. Procedures for signing off ‘at risk’ pupils were on the whole not well established.

Key workers

- A range of staff undertook the role of Key Worker including teachers, LBPs, Learning Mentors, members of school management teams, members of BESTs. Allocation of Key Workers depended on LEA and school policies or the needs of the child. A number of LEAs expressed concern about the lack of clarity of the role.

Learning Mentors

- Learning Mentors were sometimes members of BESTs and sometimes employed by schools. Their role offered flexibility enabling them to focus on the particular pastoral needs of children, their parents and the school within which they were working.
- The work of Learning Mentors was particularly valued in primary schools reducing staff and head teacher stress by supporting at risk pupils, improving behaviour and freeing up staff time.
- The key element of the role was the availability of an individual in school in a non-teaching role who could take on the role of supporting children, and act as a link with parents.

Nurture groups

- Nurture groups for extremely needy pre-school and infant children were effective in supporting the development of personal and social skills.

Support for parents

- Work with parents was demonstrated to be of real value in improving children's behaviour and creating greater understanding in parents of how to manage their offspring's behaviour at home and in persuading them to attend school. The availability of support for parents in schools ensured a better take up than if it had been available at a central venue.

The wider impact of BIP

Renewed interest in pastoral care

- BIP played a major role in renewing interest in pastoral care in education. The programme provided opportunities for students to talk with and share their problems with non-judgemental adults in a familiar environment.
- BIP provided opportunities for schools to reach out and work with families.
- BIP was successful in promoting inclusive policies.

Impact on non-BIP schools

- The impact of BIP extended beyond BIP schools. In some LEAs BIP funding was deployed in such a way as to release other funding to support non-BIP schools.

Cohesiveness of the Programme

BIP Phase 1 provided LEAs with a wide choice of initiatives. This facilitated empowerment and increased commitment to the programme but led to a lack of focus in the programme. In schools the work of BIP was not easily identified as distinctive.

Sustainability

The extent to which BIP is sustainable in the long term depends on how well its principles are embedded in the way that schools and LEAs address issues of inclusion and pastoral care.

Conclusions

BIP has proved effective in reducing absence and improving attendance. Given the relationship between attendance and attainment this should have an impact on examination results in due course. The data from the case studies also showed that elements of BIP were having an impact on promoting positive behaviour. Much of the work related to behaviour was preventative so its effects will take time to emerge. However, there was evidence of improved behaviour in case study schools and some reductions in exclusions from secondary schools. BIP had the greatest impact when there was effective management at LEA and school level, where emphasis was given to change at whole-school level through the implementation of behaviour audits, action on their findings and the employment of LBPs and learning mentors and where the multi-agency work of the BESTs and a range of alternative provision and curricula supported those at risk of exclusion.

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Appendices

Table 26: Funding allocation according to each Phase 2 LEA (in thousands)

Code	Management	BEST	LM/LSA	Behavior	LSU/PRU	Alternatives to exclusion	Attendance initiatives	Curriculum Development	Extended schools	Support for parents	School development	Other	Total
35	61			707		83			162	70			1083
36	85.7	652	27	105	56	225	55		162	25	51.5		1444.2
37	75	312	120	112	280	335			162				1396
38	137.5	305	266	54	61	111.5	155	66	162			10	1328
39	53	1030		27		120			162				1392
40	70	640		138		250	140		163				1401
41		330									1070		1400
42	52	280		85	36	150	10		162		640		1415
43	65	515		100		200			160		340		1380
44	65.5	166.7	66	117.8	200	200			162			422.8	1400.8
45	70								162		1106	61.7	1399.7
46	70	660		160		380			162				1432
47	90	268.3	215.2	108.5	120	258	259.8		162				1481.8
48	120	900		80		188							1288
49	62	300	250	115	80	300	100		162			31	1400
51	110	587		160		178	72	203	162				1472
52	60	150	343	200		300	200		162			20	1435
53	55	285	116.7	198.8	80	410	90		162				1397.5
54	80	300		200		300			162		356		1398
55		723	33	66	33			165	162			150	1332
56	277.5	290		113.5	49.5	210			40			417.5	1398
57	38	437	54	188	65	308	108		162	20		20	1400
58	100	550		272		265	5		93				1285
59	124.4	374.1	103.7	66.5	264.7	225.6	44		162			35	1400
60	131	472		357		300			162			15	1437
Mean	89.24	457.70	144.96	162.22	110.43	240.78	103.23	144.67	153.65	38.33	593.92	118.3	1330.62
SD	49.41	229.32	106.73	140.21	88.03	85.17	75.84	70.73	28.64	27.54	425.75	164.23	282.07

Table 27: Breakdown of ‘other’ funding streams for Phase 2 BIP LEAS

LEA code	Amount (in thousands)	Allocation
38	10	Other IT
44	422.8	Projects to help improve attendance or engagement with learning
45	61.7	Contingency
49	31	Contingency
52	20	Contingency
55	150	Tuition teams
56	417.5	Interventions targeted at local needs and priorities
57	20	CCTV system
59	35	Contingency
60	15	Contingency

Table 28: Mean percentage absence in secondary school for all BIP Phase 1 LEAs 2001/02-2003/04

LEA code	Authorised absence 2001/02	Authorised absence 2002/03	Authorised absence 2003/04	Un-authorised absence 2001/02	Un-authorised absence 2002/03	Un-authorised absence 2003/04	Overall absence 2001/02	Overall absence 2002/03	Overall absence 2003/04
1 (4)	9.32	7.6	6.52	2.28	2.63	2.43	11.6	10.23	8.95
2 (4)	9.63	8.33	7.9	2.9	2.9	3.8	12.53	11.23	11.7
3 (2)	10.05	9.55	9	2.45	2.5	3.4	12.5	12.05	12.4
4 (3)	8.33	6.3	5.87	3.63	3.67	3.0	11.97	9.97	8.87
5 (4)	7	6.9	6.98	1.75	1.95	1.5	9.53	8.85	8.48
6 (3)	12.78	12.27	13.23	4.67	3.37	2.93	17.43	15.63	16.17
7 (4)	8.3	7.33	6.95	2.15	2.55	1.68	10.45	9.88	8.63
8 (4)	10.0	9.4	8.1	2.6	2.08	1.88	12.6	11.48	9.95
9 (4)	9.25	8.75	6.73	3.93	3.45	4.35	13.18	12.2	11.08
10 (3)	6.33	6.23	5.07	3.47	2.67	2.5	9.8	8.9	7.57
11 (2)	6.95	6.55	6.95	3.15	3.15	3.6	10.1	9.7	10.55
12 (4)	8.38	7.55	7.08	3.32	2.73	1.98	11.7	10.28	9.05
13 (4)	8.63	8.2	7.23	1.65	1.43	1.3	10.28	9.63	8.53
14 (4)	9.18	8.15	6.45	2.85	2.58	1.75	12.03	10.73	8.2
15 (3)	6.43	5.93	6.67	1.9	1.57	1.03	8.33	7.5	7.7
16 (4)	9.15	9.1	7.75	4.03	4.18	2.95	13.18	13.28	10.7
17 (4)	8.73	7.88	7.53	1.0	.55	.6	9.7	8.43	8.13
18 (3)	10.3	9.77	9.23	5.8	5.5	5.2	16.1	15.27	14.43
19 (3)	6.43	6.1	6.05	3.57	3.85	4.08	10.0	9.95	10.13
20 (4)	11.4	10.38	9.1	2.2	2.8	4.4	13.6	13.18	13.5
21 (3)	13.07	10.23	8.8	2.7	2.9	3.13	15.77	13.13	11.93
22 (4)	6.55	5.18	5.65	2.53	2.4	1.1	9.08	7.58	6.75
23 (4)	11.45	10.83	10.95	4.95	4.43	3.58	16.4	15.25	14.53
24 (3)	9.43	8.93	8.57	3.73	3.53	2.17	13.17	12.47	10.73
25 (2)	9.95	8.35	9.15	2.15	6.05	5.1	12.1	14.4	14.25
26 (4)	9.7	8.48	7.05	3.28	2.83	2.48	12.98	11.3	9.53
27 (4)	11.83	9.23	7.75	1.88	2.98	4.43	13.7	12.2	12.18
28 (4)	11.1	9.2	9.2	3.45	3.13	3.25	14.55	12.33	12.45
29 (4)	7.68	6.55	6.95	2.5	3.05	3.05	10.18	9.6	10.0
30 (4)	7.78	6.75	6.58	2.4	2.5	2.53	10.18	9.25	9.1
31 (5)	6.52	6.2	5.16	2.6	2.32	2.14	9.12	8.52	7.3
32 (4)	7.7	7.68	5.5	2.85	1.75	1.98	10.55	9.43	7.48
33 (4)	7.98	6.65	6.25	2.23	2.18	2.63	10.2	8.83	8.88
34 (3)	10.73	10.0	9.23	1.1	1.23	1.17	11.83	11.23	10.4

* Figure in brackets indicates the number of schools included in each analysis

Table 29: Absence data for primary schools in BIP Phase 1 2001/02 –2003/04

LEA code	Authorised absence 2001/02	Authorised absence 2002/03	Authorised absence 2003/04	Un- authorised absence 2001/02	Un- authorised absence 2002/03	Un- authorised absence 2003/04	Overall absence 2001/02	Overall absence 2002/03	Overall absence 2003/04
1 (12)	5.38	5.64	5.3	1.94	1.7	1.57	7.33	7.34	5.33
2 (21)	7.17	6.88	6.08	1.06	.81	.65	8.16	7.48	6.06
3 (13)	5.55	5.38	5.09	.72	.78	.75	6.27	6.15	5.01
4 (10)	5.37	4.76	4.79	1.29	.94	.98	6.66	5.7	4.8
5 (10)	6.29	6.2	6.7	.68	.49	.56	6.97	6.69	6.89
6 (20)	7.19	6.8	6.85	1.81	1.75	1.47	8.99	8.55	6.87
7 (5)	6.26	6.08	5.56	1.1	.96	.78	7.36	7.04	5.57
8 (21)	6.03	6.18	5.82	1.46	1.52	.92	7.49	7.7	5.83
9 (14)	6.28	5.81	5.64	1.72	1.76	1.38	8.0	7.57	5.65
10 (23)	6.88	6.21	5.57	1.6	1.68	1.38	8.48	7.81	5.47
11 (4)	6.33	6.85	6.33	1.33	.63	.85	7.65	7.48	6.34
12 (7)	5.97	6.91	6.01	3.19	2.59	1.72	9.16	9.5	6.05
13 (15)	6.08	5.64	4.88	1.15	1.53	1.49	7.23	7.17	4.89
14 (13)	6.75	6.45	5.59	1.72	1.5	1.64	8.48	7.95	5.38
15 (11)	6.32	6.07	6.01	1.37	.86	.43	7.69	6.99	6.01
16 (23)	6.23	5.96	5.8	.87	.9	.8	7.16	6.91	5.9
17 (19)	5.86	6.05	5.54	1.29	1.42	1.01	7.15	7.53	5.6
18 (21)	6.64	6.6	6.2	1.19	1.11	.96	7.83	7.71	6.22
19 (16)	5.84	6.04	5.23	2.04	1.57	1.28	7.88	7.61	5.24
20 (19)	7.13	6.91	6.34	.81	.81	.75	7.94	7.56	6.21
21 (14)	7.09	6.29	6.17	1.65	1.62	1.37	8.74	7.92	6.15
22 (22)	5.17	4.8	4.55	1.83	1.43	.93	7.0	6.18	4.56
23 (17)	6.35	6.09	6.09	.98	.77	.66	7.33	6.86	6.17
24 (14)	7.04	7.04	6.31	.74	.68	.71	7.48	7.56	5.99
25 (11)	6.88	6.27	5.96	.75	.47	.62	7.64	6.75	5.97
26 (19)	6.69	5.96	5.35	.62	.82	1.36	7.31	7.08	5.36
27 (24)	7.08	6.45	6.57	.89	.81	.95	7.91	7.25	6.25
28 (21)	6.98	6.19	6.06	1.25	1.12	1.06	8.23	7.3	6.04
29 (21)	6.12	6.12	5.6	.58	.81	.73	6.69	7.06	5.64
30 (12)	4.65	5.0	5.16	2.28	2.92	2.73	6.93	7.92	5.19
31 (22)	6.06	5.64	4.71	1.32	1.02	1.07	7.38	6.66	4.6
32 (6)	6.03	5.92	5.83	.33	.43	.48	6.37	6.35	5.84
33 (17)	6.08	5.62	5.24	.92	.99	.71	7.01	6.61	5.2
34 (11)	8.86	7.98	6.67	.69	.85	1.12	9.55	8.84	6.68

Table 30: Average KS3 scores for LEAs participating in BIP Phase 1 from 2001/02 to 2003/04

LEA code	Key Stage 3 English 2001/02	Key Stage 3 English 2002/03	Key Stage 3 English 2003/04	Key Stage 3 maths 2001/02	Key Stage 3 maths 2002/03	Key Stage 3 maths 2003/04	Key Stage 3 Science 2001/02	Key Stage 3 Science 2002/03	Key Stage 3 Science 2003/04
1 (4)	44	57.0	61.0	50.0	53.75	56.0	46.25	49.75	45.5
2 (4)	35.25	35.75	43.25	35.5	43.75	45.75	27.0	36.25	32.25
3 (2)	48.5	41.0	43.5	50.0	50.0	53.5	43.5	41.0	36.0
4 (3)	41.	50.33	45.33	39.33	43.0	51.0	35.33	35.33	38.33
5 (4)	42.25	52.0	48.5	45.0	52.5	54.25	40.5	46.75	46.25
6 (3)	31.33	38.67	40.67	34.67	43.67	52.0	36.33	37.67	39.0
7 (4)	54.75	58.5	65.75	55.75	61.75	69.0	55.25	61.5	55.0
8 (4)	51.5	47.25	56.0	52.5	56.5	59.75	52.0	51.5	49.25
9 (4)	44.2	52.0	50.0	46.25	53.0	53.5	45.5	48.25	40.75
10 (3)	43.33	55.67	48.0	51.67	49.67	55.0	41.67	41.33	41.0
11 (2)	45.0	43.0	41.5	42.5	54.5	50.0	39.0	46.0	37.5
12 (4)	47.75	43.0	54.0	46.75	48.25	53.75	41.0	41.5	45.75
13 (4)	42.25	53.5	46.25	48.75	55.0	53.75	43.0	51.75	42.75
14 (4)	32.5	34.25	39.5	42.25	50.0	53.0	32.5	40.5	33.25
15 (3)	70.33	76.33	81.33	63.0	69.0	73.67	65.67	69.67	70.0
16 (4)	55.25	55.75	62.0	55.25	60.25	61.0	49.0	53.0	42.5
17 (4)	43.5	43.5	56.5	39.0	47.25	55.5	45.25	44.75	44.00
18 (3)	32.33	42.0	37.33	42.0	45.33	46.67	39.33	33.0	32.33
19 (4)	42.0	41.5	45.25	42.5	45.25	50.5	37.25	40.25	37.75
20 (4)	46.0	53.75	48.5	43.75	49.25	53.5	42.0	44.25	39.75
21 (3)	46.0	38.0	46.67	42.67	42.0	52.67	39.0	35.5	38.0
22 (4)	37.25	50.0	56.0	42.0	49.5	53.75	41.0	44.75	47.75
23 (4)	21.5	37.67	41.75	33.0	41.33	46.25	25.5	30.67	36.25
24 (3)	39.67	55.0	53.67	50.67	49.67	50.33	46.0	49.33	44.33
25 (2)	45.0	34.0	29.0	42.0	49.0	37.5	30.0	39.5	32.5
26 (4)	46.75	46.5	48.25	46.5	49.5	55.0	41.5	46.5	44.0
27 (4)	47.0	53.0	49.5	54.0	55.0	61.25	46.5	43.5	44.5
28 (4)	41.25	48.75	34.25	41.0	47.5	44.75	36.0	42.5	33.25
29 (4)	63.75	48.5	51.75	58.25	53.25	57.0	56.75	41.75	49.0
30 (4)	38.75	37.5	56.5	35.0	35.5	46.5	33.25	34.25	39.0
31 (5)	39.0	46.6	45.8	46.8	52.2	56.4	40.2	42.8	45.0
32 (4)	44.75	49.0	56.75	51.5	52.0	57.0	47.25	48.0	45.0
33 (4)	44.75	57.5	60.0	46.5	52.75	60.25	41.5	49.0	48.75
34 (3)	46.67	53.67	48.33	45.0	52.67	51.33	46.0	47.0	43.33

* Figures in brackets indicate the number of schools in the analysis

Table 31: GCSE performance of LEAs participating in Phase 1 BIP 2001/02 – 2003/04

LEA code	GCSE 2001/02 %5+ A*-C	GCSE 2002/03 %5+ A*-C	GCSE 2004/05 %5+ A*-C	GCSE 2001/02 %5+ A*-G	GCSE 2002/-03 %5+ A*-G	GCSE 2004/05 %5+ A*-G	GCSE capped 8 average points score 2001/02	GCSE capped 8 average points score 2002/03	GCSE capped 8 average points score 2003/04
1 (4)	30.75	36.0	34.25	86.25	87.5	84.75	27.55	27.66	27.28
2 (4)	19.25	23.75	25.75	77.25	81.25	79.75	22.58	24.35	23.93
3 (2)	24.5	22.5	31.5	86.0	80.0	78.5	25.5	24.9	24.55
4 (3)	21.67	21.67	28.0	81.33	82.0	81.67	24.0	23.57	24.9
5 (4)	32.0	38.0	34.75	86.75	84.25	85.5	27.95	28.08	27.8
6 (3)	17.67	19.33	17.67	69.33	73.33	69.0	20.63	21.0	20.07
7 (4)	39.75	41.25	44.75	88.5	88.5	87.5	31.03	30.73	32.43
8 (4)	28.75	27.75	34.5	86.25	83.75	85.5	27.1	26.98	29.0
9 (4)	29.25	28.25	31.25	82.25	85.25	81.0	26.58	25.7	27.18
10 (3)	26.67	34.0	41.0	80.67	93.33	93.67	25.9	28.23	31.93
11 (2)	24.5	28.0	24.5	88.5	84.5	86.0	26.95	27.55	26.35
12 (4)	27.75	33.0	41.0	72.75	76.75	79.75	24.23	26.0	28.98
13 (4)	30.25	31.25	30.5	81.5	83.25	81.5	26.05	26.15	27.3
14 (4)	23.75	30.0	37.0	70.25	78.25	78.5	21.63	23.65	25.98
15 (3)	51.33	54.67	49.67	92.33	89.67	91.0	35.3	34.33	34.37
16 (4)	25.0	28.25	36.5	80.0	78.75	74.25	25.2	24.88	25.1
17 (4)	23.5	31.25	40.25	86.5	86.25	93.0	26.53	27.13	31.25
18 (3)	18.0	19.67	17.0	70.67	79.33	72.33	21.33	23.0	20.8
19 (4)	23.75	23.50	31.0	82.0	84.0	83.25	25.08	24.95	26.68
20 (4)	18.5	27.0	28.75	74.75	76.5	72.75	21.95	23.4	22.7
21 (3)	22.33	29.5	34.0	69.0	73.0	77.0	21.87	22.93	26.67
22 (4)	29.25	32.0	32.75	93.0	94.5	91.25	29.03	28.88	29.5
23 (4)	12.75	26.67	26.0	62.75	71.67	70.5	18.63	21.75	21.48
24 (3)	32.0	34.33	33.0	90.0	88.0	89.0	27.8	28.1	28.07
25 (2)	20.5	20.5	22.0	67.0	70.5	64.5	20.1	22.25	20.55
26 (4)	29.5	30.25	34.25	81.75	84.0	83.5	26.18	26.68	26.88
27 (4)	27.25	27.0	31.75	87.0	84.5	83.0	26.25	25.18	26.15
28 (4)	22.5	24.0	27.5	78.0	79.25	77.0	23.4	22.93	23.78
29 (4)	20.25	21.25	26.0	85.0	79.0	80.0	24.93	23.2	24.88
30 (4)	26.5	30.25	34.25	82.75	83.25	85.0	25.55	25.5	28.0
31 (4)	37.5	42.5	47.2	89.0	84.75	88.8	31.36	28.68	32.14
32 (4)	30.75	27.0	33.5	87.0	82.75	84.25	28.15	25.0	27.9
33 (4)	25.5	28.25	32.0	80.25	82.5	82.0	25.58	26.1	27.5
34 (3)	35.0	36.0	44.33	84.0	78.33	87.0	27.03	25.73	29.57

Table 32: BIP Phase 1 secondary school exclusions 2001/02 to 2003/04

LEA code	Number of exclusions 2001/2002	No of exclusions 2002-03 Quality issues	No of exclusions 2003-04 Quality Issues	Fixed period exclusions number of incidents 2001-02	Fixed period exclusions number of incidents 2002-03	Fixed period exclusions number of incidents 2003-04	Fixed period exclusions total number of days 2001-02	Fixed period exclusions total number of days 2002-03	Fixed period exclusions total number of days 2003-04
1 (4)	2.5	3.75	5.25	124.75	67.75	67.5	329.25	330.5	444.75
2 (4)	3.25	4.25	9.0	164.0	190.25	184.75	564.0	687.67	324.0
3 (2)	7.0	8.5	8.0	243.0	177.5	255.0	972.5	916.0	1168.0
4 (3)	4.67	2.0	3.0	288.67	172.67	79.33	1237.0	684.33	373.0
5 (4)	4.0	9.0	6.75	176.25	109.75	108.75	790.33	467.67	410.38
6 (3)	.67	4.33	1.33	97.0	207.0		504.67	804.0	
7 (4)	4.25	2.75	1.0	126.0	124.25	95.25			312.33
8 (4)	6.75	2.75	4.0	155.75	97.0	103.75	848.0	483.25	472.0
9 (4)	4.5	5.0	9.0	238.5	277.0	271.0	761.0	1060.0	1282.63
10 (3)	3.0	4.67	6.33	31.0	98.0	181.0	106.33	421.0	790.67
11 (2)	7.5	6.5	2.5	182.5	162.0	181.5	798.5	1080.5	1144.5
12 (4)	3.25	1.0	.75	168.5	132.5	129.25	510.5	504.33	409.13
13 (4)	3.75	7.5	8.25	118.75	64.25	36.0	390.38	249.5	171.75
14 (4)	1.5	1.5	1.75	147.75	46.0	43.0	567.25	290.5	345.25
15 (3)	2.33	5.0	4.67	22.67	57.0	45.0	116.0	286.33	233.0
16 (4)	1.0	2.75	4.75	24.5	57.75	88.75	198.5	430.75	588.25
17 (5)	5.0	3.0	2.5	51.25	52.25	98.5	594.0	505.0	618.5
18 (3)	6.0	7.33	5.67	276.67	325.67	233.0	1132.83	1463.33	1051.67
19 (4)	3.5	4.25	1.75	124.33	114.5	67.25		452.25	414.5
20 (4)	1.75	3.0	5.75	9.0	29.0	30.5		172.25	229.5
21 (3)	5.0	4.33	3.0	160.67	113.67	28.33	696.33	490.33	160.67
22 (4)	4.75	2.5	5.25	81.75	69.25	91.0			447.0
23 (4)	2.75	4.25	4.0	127.75	153.75	164.75	881.67	679.33	860.25
24 (3)	5.33	3.67	3.33		5.0	65.33	463.17	344.67	340.67
25 (2)	2.5	1.0	1.0	111.5	114.5	78.0		538.5	
26 (4)	3.5	3.0	4.0	78.5	89.0	66.25	504.25	432.75	293.88
27 (4)	3.5	1.75	5.5	25.5	41.0	75.0	99.13	181.0	259.880
28 (4)	5.25	5.0	4.25	169.0	139.0	182.25	616.13	546.13	650.75
29 (4)	.75	1.0	.75		42.5	53.5		170.0	235.75
30 (4)	3.0	2.75	3.0	78.0	86.75	79.25	486.0	774.0	494.0
31 (5)	2.2	3.2	3.2	93.8	64.2	66.8			574.6
32 (4)	1.5	1.5	.5	83.0	56.0	51.0		259.5	179.0
33 (4)	5.0	4.25	7.0	174.0	124.0	120.75	528.38	395.75	385.0
34 (3)	.33	.0	1.0	80.33	71.67	56.33	273.33	413.0	402.33

Table 33: Primary school exclusions BIP Phase 1 2001/02 – 2003/04

LEA code	Fixed period exclusions number of incidents 2001-02	Fixed period exclusions number of incidents 2002-03	Fixed period exclusions number of incidents 2003-04	Fixed period exclusions total number of days 2001-02	Fixed period exclusions total number of days 2002-03	Fixed period exclusions total number of days 2003-04
1 (12)	14.92	9.75	10.42	32.5	27.58	33.5
2 (20)	4.4	3.6		4.56	7.84	
3 (14)	2.0	2.0	3.69	6.89	5.5	11.35
4 (10)	6.0	7.9	6.8	14.2	21.6	18.2
5 (9)	6.44	8.0	5.7	12.19	20.2	14.3
6 (10)	9.4	10.35		59.14	31.63	
7 (5)	2.0	2.0	4.6		.0	3.13
8 (21)	5.48	4.33		19.43	16.07	
9 (14)	6.07	2.36	4.43	14.14	7.29	8.0
10 (23)	5.69	8.83	8.32	22.13	17.5	26.23
11 (4)	6.75	1.75		21.75	8.75	
12 (7)	7.86	3.14	4.43	36.93	13.0	14.71
14 (13)	6.31	5.31		19.35	16.85	
15 (11)	2.64	1.55		17.83	12.0	
16 (23)	.43	1.43	1.14	2.17	5.69	4.43
17 (18)	6.17	14.06				
18 (21)	6.71	11.52	11.35	31.12	45.4	47.63
19 (17)	9.35	9.41	4.5	9.5	33.91	16.67
20 (6)	.5	.83				
21 (15)	5.27	6.8	8.0	22.07	20.37	16.23
22 (21)	3.09	2.65	4.67	0	0	13.19
23 (17)	5.0	4.18	3.47	18.94	14.59	11.24
24 (6)	.0	.33	.43	17.64	8.14	.93
25 (12)	7.75	6.33		.0	22.29	
26 (19)	6.16	5.74	6.0	26.74	33.63	29.97
27 (22)	.68	2.0	2.18	3.09	8.13	6.18
28 (25)	5.96	8.92	14.5	21.72	32.69	52.58
30 (12)	29.58	28.73	27.58	55.25	52.44	58.25
31 (22)	1.27	2.59	2.18			
32 (3)	2.0	2.25		5.0	11.63	
33 (17)	3.29	3.53	2.88	11.47	7.65	9.47
34 (13)	2.38	4.31		12.92	25.77	

**Table 34: The most and least successful LEAs in relation to reduction in absence)
(X = most change, O = least change)**

LEA	Authorised absence (secondary)	Unauthorised absence (secondary)	Overall absence (secondary)	Authorised absence (primary)	Unauthorised absence (primary)	Overall absence (primary)	O	X
1	X	O		O			2	1
2		O				X	1	1
3		O	O				2	
4			X					1
5				O		O	2	
6	O	X					1	1
7								
8					X			1
9								
10				X		X		2
11	O		O	O			3	
12		X		O	X		2	1
13				X	O		1	1
14	X		X					2
15	O				X		1	1
16								
17					X			1
18								
19	O				X		1	1
20		O	O				2	
21	X		X					2
22		X				X		2
23	O	X					1	1
24		X				O	1	1
25		O	O				2	
26	X	O	X	X	O	O	3	3
27	X	O					1	1
28								
29			O				1	
30				O	O	O	3	
31				X		X		2
32			X		O	O	2	1
33								
34				X	O	X	1	2

**Table 35 The most and least successful LEAs in relation to improving attainment)
(X = most change, O = least change)**

LEA	KS2	KS3 English	KS3 Mathematics	KS3 Science	GCSE A* - C	GCSE A* - G	GCSE capped	O	X
1		X							1
2									
3		O	O	O		O	O	5	
4									
5	O			X				1	1
6			X		O		O	2	1
7	O		X					1	1
8									
9				O				1	
10			O		X	X	X	1	3
11	O	O			O		O	4	
12					X	X	X		3
13	X				O			1	1
14	O				X	X	X	1	3
15					O		O	2	
16				O		O		2	
17			X		X		X		3
18				O	O		O	3	
19	X								1
20	X								1
21						X	X		2
22		X		X					2
23		X	X	X	X	X			5
24			O					1	
25		O	O					2	
26									
27						O		1	
28		O						1	
29	O	O	O	O		O		5	
30		X		X					2
31						O		1	
32	X								1
33		X	X	X					3
34	X								1

Table 36: The most and least successful LEAs in relation to reducing exclusion (X = most change, O = least change)

LEA	Permanent exclusion (secondary)	Fixed period incidents (secondary)	Days of fixed period exclusions (secondary)	Fixed period incidents (primary)	Days of fixed period exclusions (primary)	O	X
1				X			1
2	O					1	
3					O	1	
4		X	X		O	1	2
5		X	X	X			3
6							
7	X			O		1	1
8	X		X				2
9	O		O		X	2	1
10		O	O	O		3	
11	X		O			1	1
12	X			X	X		3
13	O	X				1	1
14		X	X				2
15							
16	O	O	O			3	
17	X	O	O			2	1
18				O	O	2	
19				X			1
20	O					1	
21		X	X	O	X	1	3
22					O	1	
23		O			X	1	1
24					X		1
25							
26							
27		O				1	
28				O	X	1	1
29							
30				X			1
31							
32							
33							
34							

Box 1

A short-term single level intervention from BEST for behaviour

Natalie experienced difficulties at school and at home. She was refusing to complete homework, was rude to the teachers and as she said, 'Things were becoming difficult'. This was during Year 7. Her mother approached the school and Natalie was assigned to the Senior Learning Mentor from the BEST. She had weekly one-to-one sessions with the Learning Mentor where she was able to talk through problems, and was given the opportunity to reflect on her behaviour both in and out of school. Natalie, who is now in Year 8, spoke about how things had really changed for her. She indicated that she was a 'different person', and that her behaviour, attitude and approach to school and home were different. Without the opportunity to spend time with the Learning Mentor, Natalie felt that her behaviour would have become much worse and that she may, ultimately, have been excluded.

Box 2

A short-term multiple level intervention from BEST for truanting as a response to being bullied

Joanne, a Year 9 pupil explained that before Christmas she was being bullied. She started truanting and simply didn't wish to come to school. *'The BEST Educational Social Worker (ESW) got in touch with my mother to find out why I wasn't attending school and she explained what was happening. At the time it was very stressful for my mother who commented, "Normally my daughter is very bubbly and to watch her turn into this depressed child who didn't go out and just stayed at home was very difficult."'* The involvement of the BEST led to a process of restorative justice being put in place. Joanne received counselling support, had help from the Police Officer and support from the Pastoral Manager in school. *"I talked to some of the bullies yesterday with the Police Officer and Pastoral Manager. It went better than I thought it would. On Monday I'm starting back fresh at school. I've got a logbook and I'm going to write down any problems that I have in lessons and when they occur. I'll be able to take this to the Police Officer, or Base 25 or the Pastoral Manager. I'm nervous about coming back to school because of everything that has happened. If I hadn't had that help I would have stopped coming to school. Now I know that the help is there all the time. I can speak to the Police Officer any time or even ring her at the station outside school hours. I just want to get my head down now since I've got SATs next term. I want to get good qualifications."*

Box 3

Year long counselling support for anger and self-harm

Yvonne was in Year 7 and during the interview reported enjoying school. She received regular support from the counsellor and used the time to talk about any problems that she was having in school or at home. Prior to this support there were incidents of self-harming. Yvonne could become extremely angry, she tended to bottle things up and was involved in many fights. The relationship with her mother was extremely difficult. In addition, pupils within the school would ‘wind her up’ clearly pushing her to fight with another pupil. The sessions with the counsellor enabled Yvonne to have time to talk about her feelings. She no longer bottled things up and was aware when other pupils might be ‘encouraging’ her to become involved in a fight. Yvonne has stopped cutting herself. *“I used to do this because I got stressed out all the time, I was angry about everything. Cutting myself was a bit of a release. Now I can talk about things, they are not all bottled up inside me. When I first came I was rather shy and didn’t know what to do. Now I come every week but if I have a problem I can drop in at any time. Since being here, everyone has said that I don’t get angry so often. Now if I have a problem, rather than having an argument, I calm down and then sort it out. Before I used to get into lots of arguments and fights. Also, my friends don’t wind me up anymore, since they know that I am not going to get involved in fights. Before, in the morning I used to think I don’t want to go to school and I used to pretend to be sick so that I didn’t have to come. Now I want to come to school. My attendance has improved, since I used to have a lot of days off before. Now, if my Mum says I can’t go to school, I feel really disappointed. Before I never wanted to do my homework, but now I do it well. I had parents’ evening the other week and the teachers were really pleased. My school work has improved, my relationship with my Mum has improved and my attendance has improved.”*

Box 4

Year long counselling support for bereavement

Lisa was in Year 8 and went through two bereavements in a short space of time. Her grandfather died and three days later her best friend, since nursery, died from cancer. Lisa was very depressed and very angry about the deaths and experienced moody rages. Some days she found herself crying a lot and on others she would be in a rage, not wishing to do anything at school and getting into trouble. *“I was holding everything back since none of my friends understood because they had never been through anything like this. I couldn’t really talk about it with my Mum, because she also had her own stresses since it was her Dad that had died. I didn’t have anyone to speak to. My Head of Year referred me to the counsellor. It has been really good. If I get upset about things, I can come here and talk about it. Things have changed a lot for me: before I was stressed out and I was quite snappy, but now I know I don’t have to put a brave face on, I can talk things through rather than putting a mask on. Usually I come once a week, but I also pop in if I’m having a bad day. A bad day either means that I just cry or I just won’t want to do anything and I’ll be very difficult. Little things just trigger me off and I’ll be in a bad mood. Or I’ll remember about the deaths and I’ll feel really depressed. The school has been really helpful and put everything into place for me really quickly. I’m learning now how to cope with it all. I still go through some bad days and moody rages, but I’m able to work things through. Before, my work wasn’t very good and I was getting dragged into lots of trouble in and out of the classroom. I wasn’t getting on with my work. Now my work has improved and the teachers are impressed. If I hadn’t been able to see the counsellor I think I would have become more angry. I would probably have got into fights and I may have been excluded.”*

Box 5

Long-term counselling support

Claudia was 14 and very defensive. She reported feeling picked on, felt that the school was a too scary place and presented as suicidal. She was unable to make eye contact and communicated very little verbally. She felt depressed and indicated that no one, including her parents, listened to her. She had two sets of interventions: one-to-one counselling and participation in a group focusing on self and sexual awareness. Attendance at the group was not particularly to enable Claudia to learn more about keeping safe but more to give her an opportunity to develop some social skills in interacting with other pupils. Following the interventions she ceased to report being overwhelmed because she was being picked on although she was still concerned about the noise. She had recently shared examples of times when she talked with her parents with the counsellor, a considerable improvement. She had become more assertive and her hair was gradually being pushed off her face. She has attended school more regularly. While there is a need for on-going work, real progress had been made.

Based on interview with the Acting BEST Co-ordinator

Box 6

Group and individual support for anger management and behaviour

Chris came to the UK in Year 3 having lived in Jamaica until then. He missed the fishing, the lifestyle, his grandmother and his friends. Initially when he came to this country his family had lots of different temporary accommodation, which was unsettling. His level of literacy was very poor and it was difficult for him to communicate effectively with his peers or his teachers. Prior to the BEST intervention Chris had had a few exclusions in Year 5. The Learning Mentor reported that, *“He found it difficult to interact with other children, his guard was always up and the fights were quite ferocious. He used to run away from situations, which was better than a fight, but you then had to run around school looking for him. He would be in a corner, pulling at his hair, pulling at his jumper and you would have to do breathing exercises with him to gradually calm him down”*. In Year 5 Chris worked with a BEST social worker individually and in group work. The group work included anger management, issues around social skills, peer mentoring and how to cope in different situations. In Year 6 Chris received support from the BEST counsellor. Chris continues his story:

“School is a lot better because in Year 3 it was OK and Year 4 was OK but in Year 5 things went really badly. I used to get really angry and get into lots of fights. Once I was excluded for a few days and had to stay at home. I don’t get so angry now and I don’t start a fight I just walk away. Last year I had some help from David (a social worker from BEST) and this year I’ve been seeing Emily (a BEST counsellor). I’ve really enjoyed seeing Emily. She’s a really nice lady and it has been good to talk with her. It has been really helpful to have someone to talk to who isn’t a teacher. Today we get our SATs results and I’m hoping to get 4 in all of them (he did). I have lots of friends now and I enjoy playing football with them. My favourite subject is Maths because I like it and I like doing the times-table. I’m hoping that I can make a new start in my secondary school”.

Chris was to receive an award at the end of term for the progress he had made in relation to behaviour and assessment.

Box 7

Overcoming difficulties of engaging parents

In some instances members of the BEST had to work extremely hard to involve the parents so that support could be provided for the pupil. The following case illustrates this. One of the BESTs had a Somali Community Link Officer who spent much time encouraging a particular family to be involved with the school. The Year 9 pupil had a troubled educational history both in primary and secondary school and had been excluded 10 times since Year 7 mainly for challenging behaviour. Previously the parents had refused to have any involvement with the school but the continued support of the Community Link Officer meant that eventually they came into school to discuss their son's difficulties. This was a major step. At the end of the meeting it was agreed that the Educational Psychologist would assess their son. It transpired that although his spoken English was strong, he had a reading age of 6. Now he receives art therapy from BEST and the Community Link Officer meets with the family regularly. This was reported to have had a huge impact, since as the BEST Co-ordinator commented: *'Every time he comes into the BEST centre he smiles. This has been a huge turnaround.'*

Box 8

Examples of support given to families and parents

'We see the systemic family therapist from BEST. The three of us all go together and she asks them how was their week and what has been happening. They seem to get on with her. It's good for me because there is someone I can talk to about the problems. Having no-one to talk to at the school was becoming really difficult for me since if I was

in school the teachers were only telling me what a problem David was and how difficult his behaviour was. Seeing the two family therapists has been really helpful for me so that I can talk.’ (Grandmother)

‘Since BEST have become involved there is always a sense that I have someone to talk to if I have any problems. If I hadn’t had this support, then they would have taken me away to the funny farm by now.’ (Mother)

‘The involvement with BEST is helping a lot. A few weeks ago I said to her godfather that I just want to take a load of tablets and go to sleep, I just want it to stop. I can’t take it anymore. Just being able to talk to the therapists and let it all out has made a real difference to me. It just helps me sort things out in my head. Then something else happens and again I can go and talk and it really helps, just being able to off-load. Both the therapists are really supportive.’ (Mother)

Box 9

Counselling support for bereavement and truanting

Jason's father died earlier this year and Jason simply didn't want to come to school. He started truanting either by himself or with other pupils. He began to get over this but then his grandmother died and again he had no wish to come to school. His mother found out about the truanting and brought him back to school a number of times, but he would simply run off again. As a mother, she was frightened about Jason's safety when he truanted alone, since she had no idea where he was or what he was doing.

The family received two interventions following a referral to BEST from the Head of Year. Jason received individual counselling support from BEST and the school put in place a learning mentor. The mother also received counselling support at home from a home school liaison worker who was employed by the counselling agency and offered parents counselling support in their homes. Generally, the counsellor spent some time with the mother and then talked with mother and son. This was very beneficial. At one stage Jason only attended school on the day of his counselling session although the aim was to build on this. In practical terms it meant that his attendance was 20% rather than 0%. Jason felt that now he had a mentor and could visit the BIP hut things were better. Jason saw his counsellor each week and has valued the chance to talk. He was able to talk about what had happened, and to explore issues, which had been really helpful.

From his mother's perspective, Jason was a changed boy. *"He was never a naughty boy but was really troubled. There has been a massive improvement. Initially Jason seemed withdrawn, he didn't want to play with his friends and was truanting a lot. Now Jason has a lot of friends within the school, he is enjoying himself, seems really happy and is delighted to be in school"*. His mother was incredibly proud of him and his achievements. Jason had attended school fully for the last two months and now walked to school himself. The school had been very supportive. *"The counsellors have been brilliant and helped Jason to open up. Without this help, I don't know where we would have been now"*.

Box 10

BEST advice being given to support staff

Emily was frequently running out of school because she was unable to cope with the difficulties that occurred during the day. The family therapist suggested that the learning mentor put in place an intervention whereby Emily was to make a time each day to see the learning mentor in which she could talk about any difficulties that she was having. The agreement was that if Emily did not turn up, the learning mentor was not going to come and find her. Within two weeks Emily was not running out of school. If she had problems around the school then she would take herself to the LSU to see the learning mentor and say that, "I know it's not my time to see you, but if I don't come here then I will run out of school". It seemed that Emily really valued the time and the sense of security that seeing the learning mentor provided. After a while the learning mentor reported to the family therapist that she felt Emily no longer needed to see her and wondered whether the arrangement should stop. However, the family therapist said that she should continue to see Emily until Emily, herself, was able to make the decision that she no longer needed this support since the therapist felt that Emily would feel rejected. Prior to the intervention Emily's behaviour had been getting worse and more violent in school. Her mother was frequently called in and this led to further outbursts which would have meant Emily taking a few days off. Since the intervention there have been no incidents: this over a six-month period.

Box 11

Transition work

The transition workers started work with these pupils in February, initially gathering information and talking with the parents and then carrying out individual and small group work with the pupils. In primary school sessions focused on concerns and issues that the pupils might have about secondary school. Bullying was something that the pupils frequently were frightened of but they also had worries about what happened if they got lost. The current Year 6 pupils involved with the transition workers valued the time that they had had and felt encouraged that the transition worker would be with them in secondary school.

'I think everyone should have help in going to their secondary school, so that they have seen it, that they have been able to talk about some of their worries and problems. I feel less worried about going to secondary school now.' (Year 6 pupil)

Particularly important was the long-term support that was being offered to the pupils as they continued to work with the transition worker during Year 7 in individual and small group sessions. In speaking about the current Year 6 pupils one Head Teacher commented:

'A real strength of the approach was that these pupils will have access to the same transition worker throughout Year 7. Without this support and the strength of the relationship that has been developed, these pupils would not have been able to cope, most probably they would have been excluded.' (Head Teacher)

Pupils and staff reported that the process was extremely successful:

'The boys really enjoyed the transition work and particularly seemed to get a lot out of the group work. The transition worker was in 2 or 3 days a week. If there was a problem then a teacher would call on the transition worker to support the pupils. She was able to give them a lot of time. She would liaise with the classroom teachers about how things were going and then talk to the pupils about behaviour on an individual basis in addition to the group work. What was important was that they knew her from primary school.' (SENCO Secondary)

'All the Year 7 BIP boys are still with the school and have got through the year, which is a huge achievement. If they hadn't had this level of support it is very doubtful that they would have remained in the school. Certainly they would be in a more critical place.' (LBP)

Box 12

The value of transition work

The primary school perspective

Mike was identified as 'at risk' during the transition period since, although he was very bright, he had emotional and behavioural difficulties and was very withdrawn. The primary SENCO commented that Mike was very needy and that the transition work was in place at the right time for him. It also meant that the school was quite involved in the transfer.

“Effective liaison work took place with the secondary SENCO, appropriate support was discussed and put in place for Mike from day 1 of the secondary school and critically he was able to build up a good relationship with the transition worker over a period of time. Without this intervention he would not have attended school, he would have disappeared from the system.”

The secondary school perspective

“Mike continues to be isolated in school. He is on the Gifted and Talented list as well as having emotional needs. Family life is very difficult and he gets very little support from his mother. There were major problems with him starting secondary school since he did not have the uniform. Because of the transition worker we found out about this. We managed to get some money to fund his uniform from the LEA. If it wasn't for this he probably would not have started at all. He is a very big boy and stands out immediately, without a uniform this would have been even worse. He is a very bright lad and is involved in lots of extra-curricular activities. I feel very positive about his future.” (SENCO)

Mike's perspective

“It's all about moving from primary to secondary school and all the changes. It's about being in a big school and being worried about being bullied. In my primary school I was afraid that I was going to be bullied – I thought they would flush my head down the toilets. I was worried about making friends. I like the lessons and the teachers. I also like the trips. If I hadn't had this support I would have gone off track, I would have been bad. I want to go to college when I finish school and then go to university. Then I want to get a job possibly in a bank. Year 7 has been much better than I thought. I've not been in too much trouble this year, overall my attendance has got better but I did have one slip - I had four weeks off. I've also been excluded once this year and spent the time in the LSU. I got into trouble because of a spray gun, it was an accident but it was dangerous. I don't think I'm going to get excluded next year, or at least I hope I don't. I think the transition work was a good thing and that everyone should do it. It made a real difference in terms of my behaviour, having someone to talk to. I haven't really got into any fights this year, I don't get as stressed as much. It's because I've had someone to talk to.”

Box 13

Example of the implementation of behaviour audit

The audit started with the PASS (Pupils attitudes towards schools and self) survey and audit. From the PASS survey the staff identified potentially 'at risk' pupils in terms of individuals and groups, for instance, they identified a group of girls with very low self-esteem and problems with managing boys' behaviour. They put together an 8 week programme to assist the girls. The programme was run by the Head of Year and the Learning Mentor (present in all sessions) but with a specialist (from BEST) for each session. The girls were trained to mentor other girls in the school. A programme called "Boys' talk" was also set up. PASS gave evidence on an individual child basis and identified about 50 pupils some of whom needed specific referrals to the BEST. The interaction with BEST was very helpful although there were recruitment difficulties in relation to the social worker. The Behaviour Audit enabled the staff to look at whole school issues with a particular focus on giving the pupils a greater voice. As a result of the audit a member of staff was appointed to improve the work of the school council.

Box 14

Transfer from primary to secondary school for an excluded pupil

One Year 6 pupil, who had been permanently excluded from a primary school had been taken into the LSU at the secondary school for 3 afternoons a week prior to his transfer there. This was in addition to attending an Exclusion Centre for 2 days. He was described as 'having had the confidence knocked out of him'. He was happier at the LSU and his mother felt that this would benefit his transition and that he would have greater access to the Learning Mentors there. It was also appropriate as other vulnerable Year 6 pupils identified by the BEST would be supported there. The Mum had also received supportive visits at home from the BEST CAMHS worker and the Learning Mentor.

Box 15

The impact of Notschool.net

One young person (in a children's home) was set up with Notschool.net in a Midlands LEA. House moves followed to other parts of the country and then back to the original place. In each place the same LEA arranged for Notschool.net to be available. As a result the young person received national accreditation from Notschool.net and started at a College. The children's service from the Midland's LEA had visited the boy in his new home twice and were in daily contact on-line and on the phone. Another young person had a real interest in computers and as a result of Notschool.net had been engaged in work experience setting up and configuring computers. He now has an apprenticeship with a computer firm. Other young people designated as school phobic and 'uneducable' benefited from this initiative and demonstrated that they could benefit from education, but just not that on offer in school. The scheme was also transforming for families since the computer was there for all. The impact extended to siblings and parents. Despite the fact that Notschool.net put expensive equipment into really deprived homes the equipment was used with care.

Box 16

Pupils attending an alternative curriculum centre

Brian had been excluded from school and spent all his time at the centre. Rick had been bordering on fixed period exclusion on a regular basis. His parents had been in constant receipt of phone calls and letters from school and said Rick was always in trouble. He was described as 'messing about' and being confrontational with teachers. He attended the centre on a regular basis and participated in everything. His courses included motor mechanics and woodworking and also ASDAN. All the students interviewed were keen to attend college in Year 11 – Brian to do building, Rick to do an electrician's course and Lucy to do sports and leisure. In addition they were to do literacy and computer work. Rick was going to take art and maths back at school. Students can go back into school for at least some of the time. This was seen as useful socially. Rick's dad would like him to go back to school full time but Rick said he couldn't sit and do all of the curriculum. Rick said that he can stop work for a few minutes in the Centre, which he couldn't do in school. Rick's dad said that his attitude had changed since he had been at the centre and that he was more settled. Rick's parents were happy that he was attending, happy that he had the opportunity to gain qualifications in Year 11 but remain concerned that he was not actually in school, which they felt could affect the perceptions of future employers. However, in Rick's case he remained on the school roll and had an entitlement to reports and a Record of Achievement from the school. This had given him self-confidence. His parents were convinced that if there had not been a place like the centre Rick would have been permanently excluded from school and would have become involved with crime. Lucy indicated that she didn't like anything about school so she just didn't go. It was the Learning Mentor who had helped Lucy and referred her for placement at the centre. Attempts were being made to gain Lucy access to a 'Positive Futures' course and assist here in getting a qualification as a lifeguard which she badly wanted.

Box 17

Case study of attendance, truanting and exclusion issues: multiple support

Nick was a Year 9 pupil who had attendance issues. He had some learning difficulties and spent time in the Learning Support Unit. He also had support provided from a Learning Mentor. He was excluded twice during Year 7 and 8, for fighting, but had not been excluded in Year 9 and hoped to stay in school. He received weekly support from the counsellor to talk about issues and his attendance improved significantly. Prior to this he used to truant frequently and really didn't wish to come to school. School had not improved for him. He spent time talking with his father about why he needed to come to school and the problems that would occur for him and his father if he did not attend. Nick accepted this and realised that he must attend school. The regular counselling sessions and the fact that he could 'drop-in' to the BEST hut at any time meant that he had a place to go and sort out problems. He could cope with any incidents that happened during the day without these escalating into something more serious. There were problems with fighting but these were much less. "This has helped me with problems and being able to talk about things. I'm pleased that I haven't been excluded this year". When recently a pupil stole Nick's mobile phone, previously he would probably have got involved in a fight in an attempt to get it back. This time, he was able to talk to the BEST staff and the problem was resolved.

Box 18

Police in schools as mediators

A lot of information gets passed to the police in school. They are receiving prior intelligence about proposed battles with pupils and they have done a lot of work on bullying. They have provided an added sense of security, drop-in sessions, call outs to schools around the gates. They carry out a real mediation role. In one area there had been a lot of tension between police and youths. The day before the officer was due to start in the school he was passing and there was an incident at the gates in which he intervened. He informed the school and as he was walking across the playground was spat at by a pupil. Now he walks around the school with no problems. Pupils approach him and relay information, ask questions. It has broken down the barriers. Schools have used the officers in different ways. One school had had problems on the last day of term with flour throwing. Prior to the end of term the police officer approached local shops and asked them not to sell flour. It made a huge difference to the school at the end of the term.

Box 19

Identify and working with at risk pupils

At risk children were identified using criteria relating to exclusion, attendance and risk of engaging with crime. Three possible tiers of risk were identified requiring increasing levels of support from schools in partnership with relevant agencies as appropriate. This included children identified for intervention through the SEN Code of Practice. Named key workers supported children at each of these tiers.

- Level one included targeted support within the local school from a range of relevant professionals;
- Level two provided intensive support with the local school from a range of relevant professionals;
- Level three required rapid response from a range of agencies as appropriate.

Schools ensured every 'at risk' pupil had a key worker. A Learning Mentor sports coach/drama specialist was identified to work with 'at risk' pupils who provided an appropriate role model in terms of gender and race. The system for signing off 'at risk' pupils varied from school to school. In cases of attendance problems, pupils were signed off when the attendance improved to an average level. In the case of being at risk of exclusion pupils remained on the list unless there was a major improvement or alternative provision such as an augmented curriculum was in place. Pupil involvement in crime proved more problematic to deal with.

Box 20

The work of Learning Mentors

In one LEA learning mentors were a key element of the BESTs. As a result of the support of a social worker and a Learning Mentor from the team, two children from one family were retained in school. They had both been excluded previously. The support took place in the classroom but the pupils were offered the opportunity for dropping in whenever they felt the need. Both of the BEST team members worked with the parents. As a result, the pupils were being fed properly in the evenings (previously both parents had worked in the evening and the children had fed themselves). The intervention of the social worker also contributed to the family being re-housed from an estate where all the houses were boarded up and damp so that all the family had to sleep downstairs (there are 6 children in the family) and the children got very little sleep.

Box 21

Attendance at a parenting programme

In one primary school BEST CAMHS workers ran Webster Stratton training for parents.

The atmosphere was relaxed and where appropriate the workers made home visits. One mother said that she had learned about playing and praising rather than shouting. She reported still shouting a bit but felt that she could now control her kids without argument. She was also able to engage in other activities but keep her children playing. She said that she hadn't realised that she had been leading her children's play. Now they were using more words to describe their play and enjoying it more. The children had learned how to get more praise and knew what they were being praised for. The mother had learned how to ignore a child behaving badly while praising the other child. She had also learned how to use time out and loss of privileges and to give warnings such as 'tea soon' before asking the children to tidy up. Reward targeting had been used with sticker charts and the children had asked to do these. The mother indicated that she hadn't realised how much she hadn't said please and thank you to her children. She and her partner were from different backgrounds and she felt that it would have been better if they had attended the course together, although they had read the course book together. The mother and the Lead Behaviour Professional felt that the training would be helpful for teachers.

Box 22

BEST support for parents

The support offered to parents by members of the BEST teams was very much appreciated. A mother in one LEA, whose older daughter had been abused by her partner and whose Year 6 son had run away said, of the help received by her family and herself, *'The BEST has made a real difference. I was fobbed off by all the others'*. The BEST manager had been to her home and the BEST play therapist had been working in school with her Year 3 daughter. She said that she *'was dreading the summer holidays'* but she was assured that the BEST would support her by involving her children in activities. While this mother knew that her younger daughter would continue to be supported by the BEST, she was unsure about the support that would be given to her Year 6 son because he had only been able to gain a place at a non-BIP school. This was clearly a problem where only a small number of secondary schools in an LEA had BIP funding and BEST presence. Another mother had received support after the BEST team had put her in touch with a counsellor. They had supported her Year 1 son with 1-1 sessions. He used to be sent out of class regularly but now he gets certificates for good behaviour. He did have to stay at home for 2 days but a BEST support worker had been to the house. The mother reported *'The BEST have helped me in a really big way – who to go to – and given me back my confidence'*. Where BEST family workers had gone into homes, it was felt that this had *'taken the stress off parents'* and also made things easier for staff in schools. It was suggested that if the funding for BEST was withdrawn, many things could continue, but not the support for homes. Overall, the way that BESTs worked in homes was seen to be a huge benefit which had helped to restore confidence to families. They had supported families and children in very difficult circumstances, for instance, those who were bullied or those who were unable to live together, in a way in which more conventional services would not have been able to do.

Box 23

Access to a Family Service

In one LEA, a school took advantage of a Family Service. This offered provision within the local area but as part of BIP could be accessed at the school. Six therapists worked in the school with children and parents who would not have sought help if the school had not intervened. An important factor impacting on the success of the intervention was its accessibility to parents and children. Several interventions were being implemented targeted at pupils who were exhibiting extreme levels of anxiety. Five pupils with extreme behavioural difficulties, perceived as long term, were attending individual counselling in anger management. A group of five Year 10 girls were receiving group counselling as they were perceived to be at risk of exclusion from school and another five pupils were in a group focussed on drug and substance abuse. There were problems persuading the parents of these pupils that their children needed help in relation to hard drugs. Individual support for parents was offered which had been taken up by two parents, one whose child was attending the group for drug abuse, the other whose child had been a school refuser but who was now reintegrated into school. The counsellors were also available to offer general advice to pupils, parents and teachers. Staff in the school valued the expertise of team members and the intervention had made a real impact on the level of support offered to these seriously troubled young people. The team were easy to access and responses were speedy. Pupil referrals were made through the Lead Behaviour Professional. The LEA valued this initiative and would have liked to extend it to other schools but were unable to do so because of lack of funding.

Box 24

Example of the work of Home-school liaison workers

Some LEAs used BIP funding to buy in home-school liaison workers working through a charitable trust. Their exact role depended on the needs of the school but included issues relating to attendance, e.g. working with parents, making home visits, encouraging parents to become involved with school activities, and working with vulnerable pupils in lunch time clubs, during group work or in individual sessions. They sometimes played a role in the transition between primary and secondary schools and in some cases acted as key workers to a number of pupils. They liaised with a wide range of other professionals and agencies as the need arose. They were line managed within the school, but received training and supervision through the trust. School staff were very positive about the role that they played. The support they provided for pupils improved behaviour and reduced levels of staff stress. Because of the flexible nature of their remit, there were sometimes difficulties in defining the exact nature of their role.

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