RAISING BEHAVIOUR

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A SURVEY OF LEA BEHAVIOUR SUPPORT SERVICES

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INTRODUCTION

This report conveys the findings from a national survey of LEA Behaviour Support Services (BSSs). Originally published as an NFER Annual Conference paper in 1997, this is an extended account of the issues, structures and general approaches pertaining to BSS activity. The report is based on a questionnaire which formed the first phase of a research project entitled 'Effective Behaviour Management in Schools'. This project included as its first aim: '*to portray the range of support structures for behaviour management which schools are offered by their LEA*'.

Much has happened since the administration of that questionnaire: not least the election of a government with a strong agenda to address the issues of young people's disengagement and exclusion from educational opportunity. As well as that, over the past year, new imperatives for local authorities and their services have been very evident; and equally, many more authorities have acquired unitary status. Inevitably therefore, the BSS world is now a different place from that which existed at the time of the survey: and the changes might be of such magnitude that some might feel that these findings are no longer entirely apposite or relevant to policy makers and practitioners.

We very much hope this is not the case and that the wealth of data provided by Behaviour Support Services and reported here forms a basis from which to develop individual LEA responses to emerging national initiatives. As LEAs develop their Behaviour Support Plans, a depiction of the range of BSS activity and provision, the various funding arrangements, structures and monitoring procedures will hopefully provide useful insights to inform this planning, or to review how far services have moved on since that time. Certainly, there is anecdotal evidence to suggest some of the responding services now have permanent status, increased staffing and so on. Reflecting the recommendations to emerge from initiatives like the Social Exclusion Unit, New Start, Standards Fund and so on, other developments in BSS activity no doubt are likely to include: involvement in creating or extending genuine multi-agency

approaches; enhancing alternative curriculum provision; and engaging more in preventative work and with younger pupils. Thus, the current report is a useful baseline study for those wishing to investigate these aspects of BSS activity in the future. Perhaps one of the most interesting baseline measures will be the status afforded to behaviour support work — both within an LEA organisation and by its schools — and how far this might change, particularly in the light of Fair Funding arrangements.

To summarise our 1996–97 study would be to say that it has above all demonstrated extreme variability: not only in the size, position (and even existence) of a BSS within LEAs, but also how such a service is received and understood by schools. Status might also be said to underpin the issue of training, remuneration and career advancement for BSS staff which again featured as a recurring concern. The survey perhaps conveys that, at that time, there was a strong sense of a burgeoning discipline or specialism of behaviour support work. How far recent government legislation and intentions (including school targets for exclusions) will effect further change is an important question for future study.

The research was funded by the Council of Local Education Authorities (CLEA), who have a strong commitment to the development of LEAs' work in this area. We are very grateful for their support.

CHAPTER 1

THE SAMPLE OF BEHAVIOUR SUPPORT SERVICES

(1) INTRODUCTION

At the close of the summer term 1996, the questionnaire was sent out to all the LEAs in England, Wales and the islands, 144 in total. By the end of the calendar year, returns were received from 89 LEAs: hence an overall response rate of 62 per cent was achieved.

It is important to acknowledge that all figures on LEAs' size and type quoted in the report were correct for the financial year April 1996 to April 1997, during which the questionnaire was sent out and returned. Given the very wide variation in Behaviour Support Service (BSS) activity which the questionnaire returns revealed, it was felt there should be absolute clarity about how far the sample could be deemed representative of the national picture at that time.

(2) TYPES OF LEA IN THE SAMPLE

Table 1.1 below shows the extent to which the survey sample was representative of the types of LEAs nationally, using the criteria inner and outer London boroughs, metropolitan boroughs, new authorities, county and Welsh authorities, and 'other', which refers to island LEAs. It shows the breakdown of LEAs nationally by type as a percentage of the overall total, and also displays the breakdown of LEAs in the survey sample by type.

Table 1.1 The types of LEA in the survey

Type of LEA	1996–97			
	Type of LEA: National		Type of LEAs in Sample	
	(N)	%	(N)	%
Inner London	(13)	9	(6)	7
Outer London	(20)	14	(12)	13
Metropolitan	(37)	26	(19)	21
New	(14)	10	(10)	11
County	(35)	24	(24)	27
Wales	(22)	15	(16)	18
Other	(3)	2	(2)	3
Totals	**(144)**	**100**	**(89)**	**100**

Source: *NFER: Effective Behaviour Management Project, LEA survey 1996–97.*

Table 1.1 shows how the percentage of outer London and new authorities in the NFER survey sample was within one per cent of the percentage of these types of all the LEAs in England. Numbers of Welsh, island LEAs and inner London authorities in the sample were also close to the national percentage. However, a slight discrepancy between national percentages and the survey was evident in the returns from metropolitan LEAs. Furthermore, the percentage of county LEAs in the survey sample was higher than was the case nationally.

In addition to the survey, interviews were undertaken in eight LEAs. Three were county LEAs, two were metropolitan and there was one new, outer London and Welsh LEA.

(3) SIZE OF LEAS IN THE SAMPLE

Table 1.2 below shows the extent to which the survey sample was representative of the different sizes of LEAs in England, Wales and islands (Channel Islands and Isle of Man), as clearly this could affect the numbers of staff and organisation of behaviour support work. The size of the LEA was calculated according to the

number of state primary and secondary schools (including grant-maintained) within it. It was decided that:

- 1 to 80 schools would constitute a 'small LEA',
- 81 to 300 schools would constitute a 'medium-sized LEA',
- 300 and above schools would constitute a 'large LEA'.

Table 1.2 The size of LEAs in the sample

Size of LEA	National		In Sample	
	(N)	%	(N)	%
'Small' LEA	(47)	33	(32)	36
'Medium' LEA	(72)	50	(41)	46
'Large' LEA	(25)	17	(16)	18
Totals	(144)	100	(89)	100

Source: *NFER: Effective Behaviour Management Project, LEA survey 1996–97.*

As the table shows, in the survey sample there was only a slightly greater percentage of 'small' LEAs than there were nationally, and a smaller percentage of 'medium-sized' LEAs. Of the eight LEAs where visits were made, one was a 'small' LEA, three were 'medium-sized' and three were 'large'.

Table 1.3 shows the 1996–97 breakdown of LEAs nationally and the NFER survey sample LEAs, by both their type and size.

Table 1.3 LEA types and size: nationally and in sample

Type of LEA	Size of LEA					
	Small		Medium		Large	
	National (N)	Sample (N)	National (N)	Sample (N)	National (N)	Sample (N)
Inner London	8	5	5	1	-	-
Outer London	13	8	7	4	-	-
Metropolitan	5	5	31	13	1	1
New	7	4	6	6	1	-
County	1	1	11	8	23	15
Wales	10	7	12	9	-	-
Other	3	2	-	-	-	-
Totals	**47**	**32**	**72**	**41**	**25**	**16**

Source: *NFER: Effective Behaviour Management Project, LEA survey 1996–97.*

From this, it is possible to see that all medium-sized new authorities, small metropolitan, large metropolitan and small county LEAs were part of the survey sample. However, there was a notable discrepancy in the survey sample in that fewer than half of the medium metropolitans were represented. Medium-sized metropolitan boroughs were the largest grouping nationally, so it may be important to bear in mind that this group was particularly under-represented in the survey sample.

CHAPTER 2

THE STRUCTURE AND POSITION OF LEA BEHAVIOUR SUPPORT SERVICES

(1) INTRODUCTION

The first request in the questionnaire invited LEAs to '*characterise in diagram form, the structure of the Behaviour Support Service (BSS) currently in place, including relevant items such as line-management, internal team structure, location within LEA support services*'.

It is worth noting first, that, of the 89 responding LEAs, 25 (28 per cent) stated clearly at this point that they had no service with a discrete behaviour support (BS) brief. Sometimes comments like '*there is no identified BSS*' or '*... we used to have a BSS, but this was abolished some years ago*', accompanied by a non-completed questionnaire, were returned. In other instances, the range of support to schools offered in some of the LEAs (still stipulating their non-BSS status) appeared to vary little from those who did specify the presence of a distinct BSS. In these cases, with caveats such as '*Please recognise there is no single BS Service*', respondents completed the questionnaire.

(2) THE LOCATION OF BSS ACTIVITY

Self-referenced 'non-BSS' LEAs generally located their behaviour-related work within services such as Educational Psychology, Pupil Support or Special Needs, or in some combination of these services. Two 'non-BSS' LEAs nominated the Educational Welfare Service as a partial provider of behaviour support, and three specified a contribution from their Advisory Service. In addition, half of the 'non-BSS' LEAs cited their Pupil Referral Unit (PRU) provision as a source of behaviour support, or chose to indicate that support work was offered in part through a temporary project.

There were 64 LEAs (72 per cent) which specified the existence of a distinct service offering behaviour support. Again, the analysis suggested considerable variation in the actual location of this behaviour support activity. Though a small number of respondents

offered diagrams which proved too skeletal to identify an exact place within their LEA's services, most provided detailed visual outlines from which it was possible to depict three major types of service location.

(i) **Behaviour support as a separate and discrete service, parallel and equivalent to other services** (such as the Education Welfare Service, Education Psychology and Learning Support (or Sensory Impairment) Services). These BSSs were usually located within an authority's Pupil Support or Special Educational Needs (SEN) Divisions. Line-management was from a head of BSS directly to personnel with senior education officer status (Service Managers; Assistant Directors; Service Group Coordinators). In the vast majority of services within this category, outreach and PRU-based provision were jointly offered. All types and sizes of LEAs were represented in this group.

(ii) **Behaviour support located within an authority's Special Educational Needs Service**. These BSSs were sometimes said to be integrated with Learning Support Services. In some instances, respondents indicated there was no delineation between learning support and behaviour support. Occasionally, a further distinctive location was behaviour activity as part of multi-disciplinary/agency geographically based teams. The BSSs in this category were usually line-managed by a head of SENSS, though there were instances of joint line-management between Pupil Support and Special Needs Services. Half of those Behaviour Support Services located within SENSS were not connected to any PRU provision. In contrast, other SENSS-located behaviour services indicated their support was entirely based around PRU or EBD school provision. Unitary authorities and London boroughs were well-represented in this type of location, as well as three large counties.

(iii) **Behaviour support placed directly within the authority's Educational Psychology Service.** Here, line-management was usually by the Principal Educational Psychologist (or a senior educational psychologist with a behaviour brief in two instances). Committees of management, incorporating different

services, also emerged in two instances. It was noticeable that BS work in LEAs of this category could often be undertaken by those who were given the nomenclature 'Team' (as opposed to a 'Service'). About a third of the LEAs with behaviour support in this location did not include PRU provision as part of their brief. It was apparent that, with only one exception, Type 3 structures were not evident in new authorities, but did include a number of county LEAs.

Across the BSS sample, sometimes different line-management for primary and secondary phase teams was suggested. Another line-management variation was by committees of different agencies, including representation from headteachers. As with non-BSS authorities, the picture as a whole showed enormous variation within — as well as between — these three types of service location. The diagrams which conclude this section are intended to show this variation more clearly.

Yet again this variability is worth noting as a factor, and that perhaps higher status was felt to be conferred on services who have direct access to senior officer-level activity within the authority.

From discussions in the visited LEAs, the value of that direct representation to senior officers was noted, although the importance of interconnection and equivalence with other services was also apparent.

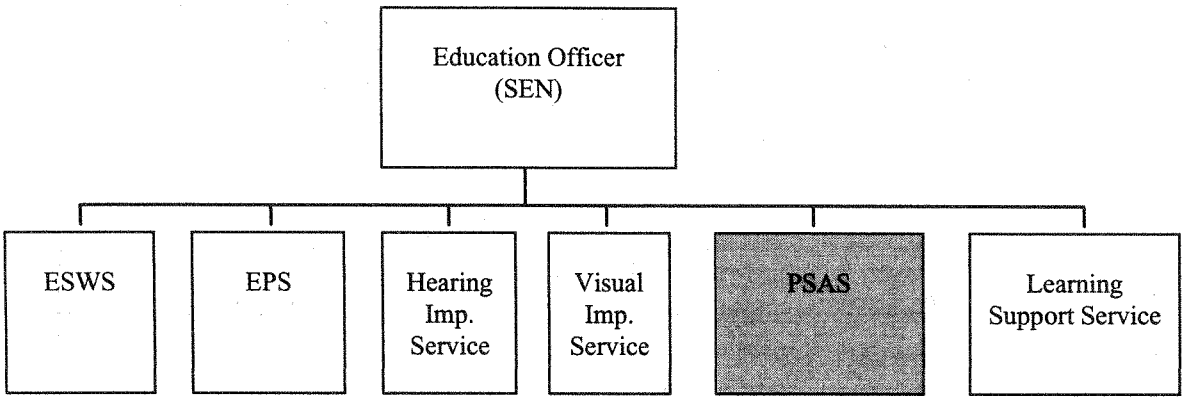
> *The divisional nature of our education department has always had senior psychology as a very senior partner in that section which delivers support directly to young people in schools. For some years, we've been strongly ed. psych.-driven at divisional level, at senior assistant director level. There's never been an EBD base at County Hall. I think the generic role of EPS in special needs has gradually taken on a stronger line-management responsibility for EBD. Oddly, that doesn't happen in other arms of special needs support service. If the BSSs are a relatively new breed of support service then it seems there's an argument for having senior officers who have direct knowledge of the issues* (BS Coordinator).

Our BS team wants to work closely with the psychologists and the ESWs and we would like to think that we all have an equal role to play, we are not hierarchical in the work we do. Some BSSs had been attached to Psychological Services in the past and worked as 'foot soldiers' to them, taking referrals from them, and probably had a lower status than was merited. I wonder whether our service is more effective because things are done 'in true partnership'. It would be wrong to think that BSS should manage all the behaviour support type resources and should be the sole body responsible for behavioural needs. The ESW and PS have a major role to play (Head of Behaviour Support Service).

BSS LOCATION type (i):
a separate and discrete service parallel to other services

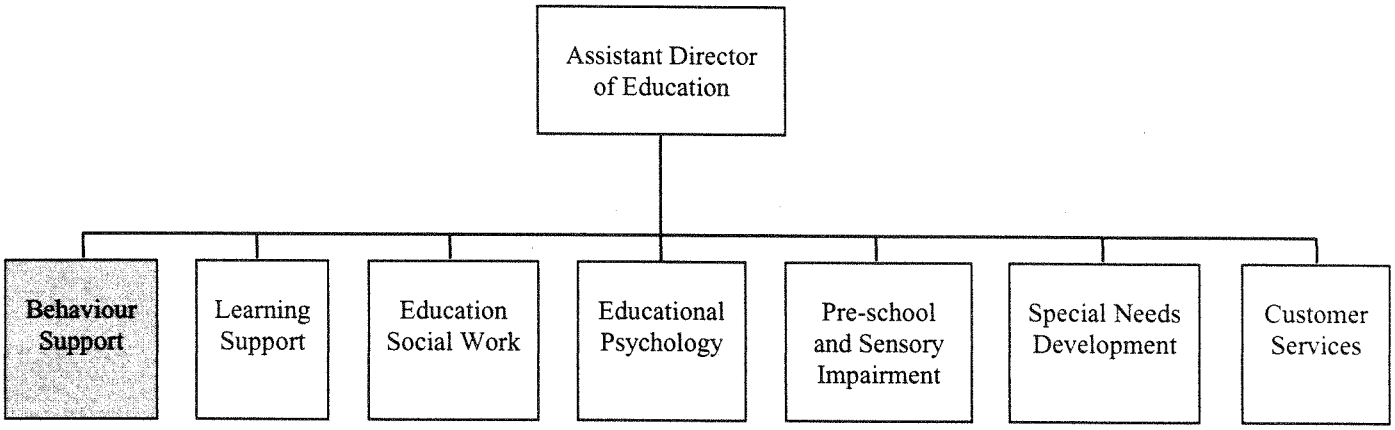
Example 1 An island LEA

'A new Service was established in January 1996 to support children with EBD. The Service is known as the PUPIL SUPPORT ADVISORY SERVICE (PSAS).'



BSS staff: 1996–97	
No.	**Specialisation**
4	*Advisers (including Head of Service)*
3	*Support Assistants*

Example 2 A unitary authority



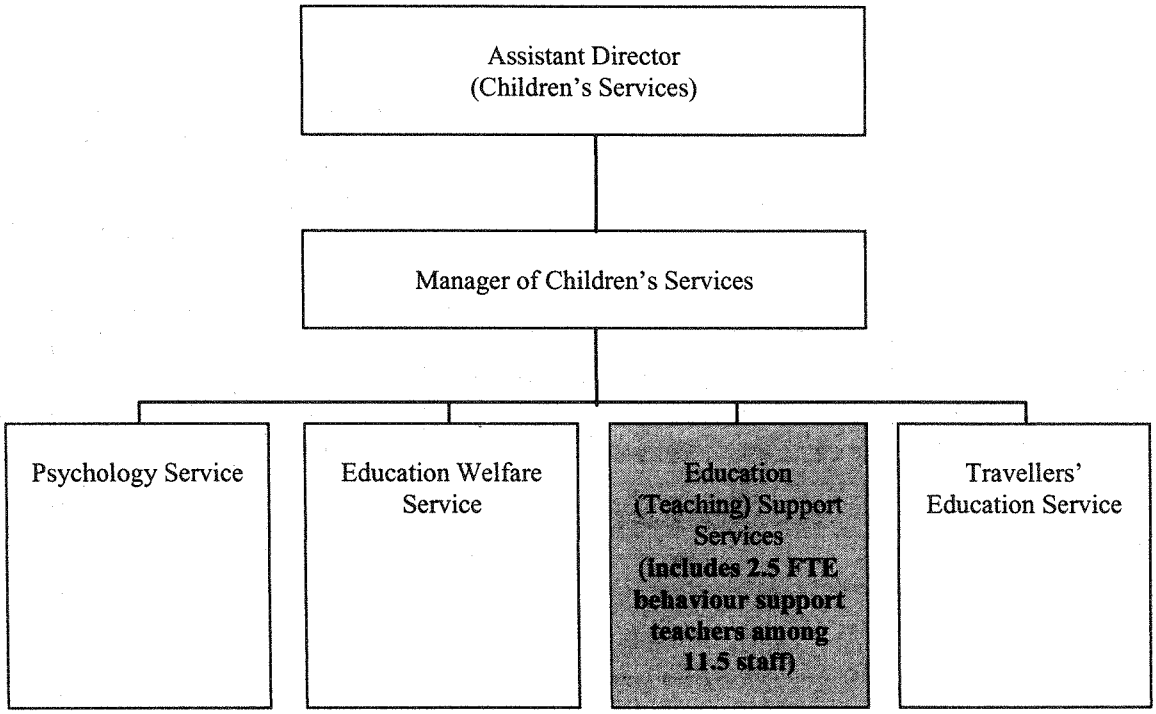
BSS staff: 1996–97

No.	Specialisation	No.	Specialistion
1	*Head of Service*		
7 teachers	*Core Team for PRU and Outreach*	*1 Support Assistant*	*Year 10 & 11 Ed. Otherwise places at College etc.*
		4 Support Assistants	*GEST 9(B) support*
1	*Deputy Head (PRU)*	*1.5 Admin. Staff*	*Home Tuition (casual) contract — hourly paid*
1	*Deputy Head (GEST/Training)*	*0.7 teacher*	
1	*Primary Phase Lead Worker*		
3.5 teachers	*Team for Education Otherwise*		
1 teacher	*GEST Reintegration Packages*		
1 teacher	*i/c Children's Psychiatric Teaching Input*		

NB: *Most staff work in most areas but nominal job descriptions are listed opposite.*

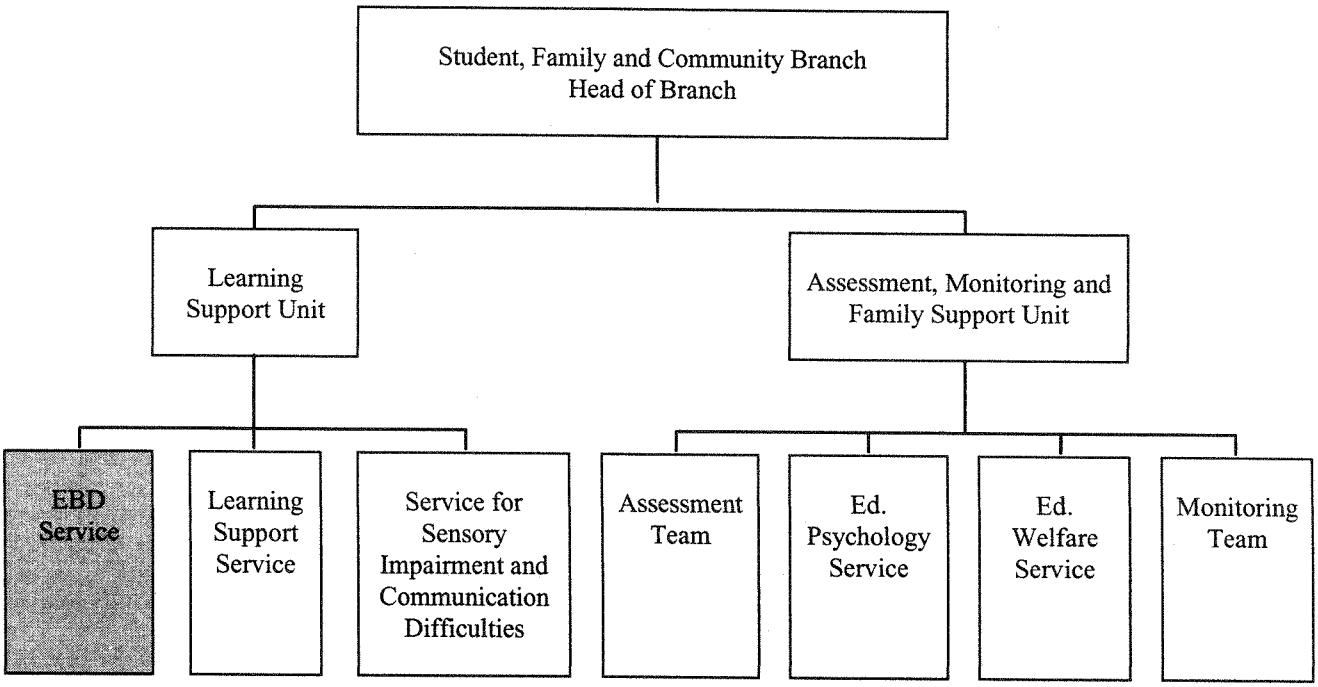
BSS LOCATION type (ii): located within SEN service

Example 1 A unitary authority



BSS staff: 1996–97	
No.	**Specialisation**
1.5 FTE *1 FTE* *No Support Assistants shared 0.5 FTE clerical support with rest of ESS team (± 11 FTE)*	*Works in Social Services Child and Family Centre*

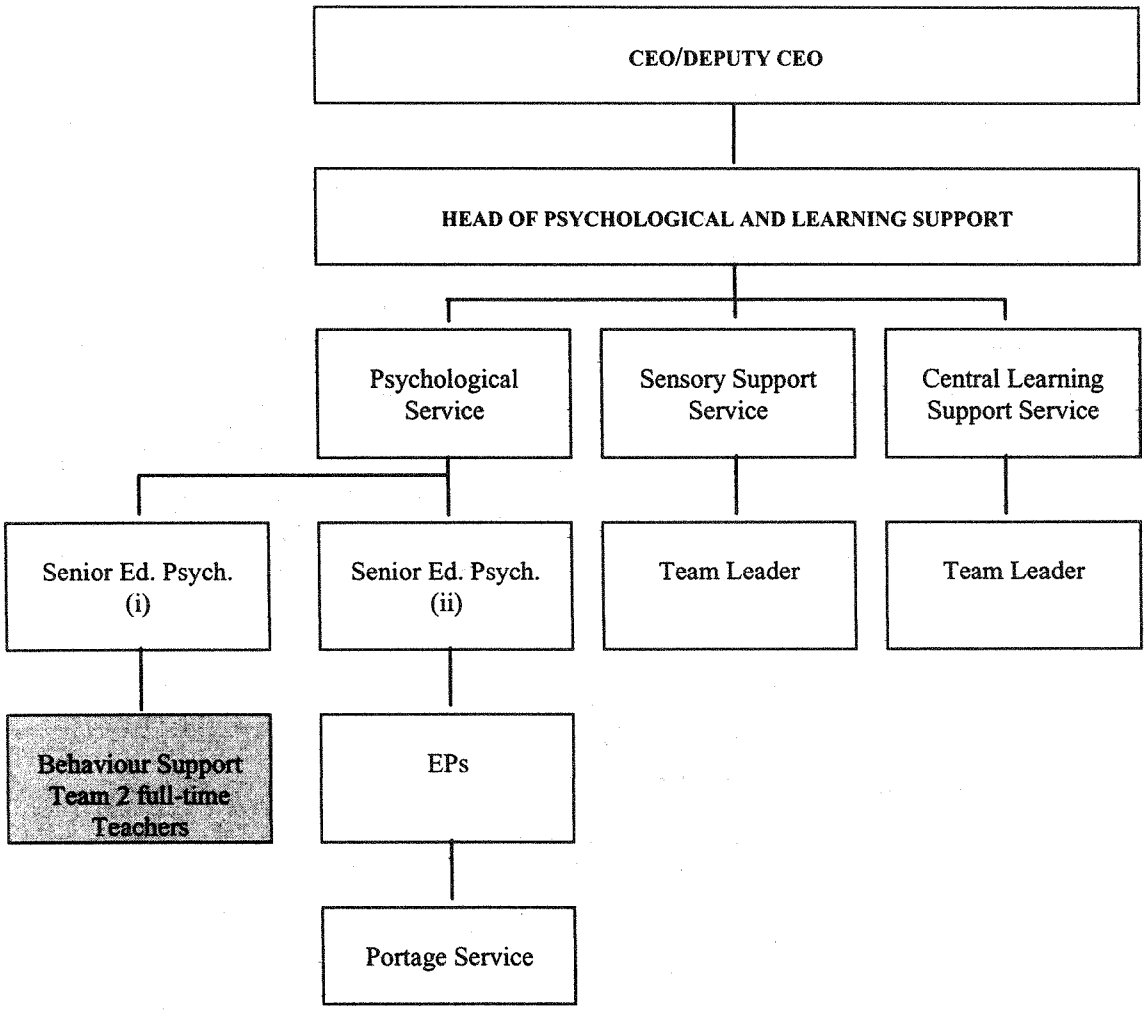
Example 2 A county LEA



BSS staff: 1996–97	
No.	**Specialisation**
1	*Head of Service* • *primary/secondary* • *resource/development* • *INSET development* • *case work*
3	*Support Teachers* • *primary/secondary* • *INSET delivery* • *case work*
1	*Admin/Clerical* • *office systems*

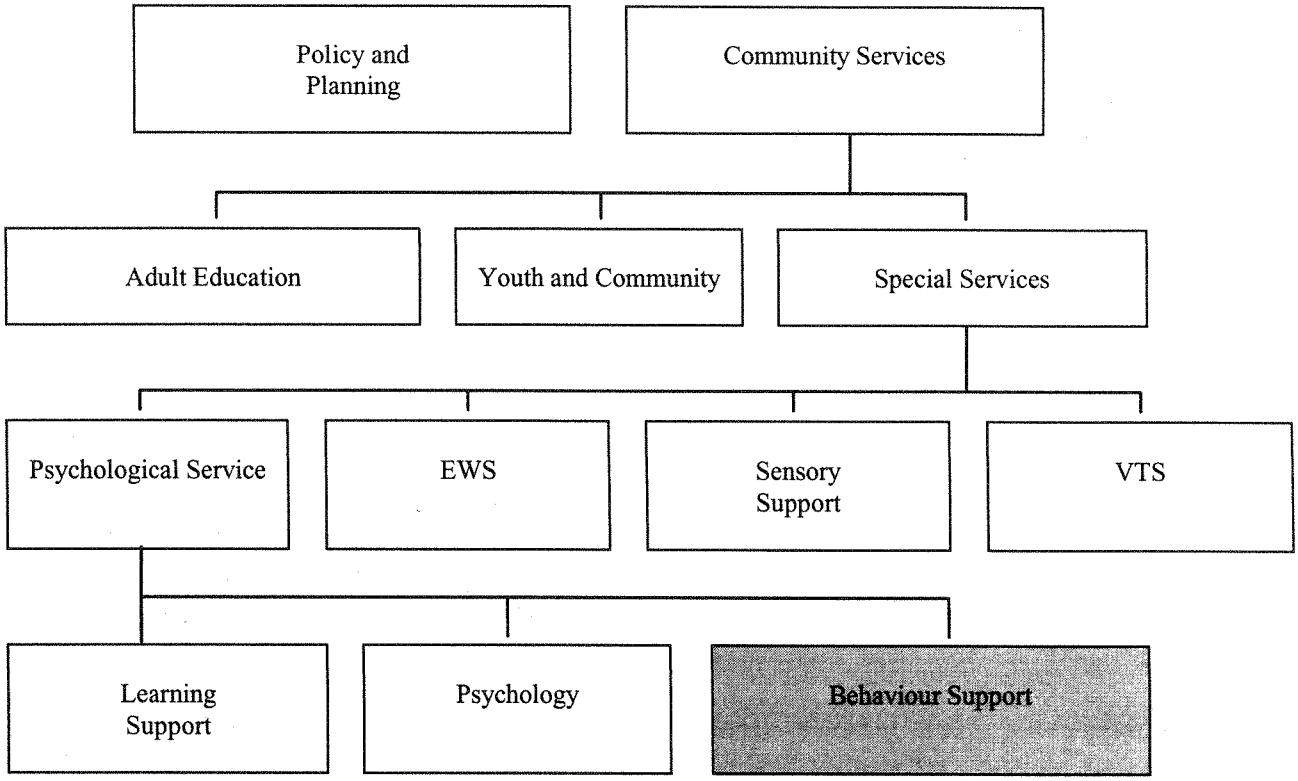
BSS LOCATION type (iii): within the EPS

Example 1 A metropolitan LEA



BSS staff: 1996–97	
No.	**Specialisation**
2	*Outreach in Primary Mainstream*

Example 2 A county LEA

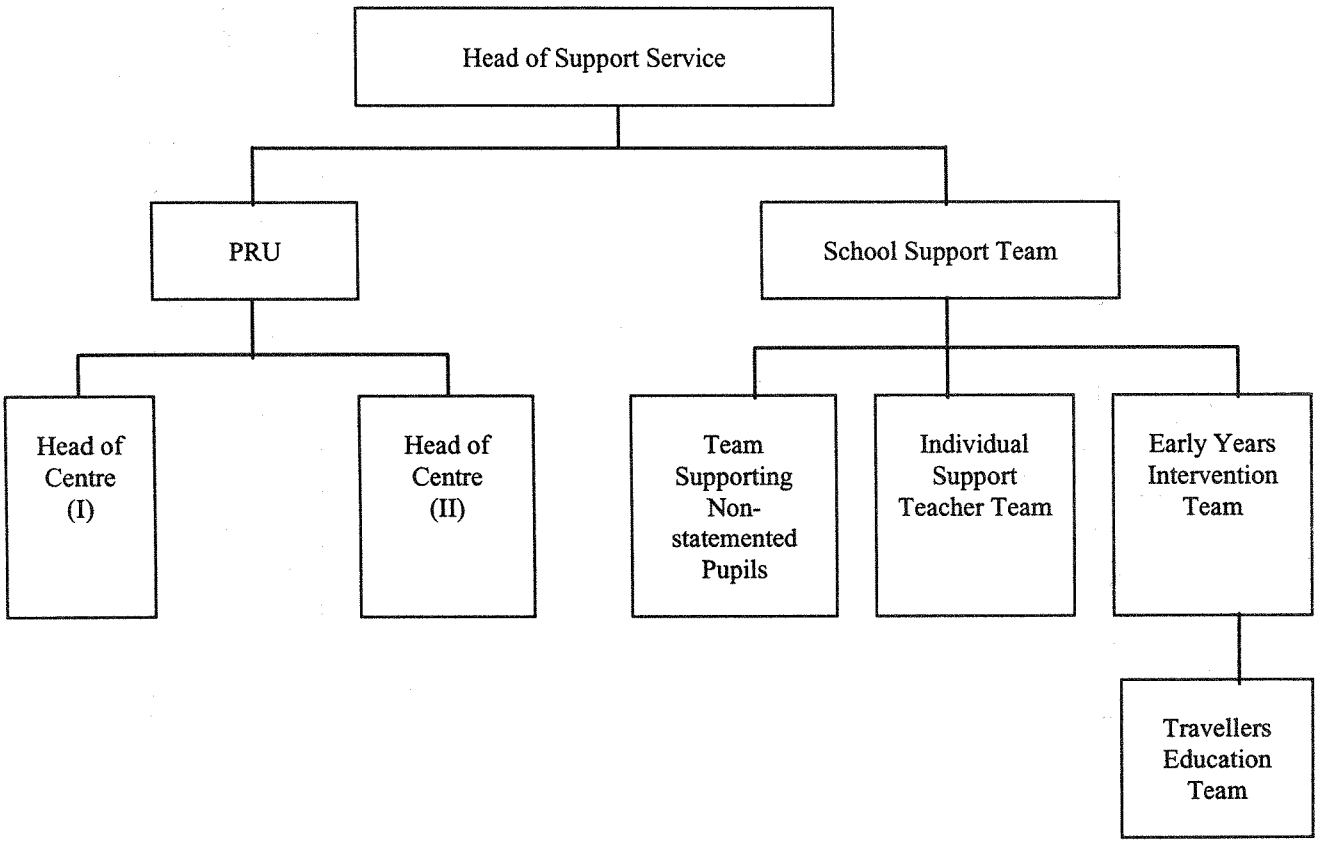


BSS staff: 1996–97	
No.	**Specialisation**
37.5	*Teachers (3.5 of which specalise in Social Services work)* *The remainder is split between school support and off-site work*
9	*Support Assistants — mainly off-site*

BSS LOCATION type (iv): a 'self-referenced' non-BSS LEA

Example 1 A London borough

'This LEA does not have a discrete Behaviour Support Service: behaviour support is offered as part of the general school support team ...'

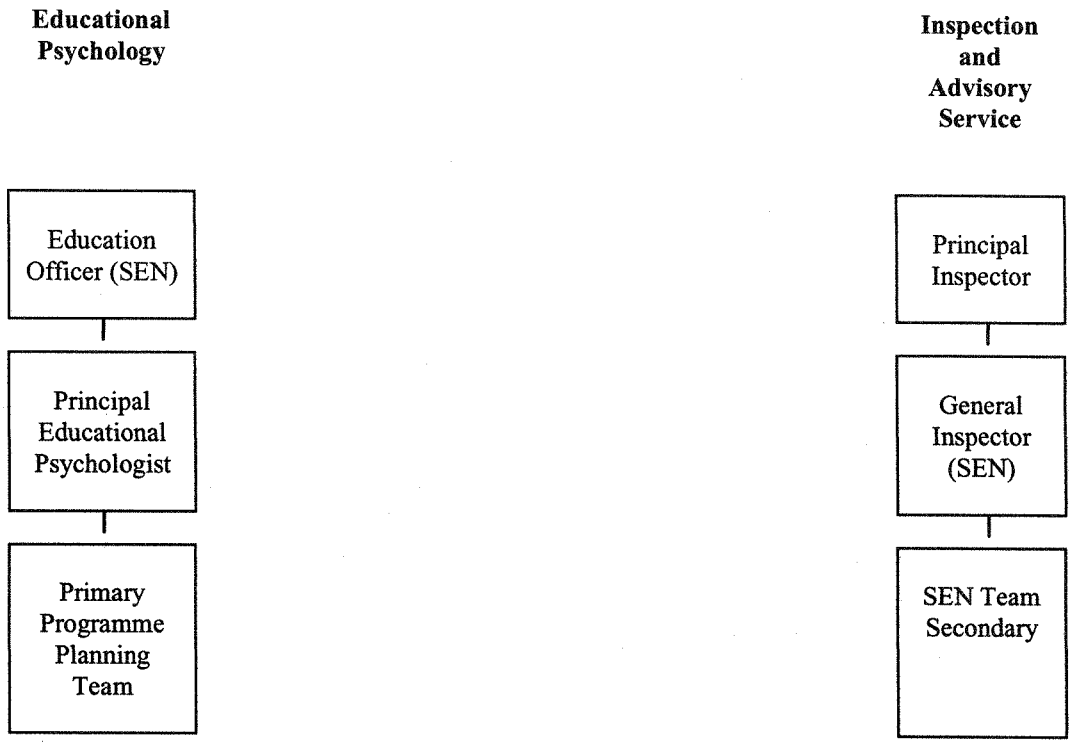


BSS staff: 1996–97	
No.	**Specialisation**
16	*PRU/Centre staff*
2	*Heads of Centres*
3	*Admin. (one for each element)*

BSS staff: 1996–97	
No.	**Specialisation**
17.5 FTE	*Individual Support Teacher Team*
6.8 FTE	*Team Supporting NC-statemented pupils*
2 FTE	*Early Years Intervention Team*
1+1 FTE	*Travellers Education Team*

Example 2 A London borough

'There is not a discrete Behaviour Support Service but behaviour support work is undertaken by educational psychologists, programme planning teachers (primary) and advisory teachers (secondary).'



BSS staff: 1996–97			
No.	**Specialisation**	**No.**	**Specialistion**
*2**	*Primary*	*2*	*Secondary*

* *Difficult to quantify. Includes only proportion of programme planning team time. Does not include any EP time in behaviour support work.*

Limited access to secretarial support not quantified

CHAPTER 3
STAFF AND STAFFING ISSUES

(1) INTRODUCTION

The questionnaire asked about the numbers of staff (full-time equivalent (FTE)) based within BS Services and what kinds of role specialisation were in place (e.g. primary or secondary focus, off-site and outreach activity). Figures for administrative and support staff were also requested.

Again, the question threw up much complex information, with a great variety in staff size and in the types of work that came under the BS aegis once more evident. Some 'BSS LEAs' stipulated three or less FTE staff in their service; others provided totals of over 60 teaching staff. Yet others, while still describing themselves as having a BSS, indicated there were no staff with a specific behaviour brief, but that Learning Support/Special Needs Support staff undertook this work along with their other provision. Typical comments of this ilk were: '*... it's not possible to isolate FTE for just behaviour support*' and '*this is virtually impossible to complete; mainstream work is undertaken by a wide variety of part-time staff*'.

Sometimes LEAs provided details of administrative or support assistants; others did not. Where stipulated, the range of numbers of support assistants was equally varied: several LEAs nominated over 20 such personnel; others referred to one or two. Clearly such variation would also affect the kind of provision offered. Equally, there were a few LEAs who indicated support assistants were appointed by schools through delegated funding, with the facility for training by the BS Service.

(2) STAFF SIZE AND ROLES

Notwithstanding this complexity, a tentative classification of the size of BSS, incorporating all nominated staff, was made: however, extreme caution was needed and applying this variable of staff size was done sparingly. It was decided that one to

ten staff would constitute a small team; 11–30 would be given 'medium-sized' status; and over 31 would be classified as a large service. It should be noted that later references in the report include all nominated support staff, as this was felt to be reflected in the type and range of provision available to schools.

When utilising this classification for discrete BSS LEAs, and applying it to FTE staff (not administrative or support assistants) where available, only about one in six services could be deemed 'large'; almost a third 'medium-sized'; and some 40 per cent were 'small'.

Clearly, as well as size of area to cover, these vast differences in size could equally signal different roles and contributions to behaviour support activity within LEAs. Again stressing the tentative nature of the following analysis, a number of variations in BSS staff roles did emerge.

VARIATION 1 *non specialist role*

These LEAs indicated that behaviour support was an intrinsic and indistinguishable part of SN or EP provision, with comments such as '.. *in our Learning and Behaviour Support team, we all do everything*'; '... *part of the EPS's generic role*'. As already noted, some responses which indicated they felt they were an LEA with a BSS still offered this interpretation of BS activity, while other LEAs with this type of BS provision prefaced responses with clear statements of non-BSS status.

VARIATION 2 *mono-support role*

These services (invariably small) offered exclusively outreach or peripatetic activity, and were distinctive in that they were not connected to PRUs/off-site provision. Sometimes staff had a brief to focus on secondary or primary; in other instances they indicated a '*cross-phase brief*'. Two LEAs (which each had less than three staff) referred to offering a primary outreach service only. Other BSSs, while still not engaged in PRU-related activity, did indicate that their staff had roles in Child and Family Services or Social Services. In some

instances, a focus on INSET and advisory work was also referred to as a major role here.

VARIATION 3 *duo-support role*

These responses indicated a brief which covered both PRU/off-site provision and outreach activity in mainstream schools within the aegis of the BSS. Sometimes this was phase-related, services operating both primary and secondary PRUs with outreach staff attached. Other LEAs, with secondary phase PRUs only, had outreach staff doing all phase work. A further, but less common, variation was the specification that BSS staff undertook both off-site and outreach duties: '*... all staff are involved in receptive and preventative functions*'. One LEA referred to its division of outreach staff into those undertaking CoP 1–3 work or CoP 4–5 work.

VARIATION 4 *multi-support role*

Further LEA variation was to stipulate other specialist pupil clientele coming under the responsibility of the BSS: e.g. off-site units for those with attendance problems (phobic or 'anxious' children); pre-school/nursery activity; adolescent mental health units; hospital and home tuition. As well as that, some services indicated distinct and varied responsibilities for their staff, e.g. vocational responsibilities/pre-vocation teams, reintegration, social services work, anti-bullying roles. Multi-disciplinary teams were evident here: references to roles within the BSS such as Careers Officers and Youth Workers suggested that some of the wider issues of disaffection (like curriculum disengagement) were included within the remit of behaviour support.

A full breakdown of nominated specialisms mentioned is featured in Figure 3.1

Figure 3.1 Specific nominated roles for BS staff: an audit

Advisers for EBD	Hospital tuition
Adolescent psychiatric teacher	INSET
Alternative education at KS4	Looked-after children
Anti-bullying brief	Outreach Stage 5 (CoP)
Anxious children	Outreach Stage 3 (CoP)
Basic skills Y11	Phobic unit
Careers Officer	Policy and practice development
Child and Family Centre worker	Pre-school/school preparation
Cross-phase outreach/support	Primary exclusion team member
Curriculum specialist: off-site provision	Primary outreach/peripatetic
EBD day school/unit — primary/ secondary head or teacher	Primary PRU teacher or manager
EOTAS (Education Other than at School)	Reintegration (unspecified)
Educational Psychologist	Reintegration Y7–9
Education Welfare Officer	Secondary outreach/peripatetic
Family worker	Secondary PRU teacher or manager (KS3 and/or 4)
FE/college links	Social Services team member
GEST project staff (unspecified)	Vocational specialist: off-site provision
Health Authority placement	Young Offenders/Youth Justice worker
Home tuition	Youth worker
Home – school support worker	

This array of roles was reflected in the kinds of professional expertise associated with BSS activity, and this, as well as key issues in staffing, is now addressed.

(3) STAFFING ISSUES

In a further open question, comments were invited on any issues relating to current staffing, and a number of associated themes emerged. Respondents mostly mentioned the need to:

- **increase the staffing for behaviour support activity;**
- **expand and/or formally accredit the skill base of support work; or**

- **enhance the professional status of behaviour support staff, in terms of improving career structures and opportunities.**

Such issues perhaps not only reflect the effects of a burgeoning demand for a behaviour-focused service within LEA provision, but indeed the growth of a distinct and specialised discipline requiring greater recognition.

However, given the enormous range of support work across the sample of LEAs, it is perhaps not surprising that respondents from the various service structures emphasised rather different aspects of this recognition requirement. Thus, particularly in some of the smaller and less discrete services, the main staffing issue related to under-resourcing: '*... our staff is too small to meet demand*'; '*we need more staff*'; '*the volume of work is our problem, with the increase in exclusions and PRU place demands*'. Occasionally, the staffing problem was said to be related to '*the fluctuating and unpredictability of the numbers of students*', which impacted on '*... the ability to recruit permanent staff*'.

Other respondents cited this problem of recruitment to the service, but gave more emphasis to issues concerning the current skill base and status of behaviour work. Comments in some instances alluded to the difficulty of recruiting from outside the service: '*there is a low level of applicants from secondary*'; '*... lack of recruitment from outside*'; '*... recruitment from mainstream and vice versa is a problem*'. Sometimes, recruitment was referred to in terms of a quality issue: '*... it is difficult to find suitable qualified people*'; '*appointing staff with credibility to mainstream colleagues is a key factor*'; and '*... attracting, retaining and developing quality staff*'.

Some of the factors underpinning this recruitment problem were described — principally, the lack of career structure and promotion opportunities (although, sometimes it was '*levels of remuneration*' which was cited as the problem). Typical comments on career and promotion issues included: '*retention is a problem, the lack of a career path*'; '*career opportunities are limited*'; '*... a good career structure is*

required'. The short-term nature of funding for behaviour-related work (e.g. GEST) was nominated in several instances as a major problem.

Others mentioned reorganisation of authority services as a factor in recruitment ('*reorganisation has meant our BSS has had to evolve rather than be recruited*'). The corollary of this was that current staff might lack appropriate expertise, or indeed hold different values about the aims and procedures underpinning behaviour support works ('*The EBD unit is staffed by those who are redeployed or from special school — there is a need for mainstream and primary education experience*').

However, it is important to note that, as with qualifications, respondents in some services were more buoyant about their BSS staff's career opportunities and remuneration.

Concern about the issue of professional development for behaviour support staff was in fact the highest ranking response from the sample as a whole. Again, considerable variation of emphasis emerged within this issue, with some respondents noting the need simply for '*more training*' or pointing out financial constraints on professional development activity for BSS staff: '*there is a continued difficulty in identifying budgets for training needs*'; '*... there is no funding for training teachers in EBD, unlike hearing impairment or psychology*'. More specifically, some authorities gave the new conditions and roles required of their BSS as the reason for the need to develop the skills of their behaviour support staff ('*... there is a need for continued training to enable more staff to provide school-focused support*'; '*as a new service, professional development is a priority — it has highlighted weaknesses in expertise...*'; '*... we need to increase skills*') and a few respondents noted how it was the national changes in policy and funding which had affected the skill-base of the service ('*staff in PRUs were appointed pre-LMS*'; '*... PRU development has training implications*'). Hence, curriculum expertise, as well as managing children and experiencing behavioural difficulties and 'systems change', were development areas raised.

Beyond that, a number of respondents noted the current paucity of specialist and advanced training in behaviour support work: '*... specific behaviour and EBD training is hard to access*'; '*there is a real need for accredited courses*'; '*... limited scope for advanced courses*'; '*... little specialist qualification, though some intensive specialist INSET is now going on*'.

In contrast, other services described their own training and induction packages with some confidence: '*all staff are trained in BS work through an induction programme; all are highly trained*'; '*... training is managed by our Deputy Head of Service*'; and '*... we have no problem with retention, recruitment or training*'. Some of this training activity was said to be accredited through local universities. Examples of services instituting training for BS staff on a regional basis were also given, while some LEAs indicated they were providing funding for advanced study (e.g. MEd, MPhil status) to their staff. It was almost invariably those services with an established and discrete status within their LEA which mentioned their own training work: counselling skills, assessment and IEP development were mentioned. In addition, the training of classroom assistants specifically for behaviour support was sometimes referred to.

Sometimes, respondents offered details of the kinds of qualifications and relevant professional experiences held by their staff, and a wide range of expertise emerged. Whilst the list below (see Figure 3.2) cannot be claimed to be comprehensive, it does indicate the variety of specialisms and backgrounds which can be significant for behaviour support work.

Figure 3.2 The professional expertise of BS staff: an audit

Adolescent mental health work	Head of Year (mainstream)
Attention Deficit/Hyperactivity Disorder (ADHD) training	MEd in behaviour management
Circle Time training	MPhil/DPhil (behaviour-related focus)
Counselling: qualifications and experience	MLD/SLD schools
Criminology	Primary teacher
Community Services	Residential schools (social worker and/or teacher)
Deputy Head Pastoral (mainstream)	Social Services
Dyslexia training	Social Services assessment unit
EBD training	Special Needs: advanced qualifications
Educational Welfare Service work	Special Needs Coordinator
Educational Psychology	Transactional analysis training
Headteacher (mainstream)	Youth Service

Such a rich array of training, experiences and qualifications does nevertheless suggest a profession that puts much focus on client-centred approaches, analysing and addressing individual needs and circumstances. This needs to be borne in mind when looking at the range of activity which a BSS might undertake; which indeed is the subject of the next chapter.

CHAPTER 4

BEHAVIOUR SUPPORT TO SCHOOLS: RANGE OF PROVISION

(1) INTRODUCTION

This chapter focuses on the views and information offered by the 89 responding LEAs about what behaviour support activity was provided to schools by their service. In addition, information was sought on which kinds of activity received most time, as well as how many of the authority's schools received support.

The LEA questionnaire focused first on the range of support offered to primary and secondary schools. Respondents were offered a list of different types of behaviour support work and asked to indicate which ones their BSS offered to mainstream schools. The list covered the following main arenas of activity:

- school-focused support for staff (including INSET);
- school-focused support for pupils (including within-class and withdrawal);
- assessment; and
- PRU-based support (including reintegration packages and dual registration).

In a further open question, respondents were invited to indicate any other kinds of support which their service might offer to mainstream schools, and were then requested to circle the four areas of activity to which their service devoted most time.

Of the 89 LEAs which responded to the questionnaire, only nine (all from the 25 'non-BSS' sub-sample) did not complete the ticklist. The findings for this part of the chapter are therefore based on 80 LEAs' responses. The rank order of these listed BSS activities are set out in Table 4.1.

Table 4.1 LEA behaviour support: activities offered to mainstream schools 1996–97

BSS Activity	(N = 80)	%
INSET provision to staff	(74)	93
Consultancy/advice for staff	(71)	89
Within-class support of pupils	(71)	89
Coordination of behaviour support programmes	(70)	88
Withdrawal of pupils for support work	(69)	86
Group work	(63)	79
Assessment	(59)	74
Provision for permanent excludees	(51)	64
Reintegration package	(51)	64
Dual registration	(45)	56
Pre-exclusion package	(36)	45
Governor training	(36)	45

Respondents could tick more than one activity.
Source: NFER: Effective Behaviour Management Project, LEA survey 1996–97

Table 4.1 indicates that INSET and consultancy to school staff were the most common activities in the sample, offered by nine out of ten LEAs and as equally high ranking as work with individual pupils. PRU-based provision for excludees was made available by the BSS (or equivalent) in about two thirds (64 per cent) of the sample. Less than half (45 per cent) were involved in any governor training.

The majority of LEAs indicated their BSS offered the listed activities to both primary and secondary schools, though a notable exception to this was in provision for permanent excludees. Just over a quarter of the sample as a whole (22 LEAs) indicated that this was only available to secondary schools.

(2) SCHOOL-FOCUSED SUPPORT FOR STAFF

This section looks in more detail at responses to the list of those behaviour support activities which were offered specifically to mainstream staff, and also reports on additional school staff-related activities volunteered by respondents.

INSET, consultancy or advice

Respondents in 74 LEAs (93 per cent) indicated that their BSS offered support to school staff in the form of INSET. Only six LEAs stated they did not and these were predominantly newly established services. Recent status (these authorities had only been established some three months before receiving the questionnaire) could well account for this and suggests there could be repercussions for school staff in the period before new systems are up and running. Only one LEA with an established service, a large county authority, did not offer INSET. The respondent in this LEA remarked that the pressure of providing for excluded pupils had reduced the time available for any in-school support.

Returns indicated that support to school staff in the form of more general consultancy and advice was offered by services in 71 LEAs (89 per cent). As with INSET, the LEAs not offering this provision to mainstream schools were predominantly newly established services.

Governor training

Less than half (45 per cent) of the sample offered support to school staff in the form of governor training. Nine of the 44 LEAs which indicated they did not offer governor training were 'non-BSS' authorities, although one small 'non-BSS' Welsh authority reported that training for governors, along with INSET, was being planned with 'Cities in Schools'. The respondent in one non-BSS metropolitan authority commented that it '*would do if requested*', but stressed it had received no such request as yet. The majority of behaviour services undertaking this training focus were medium-sized or large (i.e. 11 staff or over). Given governors' involvement in school behaviour policies and especially in the exclusion procedure, there may be an issue for consideration here.

On being invited to indicate any other types of support which the BSS offered to mainstream schools, several respondents highlighted further activity with a staff focus. These included (in rank order):

- training for specific types of staff on behaviour management;
- contribution to school behaviour policies;
- offering responsive advice (e.g. 'help-lines', 'drop-in' surgeries) regarding behaviour;
- provision of behaviour-related resources and materials;
- monitoring behaviour (e.g. behaviour observations/audits); and
- dissemination activity on behaviour-related issues through newsletters and conferences.

Training for specific staff

Respondents in 14 LEAs volunteered additional focuses for their service's provision of behaviour management training, in particular to ancillary staff. Six of these referred to training for lunchtime supervisory staff. In two LEAs, training for Newly Qualified Teachers (NQTs) including classroom management was mentioned. Respondents in three LEAs referred to '*ongoing*' INSET on behaviour management issues across the authority, specifying work with groups or families of schools.

Input into school policies and programmes

Respondents in 12 LEAs referred to providing input specifically into school policies, particularly behaviour policies and/or programmes. Two London boroughs and one county authority mentioned they offered advice or contributions towards devising Individual Educational Plans (IEPs), and a county authority also noted it had instigated rewards systems for behaviour in its schools.

Responsive consultancy and advice

In ten LEAs, respondents chose to indicate that part of their provision was to offer an open and responsive service, giving advice or support on behavioural issues. In two cases, this was directed at particular members of staff such as headteachers, heads of year or Special Educational Needs Coordinators (SENCOs). Three respondents specifically referred to

organising mutual '*support groups*' for staff, with two indicating that they provided '*drop-in*' sessions. One medium sized 'non-BSS' metropolitan LEA made reference to hosting a regional network of meetings for teachers to discuss issues or problems relating to effective behaviour development. An outer London borough mentioned that it was involved in setting up 'Cause for Concern' meetings for staff across the authority. One large county LEA noted it had established telephone advice services for school staff.

The planning and provision of resources and materials

In seven LEAs, respondents mentioned the planning and provision of resources including photocopiable materials. The majority of these were county LEAs, only one of which — a large county LEA — had indicated that it did not have a discrete BSS.

Monitoring behaviour

Respondents in seven LEAs, four of which were metropolitan authorities, chose to refer to the provision of a '*monitoring*' service, in terms of behaviour audits or observations. These typically involved feedback to staff rather than any direct dealing with pupils. One outer London borough was using a Pupil Management System Database on which pupils fulfilling certain criteria were entered. Keyworkers were then allocated to the pupils to ensure that agreed actions were taken. Only one of the seven authorities offering this provision had indicated that it did not have a discrete BSS. It seems a particular feature of services with high staff numbers.

Dissemination through newsletters/conferences

Two LEAs, an inner London borough and a county authority, made reference to their dissemination role, through producing newsletters and/or the organisation of conferences.

(3) SCHOOL-FOCUSED SUPPORT FOR INDIVIDUAL PUPILS

Responses to the ticklist which sought information on types of support directly offered to individual pupils in mainstream also showed considerable variation. Details of the range of activity are now offered, including those support strategies additionally volunteered by respondents.

Within-class support

Nearly 90 per cent of the sample (71 LEAs) indicated that within-class support was offered to individual pupils by their behaviour support staff. Those LEAs with large BSSs particularly offered this: however, one large service indicated that it did not, and the Head of the PRU, referring to a '*preventative early approach*', stated that its in-school work tended to focus on the observation and analysis of behaviour, followed by discussions of appropriate strategies with staff. Other respondents in LEAs which said they did not provide within-class support indicated this was due to their temporary status and/or their service employed a deliberate strategy of focusing on supporting staff. One London borough stressed that it was '... *built on the fragile foundation of short-term money*', and then stated '... *only 15–20 per cent of our service time is given to individual work. The vast majority of our time is spent working with teachers in relation to whole classes/groups/policy development etc.*' Another London borough (of non-BSS status) offering '*school support and INSET*' also referred to itself as a temporarily funded project. A key issue here is clearly the difficulty of focusing on individual pupils when intervention has to be tailored to finite funding.

Coordination of behaviour support programmes

Respondents in 70 LEAs (more than four-fifths of the sample) indicated that their BSS work involved the coordination of behaviour support programmes. This typically involved devising, negotiating and overseeing suitable behaviour modification programmes for pupils, with agreed targets and appropriate strategies. The size of the services, and thus the number of staff available, would again appear to be a factor affecting the provision of this type of support. Those authorities with high staff numbers were more likely to offer it. However, one large metropolitan authority did not and the respondent indicated how this was a deliberate strategy in order to enable schools to take ownership of particular problems. The head of a small service in a metropolitan authority commented that consultative provision suffered from a shortage of staff,:'*We are so few that meetings and IEP work could occupy us without classroom work.*' One newly established service indicated that currently it did not offer any support to individual pupils apart from within-

class support, which was only provided as part of a reintegration package from a Pupil Referral Service placement.

Withdrawal of individual pupils

Sixty-nine LEAs affirmed that the withdrawal from class of pupils was an approach used in mainstream schools by their BSS. The 11 authorities which did not offer this comprised those with small services; of non-BSS status; and those which worked predominantly or exclusively in the primary sector.

Group work

Respondents in 63 LEAs (about four-fifths of the sample) stated they offered this type of provision, which involved sessions for a number of pupils collectively. Again, the existence of a discrete BSS would appear to have been a determining factor in this: nine of the 17 services not using this approach were from the 'non-BSS' sub-sample. The other major factor affecting this provision could relate to the size of the BSS: once again, those with large services were more likely to offer group work.

Assessment

Three-quarters of the sample (59 LEAs) said their behaviour support work involved assessment of behaviour. Almost half of the respondents indicating no involvement in this type of activity were those that did not have a discrete service. Large BSSs were more likely to provide this facility, and the type of structure of the service, in particular its position within the LEA, also featured as a possible factor. Services located within Pupil Support Divisions tended to be much less likely to state they undertook assessment than those situated within either a Special Needs Service or the Educational Psychology Service.

When invited to indicate other types of support, a number of respondents referred to provision with a pupil-related focus. These included:

- work with parents and home/school liaison;
- supporting specific pupil types and/or problems; and
- the facilitation of access to other provision.

Work with parents and home/school liaison

Respondents in 19 LEAs indicated that they provided behaviour-related support with a particular focus on parents: 11 referred to home/school liaison or home visits. Sometimes, a more general *'counselling'* role for parents was mentioned. Eleven LEAs referred to working with parents in the form of providing parenting skills training sessions or workshops. One medium-sized metropolitan LEA commented that it offered weekly '*drop-in*' sessions for parents, and a large county authority referred to its home/school partnership project which specifically focused on the transition period between primary and secondary school. Large and/or established services were more likely to offer support work involving parents: only one new authority volunteered a parent focus in this section of the questionnaire.

Supporting specific pupil types or problems

Respondents in 15 LEAs chose to refer again to pupil-focused support in terms of work with particular types of youngsters who were experiencing difficulties. Nine stated they offered support to pupils with school-resistance tendencies (i.e. attendance problems), while seven mentioned classes or groups for social skills training or for work with pupils nominated as 'EBD'. Two services indicated they made provision for both these groups. In two medium-sized LEAs, respondents referred to work aimed at countering bullying: for one of them, a county authority, this was tackled through the medium of drama. A metropolitan authority noted its focus on peer support, while the respondent in a newly established LEA mentioned training for pupils in peer mediation skills. Of the 15 services referring additionally to such specialised form of support, only one was in a large authority (over 300 schools). Additionally, respondents in eight LEAs referred to their behaviour service's involvement with specific groups of pupils, e.g. Year 11 pupils (pre-vocational programmes); travellers; looked-after children; pregnant schoolgirls and mothers. Three of the eight LEAs referring to this type of focus had also indicated that they did not have a discrete BSS.

Access to other provision

In 11 LEAs, respondents indicated that their service offered support to individual pupils in the form of access to other provision. This was essentially a 'brokering' role, achieved

through effective liaison with other agencies in order to ensure the most effective intervention for the pupil concerned.

(4) PRU-BASED SUPPORT

In the questionnaire ticklist, the final area of types of support covered the issue of providing support from or by a PRU. In all, respondents from 58 LEAs indicated in the ticklist that their service offered some form of PRU-based support, while 22 (mostly small services) offered none at all. No correlation emerged between PRU provision and whether the service came under the aegis of a Pupil Support Division, a Special Needs Service or the Education Psychology Service. Work involving 'reintegration packages' was ticked by nearly two-thirds of those providing PRU-based support. However, the existence of 'pre-exclusion packages' was affirmed by less than half the sample (45 per cent), while 'dual-registration' was undertaken in just over half (56 per cent).

(5) WHICH ACTIVITIES FEATURED MOST?

When asked to circle the four areas to which their BSS devoted the majority of its time, 49 of the 80 respondents who had completed the ticklist complied. Table 4.2 is therefore based on these 49 LEAs and shows the areas they highlighted. It is worth bearing in mind that respondents in six LEAs which had indicated that they did not have a discrete service still circled areas to which its equivalent directed the majority of its time.

Table 4.2 Areas to which the BSS directed the most time (showing provision to primary schools only, to secondary schools only and to both)

Areas to which BSS directed most time	Primary only	Secondary only	Both Primary and Secondary	No. of LEAs (N = 49)
Coordination of behaviour support programmes (individual pupils)	8	2	22	32
INSET (school staff)	5	1	16	22
Consultancy and advice (school staff)	4	2	16	22
Within-class support (individual pupils)	8		12	20
Provision for permanent excludees (PRU-based)	-	12	8	20
Withdrawal (individual pupils)	-	6	11	17
Group work	5	4	5	14
Assessment	3	-	8	11
Reintegration packages (PRU-based)	-	4	7	11
Dual-registration (PRU-based)	1	5	3	9
Pre-exclusion packages	2	4	3	9
Governor training (school staff)	-	-	1	1

Respondents were asked to circle four areas to which their BSS devoted the most time.
Source: NFER: Effective Behaviour Management Project, LEA survey 1996–97.

Table 4.2 shows clearly that it is the coordination of behaviour support programmes for individual pupils which received the highest number of nominations. It is interesting to note that, although INSET was the highest-ranking response to the question of which activities were offered to schools by the service (see Table 4.1), it was not always the activity to which the majority directed most time. Equally, provision for permanent excludees featured as an high investment area in terms of support staff's time.

The majority of LEAs highlighting these activities indicated that they offered them to both primary and secondary schools. Exceptions to this were 'provision for permanent excludees', where more respondents indicated that it was a high time-investment activity only in the secondary sector. (Dual-registration and pre-exclusion packages featured with

this secondary sector emphasis also.) 'Within-class support' and 'assessment' seemed particularly high time-investment activities in the primary sector.

Finally, Table 4.3 shows the areas of activity highlighted by the 49 responding LEAs as the ones to which their behaviour support staff devoted the majority of its time, broken down by the size of the BSS (see Chapter 3 for details of the criteria).

Table 4.3 Areas given the most coverage by size of BSS

Areas given most coverage	Small BS Service 0–10 Staff (N = 13)	Medium BS Service 11–30 Staff (N = 21)	Large BS Service 31+ Staff (N = 11)	Not discernible (N = 4)	Total (N = 49)
Coordination of behaviour support programme	9	13	8	2	32
INSET	9	7	4	2	22
Consultancy and advice	7	9	5	1	22
Within-class support	5	8	5	2	20
Provision for permanent excludees	3	9	6	2	20
Withdrawal	1	8	6	2	17
Group work	5	5	3	1	14
Assessment	3	4	3	1	11
Reintegration packages	2	5	4	-	11
Dual registration	1	6	1	1	9
Pre-exclusion packages	1	4	3	1	9
Governor training	1	-	-	-	1

Respondents were asked to circle four areas to which their BSS devoted the most time.
Source: NFER: Effective Behaviour Management Project, LEA survey 1996–97.

The above table illustrates clearly that small BSSs were much more likely to be staff-focused in comparison with other sized services, in particular putting considerable emphasis on INSET and consultancy work. While these services may invest heavily in training and professional development activity, there appeared to be a concomitant lesser prominence given to withdrawing children from class and offering provision for permanent excludees.

(6) KEY ISSUES ON RANGE OF PROVISION

Respondents were invited to elaborate on any key issues pertaining to the range of support services offered to mainstream schools by their BS. In all, 69 LEAs highlighted a number of concerns or tensions. In rank order these were:

- over-demand;
- inadequate funding;
- monitoring/reviews;
- variation in the focus of BS activity;
- training issues;
- communication/liaison with schools.

Over-demand

More than a third of those completing this section of the questionnaire, 27 LEAs in all, chose to comment that their service was overstretched, with too many demands being made on its time and its staff. Services sometimes reported being 'crisis-led', responding to imminent need. As one Head of Service observed, '... *preventative work is a luxury we cannot afford*'. Services recognised the need for the latter, but increased caseloads, and the pressure of Code of Practice work, could leave little time for it. The Head of the PRU in a Welsh authority with a small service referred to its lack of preventative and early intervention work as '*a clear deficit in the service*'. Proactive work at primary and even pre-school level was considered desirable but not always feasible, given the pressures outlined above. As one respondent in a metropolitan LEA with a small service commented, whole-school approaches which enskilled teachers were, in these circumstances, an efficient use of time.

Six LEAs specifically referred to the tension between providing PRU-based support and school-focused support. It was difficult to expand one without some cost to the other. The increasing pressure of providing for excluded pupils often resulted in a reduction in the amount of in-school support services could offer.

Notwithstanding this, comments were not all negative. A number of respondents chose to focus on positive aspects of the service's response to demand, referring to the high regard in which the service was held by schools.

Inadequate funding

Fifteen respondents referred to funding as a key issue affecting the range of support offered to mainstream schools. Funding was considered insufficient to meet increasing demand. Equally, there was said to be insufficient funding to be able to extend provision. In some LEAs, the range of support on offer was thought to be under threat because of budgetary pressures (such as cuts and delegation). In some cases, it was felt that budgetary constraints had curtailed opportunities to develop a common range of provision and standards across the authority.

Grant-maintained (GM) schools were also identified as a funding issue. It was reported that a number of these schools chose not to buy in at all to the service, or, as the Head of Service in a large county authority commented, decided to '*pick and choose*' from what was on offer. References were made to '*a split market*'. Issues of quality control surfaced — as one coordinator summarised:

> *The contraction of even* [GM school] *budgets after a while has meant ... some of them have stayed there with us all the way through* [but] *others have suddenly panicked and replaced* [the BSS] *with perhaps a lesser qualified person* (Coordinator, In-school Support).

Similarly, where funding was delegated support work in the authority's schools was sometimes said to show the same variability, with certain schools not accessing available provision.

Monitoring provision

Fourteen LEAs identified as a key issue the monitoring and review of the level of provision available. Sometimes respondents indicated this was a precursor to the development of a BSS. Regular reviews of levels of service provided were also commented on as a key issue. Others indicated that regular monitoring of the level of provision made it possible to draw up a coherent overview of how different services and agencies linked together (or not), and could highlight areas of weakness thus

creating opportunities for reorganisation. In this way, Behaviour Support Plans were clearly anticipated.

Focus of activity

Respondents in 13 LEAs chose to refer to the actual client group or focus of the work of the service as an issue regarding the range of support on offer to mainstream schools. Sometimes, whole-school support and systems (including pastoral and special needs support) were said to be given particular attention, suggesting there may be different emphases and approaches in BS activity. Others mentioned their focus was on particular pupils — e.g. those at risk of permanent exclusion, primary children known to the EP Service or 'statemented' pupils. Early intervention was mentioned in a few instances. A number of respondents indicated their intention to focus more on new and specific targets: home–school links and work with ethnic groups were particularly mentioned in this context.

Training issues

Five LEAs chose to highlight training as an issue of concern. The demand for INSET was felt to be growing, but two LEAs, an outer London borough and a large county authority commented that care had to be taken to ensure that increased emphasis in this area did not detract from work with individual pupils. At the same time, one new authority felt that there was an issue of INSET not always reaching the staff who most needed it. The variable quality of SENCO support for behaviour in schools was mentioned as an example of this. One small county LEA commented on the demand for individual training packages for teachers as well as '*post-specific*' courses, for example for SENCOs and SEN Assistants.

Communication/liaison

Five LEAs offered liaison as a key issue affecting the range of support offered to mainstream schools. Difficulties in ensuring that school and service worked together were noted on occasion: it was reported that the aims and objectives of the support worker might differ from those of the school. As a Senior Education Officer in one county authority remarked, schools were sometimes eager to '*hand the problem over*

rather than working cooperatively'. Liaising with members of staff in secondary schools was occasionally mentioned as a particular difficulty, given factors like timetabling and short lunch breaks.

(7) DEGREE OF COVERAGE OF MAINSTREAM SCHOOLS

In a further section of the questionnaire, respondents were asked to indicate the number of mainstream schools within the LEA in which their service had worked during the last academic year (1995–96). They were asked to indicate numbers of pre-schools, primary schools, secondary schools and, if applicable, of GM schools in which they had worked. Responses were then compared with the number of primary and secondary schools within each LEA in order to ascertain the degree of coverage provided. It was decided that:

- below 25 per cent of an LEA's schools would constitute a low spread of cover;
- 25–59 per cent would constitute a medium spread of cover; and
- over 60 per cent would constitute a high spread of cover.

In the table below (Table 4.4), another category (Unspecified) has been added because in the responses from 27 LEAs, the numbers of schools were either not given or were unclear. It is important to bear this in mind when interpreting the figures in Table 4.4. Nevertheless, the variation in coverage remains very apparent.

Table 4.4 Coverage of mainstream schools by the BSS (or its equivalent) this academic year (1995–96)

Type of LEA	Low spread (below 25% of schools)	Medium spread (25-59% of schools)	High spread (over 60% of schools)	Unspecified (nos. unclear)	Total (N = 89)
London boroughs	1	4	9	4	18
New	1	3	5	1	10
Metropolitan	3	5	7	4	19
County	2	6	6	10	24
Welsh	4	-	6	6	16
Others	-	-	-	2	2
Total (N = 89)	11	18	33	27	89
Total %	13	20	37	30	100

All percentages have been rounded to the nearest whole number.
Source: NFER: Effective Behaviour Management Project, LEA survey 1996–97.

Looking at the sample as a whole, services in over a third (37 per cent) of the responding LEAs indicated they afforded schools a high spread of cover. These were predominantly London boroughs and new authorities, followed by Welsh LEAs, then metropolitan LEAs and finally by county LEAs (who clearly would have the largest and no doubt most varied clientele of schools).

It is noteworthy that services in half the London boroughs in the survey sample afforded schools a high spread of cover. However, it must be remembered that 13 (72 per cent) of the London boroughs in the survey sample were small LEAs with fewer than 80 mainstream schools.

What is perhaps also noteworthy, given their recent status, is that five of the ten new authorities in the sample afforded schools a high spread of cover. Only two of these were small authorities; the other three were medium-sized LEAs with between 81 and 300 schools to be covered. At the same time, all five authorities had medium-sized BSSs with between 11 and 30 personnel.

About a third of services in the metropolitan authorities sub-sample (seven in all) afforded schools a high spread of cover. While three of these were small LEAs with fewer than 80 schools to be covered, the other four were medium-sized LEAs with between 81 and 300 to be covered.

Six county LEAs afforded schools a high spread of cover (a quarter of the responding sub-sample). Of these six, five were large with more than 300 schools to be covered. Of the six county LEAs affording a medium spread of cover, two LEAs were large with more than 300 schools to be covered, and the remaining four were medium in size with between 81 and 300 schools to be covered. There was a fairly even spread between these authorities of small-, medium- and large-sized BSSs. Only services in two county LEAs afforded schools a low spread of cover, and these were both large authorities with more than 300 schools to be covered.

(8) KEY ISSUES ON SCHOOL COVERAGE

> *It feels like a continual crisis service. We have the skills and the system to be able to do preventative work, but we are deflected too often on to crisis work, knowing that the* [lack of] *preventative work will then produce a 'crisis' in its turn* (Behaviour Team Manager, Outer London Borough).

Sixty-one respondents offered additional comment on the degree of school coverage their service provided. Issues already raised in connection with the range of provision on offer surfaced here again. Viewpoints were divided between those services which chose to indicate their present coverage was in some way problematic, and those who responded with more confidence and buoyancy about their current provision. The crux of the matter, as the quote above indicates, was repeatedly expressed as tensions between reactive crisis management and proactive prevention of more nascent behaviour-related problems.

In sum, problems in coverage of schools often were related to limitations stemming from insufficient BS staff numbers and/or a discrepancy in usage of the service made by schools. References were again made to some schools '... *not accessing*' current provision, as well as the service having to focus on schools or locations '... *with the*

greatest need' or '*those who shout the loudest*'. In some instances, work in the primary sector particularly was felt to suffer under the increased demand from secondary schools, especially as permanent exclusion rates grew. Geographical distance also featured as a problem. Those services suggesting a greater sense of success in their degree of coverage referred to procedures such as contracts with schools and specific, regular time allocations. Sometimes, there was mention of the success of particular short-term projects which focused on arenas that were not met by their behaviour support staff's regular activity (pre-school, primary sector, and parents' work featured here, as well as support at the transition between primary and secondary school).

Figure 4.1 provides a summary of these two different types of response.

Figure 4.1 Key issues in degree of school coverage

PROBLEMS	SUCCESSES
• Crisis-led activity	• Preventative activity
• Limited staff for current demand	• Specific project successfully instituted
• Individual pupils not being given long-term support	
• Lack of equitable provision to schools	• System of regular allocation
	• Contracts with schools
• Lack of referral system	• Informal contacts helpful
• Geographical distance inhibits coverage	
• Too low activity in primary schools	
• Increase in PRU activity/provision	
• Growth of Stage 3 referrals	
• Limited capacity for ongoing development work with school staff	

Source: NFER: Effective Behavour Management Project, LEA Survey 1996–97.

It has to be noted that references to challenges generally outweighed positive comment, suggesting that, in the period when the study was carried out, something of a 'Crisis of Prevention' was indeed evident. The sheer scale of demand — and need — was a concern.

EXAMPLES OF THE RANGE OF PROVISION

CASE STUDY LEA 1

A large county authority which has a large, psychologist-led behavioural support team with more than 30 members of staff. The county has two PRUs and more GM schools than the norm. Schools in the county buy into the provision on offer:

- the authority contributes just over two-thirds of the cost of the service
- the schools contribute just under one-third of the cost of the service (GM schools pay more).

The Head of the PRU believes '*that's a collaborative commitment that helps us massively in that we know, and we can rely upon, the support of the schools*'.

Work in the PRU focuses on Years 7, 8 and 9 (KS3) and takes the form of a two-term placement offering therapeutic provision. Pupils attend the centre full-time, but for no longer than two terms and remain on the roll of the school: '*... they do have to go back to their mainstream school and schools accept that — that's part of the contract*' (Senior Teacher, PRU). After one-and-a-half terms at the PRU, pupils begin to build up to being back in school again through part-time attendance at both: '*... we are proactive ... we want to make it work and we want to make sure that they succeed and feel successful when they go back*' (Senior Teacher, PRU).

Outreach work in the schools focuses on the same age range, but sometimes covers KS4 as well. Primary support staff negotiate individual programmes with targets which are monitored and reviewed. Behaviour support staff are also involved in supporting teachers and in providing INSET. Information was collected from schools through a questionnaire to elicit their approach to behaviour problems. This has resulted in a particular county-wide approach to behaviour, involving written guidelines and materials for school staff to use, for example, concerning target setting, anger management, stress management, Circle Time, etc.

CASE STUDY LEA 2

A new authority, previously part of one large authority which now comprises three new unitary authorities. The authority has a medium-sized administrator-led behavioural support team with between 11 and 30 members of staff. The service operates a PRU and provides behavioural support to secondary schools in the authority. Primary support has only just begun, but this is something the service wants to expand.

At the PRU, the aim is to provide permanent excludees with a continuum of support, with the ultimate aim of getting them back into mainstream school. Unfortunately, this is not always the reality: '*schools are usually apprehensive about having them back*' (Assessment Teacher, PRU-based).

At present, the service focuses mainly on Years 10 and 11 but, as the Senior Officer in charge of coordinating provision points out, there is a need to concentrate at primary level, on earlier intervention. The Head of the PRU feels that they are trying to change the perspective that schools have of what they do, to make them see their role as one of behaviour support but not just on an on-site basis: '*The need, I think, is in the schools, working on preventative stuff rather than having them here*' (Head of PRU).

Behavioural support in schools begins when a pupil reaches Stage 3 of the Code of Practice. A behavioural modification programme is then worked out for the pupil, but a key issue here is how prepared the school involved is to help: '*Some want the kids out, because they give the school a bad name, but those kids have a right to mainstream education where appropriate*' (Secondary BS Teacher).

This entitlement underpins the main focus of the service, which is on behavioural support in schools. For those for whom this is not possible, then a short stay at the PRU is arranged. The Head of the PRU is now much involved in providing INSET on behavioural issues, and it is hoped that a proposed change in the management structure will free up more of her time for this.

CASE STUDY LEA 3

A small outer London Borough with a three-tier system of first, middle and high schools, one GM school and, overall, a varied clientele. It has a medium-sized, administrator-led behavioural support team with between 11 and 30 members of staff. The borough has made a conscious decision not to run a PRU and concentrates instead on an eclectic and flexible approach. The service devises individual programmes for pupils who might otherwise have been referred to a unit. This approach is achieved by working with the people that can affect that individual on a day-to-day basis, and has, the Team Leader believes, led to '*an immense improvement in the quality of provision*'.

The team itself, he feels, is '*extremely committed to a shared vision that kids ought to be in mainstream*'. On occasion, the team does work with individual students and sometimes with individual teachers to support them where behaviour has become an issue. The main focus of their work is based very much on a whole-school approach: '*we are about giving the schools the professional development to develop the strategies for managing*' (Group Manager). This is achieved through consultancy and INSET.

The service believes it has a responsibility not to contribute to the pupil deficit model and has taken what the Group Manager terms '*the rather more creative approach* [of having pupils] *attending programmes suited to their particular needs which can be partly in school and can be partly in college, but our criterion for that is because we believe in meeting pupil needs*'.

CHAPTER 5

BEHAVIOUR SUPPORT SERVICES: INTER-AGENCY ACTIVITY

(1) INTRODUCTION

Respondents were asked in this section of the questionnaire to list any other agencies with which their service liaised or worked jointly with regard to managing behaviour in mainstream schools. They were also asked to indicate the nature of this inter-agency activity, particularly its extent and purpose.

The following table shows, in rank order, the numbers of services nominating such contact. Eighteen of the 25 non-BSS authorities referred to other agencies with which their equivalent service worked jointly or liaised. Seven left this section of the questionnaire blank. Of the 64 LEAs in the sample with a discrete behavioural support service, only three left this section blank. Thus Table 5.1 is based on the 79 LEAs which did complete this section of the questionnaire.

Table 5.1 Other agencies with which the BSS (or its equivalent) has liaised or worked jointly *re* behaviour management in schools

Agency	LEA (N = 79)	%
Social Services	(55)	70
Educational Psychology Service (EPS)	(51)	65
Education Welfare Service (EWS)	(42)	53
Health Service	(42)	53
Other education agencies (e.g. Learning Support, Section 11, Education Otherwise, etc.)	(30)	38
Police/Probation	(11)	14
Youth Justice	(6)	8
Youth Service	(5)	6
Cities in Schools	(4)	5
Voluntary Sector (unspecified)	(4)	5
Community Services	(4)	5
Transition to work (e.g. business partnerships)	(3)	4
Child Guidance	(2)	3
NSPCC	(2)	3
Adolescent/Young People's Centres	(2)	3
Theatre in Education	(1)	1
Parent link	(1)	1
Young Carers Project	(1)	1
Basic Skills Agency	(1)	1
Prince's Trust	(1)	1
Vocational Project (e.g. Kartz)	(1)	1

Respondents could give more than one answer.
Percentages have been rounded to the nearest whole number.
Source: NFER: Effective Behaviour Management Project, LEA survey 1996–97.

The largest number of nominations was for Social Services, indicated by over two-thirds (70 per cent) of those LEAs which completed this section of the questionnaire. Sixty-five per cent indicated that they liaised with the EPS. Just over a half of the sample liaised with the EWS, and with their Health Service. More than one in three (39 per cent) of the responding LEAs indicated that they liaised with other education

agencies, for example the Learning Support Service, Section 11, the Home Tuition Service, Education Otherwise. One in six (14 per cent) indicated that they liaised with the Police and/or Probation Service.

For those LEAs with no discrete BSS, as Table 5.2 shows, the ranking of inter-agency activity was similar to the sample as a whole, although there appeared to be considerably less of it.

Table 5.2 Other agencies with which those LEAs with no discrete BSS reported its equivalent to have liaised or worked jointly *re* behaviour management in schools

Agency	'Non-BSS' LEA (N = 18)	%
Social Services	(9)	50
Educational Psychology Service (EPS)	(8)	44
Education Welfare Service (EWS)	(8)	44
Health	(7)	39
Other education agencies (e.g. Learning Support, Section 11, Education Otherwise, etc.)	(7)	39
Cities in Schools	(2)	11
Police/Probation	(1)	6
Youth Justice	(1)	6
Transition to work (e.g. business partnerships)	(1)	6
Adolescent/Young People's Centres	(1)	6
Theatre in Education	(1)	6
Young Carers	(1)	6
Basic Skills Agency	(1)	6
Prince's Trust	(1)	6

Respondents could give more than one answer.
Percentages have been rounded to the nearest whole number.
Source: NFER: Effective Behaviour Management Project, LEA survey 1996–97.

Again, the largest number of nominations was for Social Services, followed by the EPS and the EWS equally, and then by Health and other education agencies equally. However, only half of the responding non-BSS authorities referred to liaison with

Social Services, compared with almost three-quarters of the sample as a whole. Though it is important to acknowledge these were small differences, it was possible to detect that the percentage of nominations for liaison with the EPS, the EWS and Health was also lower from those with no discrete BSS. In contrast, the percentage of nominations was greater for other education agencies when compared with the sample as a whole. Cities in Schools received a larger number of nominations from these LEAs. Inter-agency activity highlighted by the sample as a whole, but not evident in LEAs without a discrete service, included work with the Youth Service and Community Services.

(2) THE NATURE OF INTER-AGENCY LIAISON

This section provides some further detail of the kinds of comments and information which were conveyed about inter-agency activity.

With Social Services

Of the 55 LEAs which indicated that their service (or its equivalent) liaised or worked jointly with Social Services regarding behaviour management, three-fifths (33) described that involvement as taking the form of '*joint planning/working*' and '*networking*'. Respondents referred to '*regular meetings*' about mutual cases, especially where child protection was an issue. Six LEAs commented that involvement with Social Services was in order to provide support for children accommodated by the local authority. Two LEAs, a new authority and a metropolitan authority, referred to liaising with Social Services in its role as part of a multi-agency group or team.

With the Educational Psychology Service (EPS)

Fifty-one LEAs indicated in their returns that their service (or its equivalent) liaised or worked jointly with the EPS. Of these, over half (29) again commented that that involvement took the form of regular meetings and liaison, monitoring and review of cases. A particular feature of BSS–EPS liaison was the reference to '*joint INSET*'. Eight LEAs commented that liaison occurred regarding referrals and assessment. An outer London borough referred to the EPS as their '*gatekeepers*'. Two respondents

noted liaison with the EPS was as part of a multi-agency group or team. A large county authority indicated that liaison with the EPS was in terms of supporting the Code of Practice.

With the Education Welfare Service (EWS)

Of the 42 LEAs which nominated liaison with the EWS, more than three-quarters (35) indicated that this took the form of cooperative work and networking, particularly concerning pupils out of school. Respondents referred to joint planning and working, with regular meetings or case conferences. Six of these LEAs noted joint work in terms of links with families. Five LEAs specifically referred to joint working *re* exclusions and one new authority described its links with the EWS as part of a multi-agency team working to prevent primary exclusions. An outer London borough also referred to the role of the EWS as part of a multi-agency group.

With Health Services

Forty-two LEAs indicated that their service (or its equivalent) liaised with Health Service staff. Of these, almost two-thirds (27) commented that this liaison took the form of joint working, especially where joint cases were concerned. One authority, a medium-sized metropolitan LEA, specifically referred to liaison over the organisation of parent workshops. A large county authority indicated that liaison with this agency focused on assessment.

With other education agencies

Just over a quarter (eight) of the 30 LEAs which indicated that their service (or its equivalent) liaised with other education agencies reported that this took the form of joint planning and working. Four LEAs referred to liaison in the form of INSET. Four referred to liaison over work with excludees, including monitoring of those at risk of exclusion, provision for excludees and, in the case of the three county LEAs, the reintegration process. A small metropolitan authority referred to liaising with FE institutions as part of a multi-agency group involved in reviewing and monitoring 'displaced' pupils.

With the Police and/or Probation Service

Six of the 11 LEAs which indicated that they liaised with the Police and/or the Probation Service referred to that liaison taking the form of joint working and networking. One metropolitan authority commented that liaison occurred when reviews took place, while another referred to liaison over drugs education in an attempt to redefine guidelines to schools on drug abuse. A new authority indicated that it liaised with the Police and the Probation Service over the reintegration of pupils. Finally, a large county authority indicated that liaison was in terms of INSET provision.

With Youth Justice

All six LEAs indicating that they liaised with Youth Justice referred to the nature of that liaison as joint work with regular meetings aimed at deflecting young people from crime. One of the LEAs, a medium-sized county authority, referred to shared concerns which had resulted in joint planning with this and other agencies through a committee under a county policy for young people.

With the Youth Service

The five LEAs which indicated that they liaised with the Youth Service referred to meetings regarding support for young people in the form of community-based activities, projects or courses. A small county authority commented that liaison took the form of referrals to a young people's group.

With 'Cities in Schools'

Of the four LEAs which referred to liaising with Cities in Schools, one small metropolitan authority indicated that this was as part of a multi-agency group focused on reviewing and monitoring 'displaced' pupils. Two large county authorities indicated that liaison took the form of alternative, out-of-school programmes for pupils. In the case of one of them, this also included some in-school support. A small Welsh authority, which had indicated that it did not have a discrete BSS, referred to liaison in the form of project work.

With the voluntary sector (unspecified)

Four LEAs indicated that they liaised with agencies from the voluntary sector. Two LEAs referred to liaison with voluntary agencies over drugs education and others mentioned child protection cases.

With community services

Of the four LEAs which indicated that they liaised with Community Services, a medium-sized outer London borough referred to liaison with a group working with pupils at risk of exclusion. A small new authority indicated that the focus of such liaison was on establishing policies for children looked after by the local authority. A medium-sized new authority liaised with community services in regard to lectures for pupils (for example, from the Fire Service and the Prison Service).

With agencies involved in transition to work

Three LEAs referred to liaison with agencies involved in the transition from school to work such as, for example, Careers Services, education and business partnerships, Compact, etc. A large county authority and a small outer London borough specifically mentioned a focus on programmes for Year 11 pupils, while the third LEA, a medium-sized new authority, referred to liaison with '*transition agencies*' regarding pupils with problems.

Other nominated agencies

A large county authority and a medium-sized outer London borough indicated that they liaised with the Child Guidance agency over joint cases in order to support the child involved. One small and one large county authority referred to liaison with the NSPCC in order to make appropriate referrals, for example, for counselling. A medium-sized inner London borough and a small metropolitan authority both indicated that they liaised with Adolescent and/or Young People's Centres over pupils with particular problems. The former referred to the arranging of part-time placements for such pupils. A large county authority which had indicated that it did not have a discrete BSS, referred to liaison with Theatre in Education teams as part of

a PSHE programme in schools. A small outer London borough commented that it liaised with an agency called 'Parent Link' as part of a multi-agency project focusing on exclusions, truancy and bullying. The large county authority above which had indicated that it did not have a discrete Behaviour Support Service referred to liaison with a Young Carers agency which had a remit to identify the scale of young carers in the county. Also mentioned was liaison with the Prince's Trust regarding the development of study support for pupils, and with the Basic Skills Agency regarding literacy issues.

(3) ISSUES REGARDING INTER-AGENCY LIAISON

Respondents were asked to highlight any significant issues regarding their liaison with other agencies, and 79 LEAs in all made additional comment. Most commonly, positive aspects were focused on, with a recognition that inter-agency activity was important in order to ensure that maximum and appropriate support was made available to children, their families and to schools. Support which had coherence and comprehensiveness for the pupil client featured as the major value of inter-agency liaison. These views were echoed by the visited LEAs:

> *... a multi-agency approach is so important ... because of the very wide range of pupils that we are dealing with and the needs of those pupils* (Group Manager, Child Policy and Pupil Services).
>
> *And it's being able to draw people together round a child ... when you have meetings to look at what's happened and to plan for the future, you're not just talking education, you're talking Social Services as well. You're not just talking school, you're talking family* (Child and Family Support Teacher).
>
> *If the young person's care, in all its forms, is fragmented, I don't think it can be the best care for the young person, it needs to be a holistic effort on everybody's part* (Year 11 Project Coordinator).

Ten LEAs in the survey specifically mentioned an improvement and increase in such liaison: sometimes this was said to have resulted from the development of more formal and effective liaison structures (such as joint working groups and inter-agency strategy activity), yet others focused on the value of maintaining informal contact. The recent reorganisation of authorities and/or service structures within an LEA were also seen as key factors in enhancing inter-agency activity.

Significantly, it was rare to find viewpoints emphasising value-added benefits for individual agencies' work or for their staff. Issues like cost-effectiveness and improved working conditions were not really evident. Indeed, negative comments focused on difficulties for support staff regarding the operational practicalities associated with inter-agency work. Communication problems, different value systems and divergent professional cultures were identified as causing occasional conflicts of approach. Confidentiality and lack of access to information were similarly mentioned as challenging issues, and again these views were in evidence in the visited LEAs:

> *... there are practical everyday issues of people's procedures and the way they work with children that do 'get in the way' of really meeting the* [children's] *needs* (Head of Service).
>
> *... it's not about passing on secrets, it's about what you think this child needs ... it just feels like it would be very useful if each profession is actually standing shoulder to shoulder* (Team Leader, EBD).
>
> *... if there was more liaison between agencies and each was clearer about what* [services] *were trying to achieve and how they were trying to achieve it for the child, I would imagine that the child would feel better 'held' by everybody* (EBD Support Teacher).

The final area of concern about inter-agency activity was that of time constraints. Eight LEAs in the sample raised this as a problem: however, two outer London boroughs noted that where time had been made available to set up links, positive working relationships had significantly contributed to the effectiveness of an intervention. The fact that personnel changed within the agencies was also mentioned as an inhibiting factor.

Notwithstanding this, it is important to stress how this sample of BSS personnel had recognised, and were engaging in, inter-agency and multi-agency operations as an important aspect of effective provision and, in this way, had clearly anticipated recent legislation and recommendations evident in national policy making. Paucity of resources — including time — rather than lack of commitment seemed the major challenge.

CHAPTER 6
FUNDING ISSUES

(1) INTRODUCTION

The questionnaire sought information on the type of funding which underpinned behaviour support activity, and then requested respondents' views on the particular advantages and disadvantages of their funding arrangements. Five variants of funding were offered, and the responses (from a total of 74 LEAs) are shown in Table 6.1.

Table 6.1 Funding arrangements for behaviour support activity: 1996–97

Type of funding	Type of LEA	
	'BSS' LEAs N = 60	'Non-BSS' LEAs N = 14
All LEA-funded	40	5
Mainly LEA-funded	18	7
LEA/school equally	1	1
Mainly school-funded	1	1
All school-funded	-	-

Source: NFER: Effective Behaviour Management Project, LEA Survey 1996–97.

Thus in 1996–97, almost all the sample were funded entirely or largely through central LEA resourcing.

(2) LEA FUNDING: ADVANTAGES AND CHALLENGES

Comments on both advantages and challenges were very consistent in both of the first two categories of funding arrangement. However, uniquely mentioned by respondents about 'mainly LEA-funded' (and not raised by any of the all-LEA-funded sub-sample) was that this former arrangement allowed '*some greater degree of consultation with school*', and '*... made schools more careful about referral*'. On the other hand, it was more common for respondents nominating themselves 'mainly LEA-funded' to suggest distinctive tensions surrounding this degree of financial dependency on

schools. The 'buying in' principle of delegated funding was particularly problematic, and thought to directly affect staff and services:

> *... we are subject to change, dependent on the availability of resources — if a number of schools did not buy in for whatever reasons, the staffing would need to reduce or funding found elsewhere, particularly the case with PRUs.*
>
> *lack of monetary input from schools detracts from expansion — more resources from schools could enable the service to be larger, more flexible and proactive.*

Schools' inappropriate handling of delegated funding for behaviour-related support was also mentioned as a problem by a number of these LEAs, suggesting dissonance between some mainstream staff and support services in their appreciation of the 'special need' status for behavioural problems:

> *LEA funds for preventative work in LEA schools are being used for statemented pupils.*
>
> *Some schools used the funding and staffing for other purposes and then tried to expel pupils.*
>
> *Schools request 'free' educational psychology rather than specialist teacher input at Stage 3.*

In the same way, the LEA with a discrete BSS which noted its funding arrangement was 'LEA/school equally' referred to this as '*an uneasy mixture*' and noted only disadvantages: '*... it is impossible to work this joint model effectively*'. Attempts to provide a service for all schools at Stage 3 were '*... skewed by having to seek work in those schools where there are statemented children and where schools are willing to pay*'.

Put together, these comments suggest there was a need for considerable advances in certain schools' understanding, acceptance and ownership of behaviour-related problems before delegation could be an entirely effective and equitable funding arrangement.

More generally, issues raised about all-LEA or mainly LEA funding (both in terms of advantage and challenge) consistently covered three major areas: the consistent view was that centrally held resources allowed

- the most appropriate stewardship of provision;
- stability in funding and hence staffing; and
- guaranteed specialisation in behaviour support.

In the area of LEA **'stewardship'**, respondents from both types of funding suggested that LEA-held budgets provided a range of advantages. Certain terminology recurred: such as '*control*' over provision, '*flexibility*' and '*equity*'. Commonly expressed viewpoints suggested that LEA funding ensured schools and pupils had equal access to provision and that it facilitated cohesion, the sharing of expertise across schools and other agencies, coordination of resources and strategic planning. The advantages of autonomy and independence for the staff and service were also mentioned; as well as accountability, and the appropriate targeting of need.

Disadvantages often revolved around schools' attitudes arising from LEA-held budgets and their associated stewardship. Some respondents mentioned that schools exhibited a lack of ownership or responsibility, especially in relation to excluded pupils, and they suggested this was directly connected to the existence of LEA-funded services. Others referred to the tensions and misunderstandings which centrally held budgets could create: demand for the service outstripped supply; expectations of the service were 'unrealistic' yet schools were still unwilling to relinquish devolved budgets, and indeed carried a misconception that greater delegation would be to their advantage:

> *Some schools believe they could do the job more efficiently if they had the funding but are not aware how little many of them would get, if the school support funds were delegated.*

However, one respondent specifically felt that delegation would result in an enhanced service:

> *if the Outreach element of our work was delegated, I believe they would buy back more and so produce more jobs.*

Funding issues: LEA stewardship	
ADVANTAGES	**DISADVANTAGES**
Greater control over provision ... *Maintains central control and enables education department to target services where they perceive the need ...* *LEA funding allows for clear planning and management of services; it enables support to be focused on areas of greatest need; it provides greater flexibility in terms of responding to issues; it promotes inter-agency working ...* *Consistency across area should ensure equal opportunities ...* *Fairness of response and referral ... available to all schools irrespective of size*	*Reduced 'ownership' of responsibility — especially for excludees among schools* *There is no 'top slicing' of schools budgets for those pupils in attendance at the PRU; this has the effect of encouraging lack of ownership of pupils and increases resistance to reintegration* *Schools feel lack of autonomy. They have to have what is given*

LEA-held budgets were also associated with **stability**: major advantages here were expressed largely in discourse which noted '*staff security*'; '*stable and secure funding*'; and an associated capacity for '*longer-term planning*'. Other viewpoints suggested central funding ensured effective monitoring of expenditure and '*more straightforward accounting*'. On the other hand, many respondents felt their service was under-funded and vulnerable to LEA budgetary constraints and cut-backs in general. Equally, limitations on LEA-held budgets were seen as inhibiting the opportunity for expansion and development of the service: stability, in effect, could turn into stricture and constraint. Beyond that, in some instances the possibility of behaviour-related work being in a category available for funding delegation was viewed as undermining stability further.

Funding issues: stability of provision	
ADVANTAGES	**DISADVANTAGES**
Funding is secure from one year to the next, so planning of initiatives is possible *The funding is fairly stable for the year and allows longer-term planning* *Long-term planning; more straightforward accounting* *Appointments can be long term* *Security for personnel*	*General cut-backs in LEA centrally held budget at a time when LEA is trying to increase schools budgets can lead to schools not appreciating that funding levels cannot always keep pace with rising levels of demand* *Funding is inadequate with an expectation of a high-quality service by all mainstream schools* *Insufficient resources to extend support services*

Centrally held funding was also closely associated with a reliable **specialisation**, frequent references being made to quality assurance from specialist, experienced staff, guaranteed professionalism, and the existence of a consistent authority-wide approach, which in turn facilitated development and training ('*... the central team can maintain and develop its expertise*'). Notwithstanding this, in one or two rare instances, disadvantages were raised: the discourse of '*lack of competition*' and '*lack of market forces*' occasionally surfaced here, with a view that the calibre of provision might be adversely affected by the absence of commercialist ideology.

Funding issues: specialisation ensured	
ADVANTAGES	**DISADVANTAGES**
The LEA can guarantee quality of personnel and a specific level of service. *LEA can establish a specialist team with qualified and experienced staff; work can be cohesive and in line with LEA policy...* *Quality assurance: consistency of approach, implementation of policy, equity, etc. ...*	*Lack of 'competition' reduces focus on value for money and effectiveness* *The lack of 'market forces' **can** offer a measure of protection to weaker members of support services*

Put together, the advantages of LEA financial control of behaviour-related support far outweighed views on disadvantages. A recurring source of concern was the amount of funding available and its precarious nature. Yet again, in 1996–97, the vulnerable status of BSSs thus emerged as a major theme.

CHAPTER 7
EVALUATION AND MONITORING

(1) INTRODUCTION

Respondents were asked how their BSS or equivalent monitored and evaluated the effectiveness of its work. Of the 89 LEAs which returned the questionnaire, 75 answered this question.

Table 7.1 shows the rank ordering of the methods which services (of either BSS or non-BSS status) stated they used for monitoring and evaluating their work.

Table 7.1 Main methods of monitoring and evaluating behaviour support activity 1996–97

Type of monitoring and evaluation	BSS LEAs (N = 59)		Non-BSS LEAs (N = 16)	
	(N)	%	(N)	%
Questionnaires	(22)	37	(4)	24
Meetings/discussions with schools	(10)	17	(3)	18
Statistics/measurable outcomes	(9)	15	(1)	6
Self-reviews	(9)	15	(1)	6
Reports	(6)	10	(-)	-
Outside agency/consultancy	(4)	7	(2)	11
Individual Education Plans/Code of Practice	(4)	7	(1)	6
Record keeping	(4)	7	(1)	6
INSET evaluation	(4)	7	(-)	-
Through line management	(3)	5	(-)	-

Respondents could give more than one strategy.
Source: NFER: Effective Behaviour Management Project, LEA Survey 1996–97.

This rank ordering shows that the two most frequently mentioned strategies involved some form of external perspective on the services' work: schools, parents and pupils completing questionnaires about the service; meetings/discussions with schools. The evaluation of the service by an outside agency was also noted in a total of six LEAs. The variation between BSS and non-BSS LEAs was noteworthy: four of the most common strategies (questionnaires, statistics, reviews and particularly reports) were

mentioned more often in percentage terms by LEAs which had a discrete behavioural support service.

Put together, the strategies which the responding LEAs stated that they used for monitoring and evaluation clearly fell into four discernible categories:

- **Client/consumer review** — e.g. questionnaires to schools, parents and pupils, meeting and discussions with schools.
- **Measurable outcomes** — e.g. the use of exclusion figures, numbers of pupils successfully reintegrated into school.
- **Review of the service by an official other** — e.g. OFSTED, LEA monitoring group or an external consultant.
- **Self-review of the service** — e.g. line-managers overseeing the work of the service, record keeping by staff of their work, reviews of their work by staff, target setting.

Only one LEA, a London borough, had deployed strategies from each of these four categories in order to monitor and evaluate their work. This comprehensive approach is perhaps understandable in the light of a comment noted by the respondent (the team leader of the LEA's Behaviour Support Service):

> *... my belief is that peripatetic services have been, historically, abysmal in evaluation of their work, often adopting a fairly reticent attitude. We have not taken this stance and have been extremely anxious to provide time, money and resources evaluating/reviewing our work.*

Responses from 33 LEAs indicated strategies from just one of these categories were used, while 18 LEAs used methods from two categories and five LEAs referred to three. Half of those LEAs which answered this question indicated they involved the client/consumer in the monitoring and evaluation of their work.

Of the 75 LEAs responding to the question of evaluation/monitoring, 14 indicated that they did not have such systems at the current time. Comments included '*nothing at present*', '*to be developed*' and '*not yet — nothing systematic*', '*Not at present, but the need to monitor and evaluate support services is well established, and systems to do so are to be developed*'. However, five of these authorities expressly stated that they

were already in the process of developing strategies for monitoring and evaluation, one commenting '*the service is developing systems of evaluation which incorporate critical self-reflection and regular discussions with schools as to how the service might be improved*'.

Detailed consideration of each of the strategies of monitoring and evaluation identified by the respondents revealed further variations in their use by different LEAs. These variations will now be described.

(2) MONITORING AND EVALUATION METHODS

Questionnaires

A third of the responding LEAs (26 in all) stated they used questionnaires as a means of monitoring and evaluating their work. In 21 LEAs, this was to access the views of schools, but some respondents additionally noted they garnered perspectives from parents and/or pupils themselves via questionnaires. One LEA mentioned surveying other agencies '*to determine the extent to which the service had promoted cross-agency work and identify possible areas of conflict or misunderstanding*'.

The focus, timing and frequency of questionnaires to schools showed some variation. Views on the outcomes of behaviour support interventions with individual children were mentioned as the focus by some LEAs ('*each school is asked to complete a questionnaire at the end of an intervention*'). A county LEA sent an '*annual questionnaire to schools to evaluate input they have received for individual pupils in terms of pupil outcomes*'. The frequency of such attitudinal surveys could also vary: '*biannual surveys ... with headteachers ...*' and '*evaluation forms are completed by schools served at the end of the academic year*'. Other respondents used generalist terms like '*routinely*' and '*regular headteacher questionnaire*'. Questionnaires could also cover schools' views on working practices of the service (e.g. time allocation); as well as customer satisfaction and areas for development.

About a quarter of those respondents indicating the use of questionnaires referred to this being a one-off or discontinued practice. Two services had reviewed schools' opinion/satisfaction after their first year of existence. Other references were to surveys used to evaluate specific GEST initiatives. Two LEAs implied they had used surveys to identify '*areas for development*', and had modified their services in the light of this. One county LEA stated: '*We have evaluated our effectiveness in the past via a questionnaire to headteachers and class teachers, which was positive, but we have no ongoing system.*'

Meetings and discussions with schools

Thirteen LEAs in all indicated they used meetings and discussions with schools for the purpose of monitoring and evaluating the effectiveness of their work. As with the use of questionnaires, there appeared to be some variation between LEAs regarding the personnel involved and the frequency of their meetings and discussions with schools. Examples included LEAs variously referring to 'yearly'; 'biannual' 'termly' and 'half termly' meetings. Similarly, '*headteachers*', '*link persons*', '*key school staff*', '*liaison groups*' were all nominated as the personnel involved in such meetings. Planning, as well as review, might be the focus of discussion meetings and different degrees of formality could be inferred from the responses. One respondent referred to '*informal discussions with schools about the quality of service delivery*'; another noted a termly formal meeting with a nominated liaison person from each school.

Statistics and measurable outcomes

Ten LEAs stated they used some sort of statistics in order to monitor and evaluate the effectiveness of their work. In six, exclusion figures were used: one county LEA stated it judged its effectiveness by a '*reduction in exclusions*'; a metropolitan borough did a '*comparison of annual exclusion (permanent and fixed term) figures from individual schools*' as part of its monitoring and evaluation procedure; whilst another county LEA looked at both exclusion and reintegration figures. In addition to exclusion figures, respondents mentioned examining data to detect a decrease in pupils with emotional and behavioural difficulties attending special schools; and

'*looking for a reduction in the number of statutory assessments for difficulties in EBD*'.

While such statistics offered indicators by which to judge outcomes, other LEAs used indicators to judge their working practices. '*Response times*' and '*... performance indicators in relation to answering/returning telephone calls and school visit records*' were mentioned. Other examples of evaluative indicators of service activity included calculating the percentages of time spent working at whole-school, classroom and individual level and on consultancy work (as part of the evaluation procedure for GEST) and '*noting the amount of time* [we are] *booked for*'.

Reviews

Nine LEAs stated they used reviews whereby behaviour support staff themselves evaluated their work with pupils. Examples here included *'staff reviews and case oversight/monitoring*'; '*the service evaluates its work at the end of each period of involvement. The review meeting is structured — enabling full and frank discussion about the effectiveness of any intervention*'. Again, there appeared to be variation between LEAs regarding the frequency and formality with which the reviews took place. Examples included: '*at the end of a piece of work*'; in another, '*a review of the work done with pupils every six months*'. Others referred to ongoing review: '*evaluation takes place constantly and work is closely monitored all the time. Formal evaluation takes place every half term*'; and '[we do] *an interim and final review to include parent/carer and all supporting agencies*'. One LEA mentioned twice conducting a '*monitoring review*' of a helpline which primary headteachers could telephone if on the verge of excluding a pupil.

Outside agency/consultancy

Respondents from six LEAs chose to state that review by an outside agency or consultant was part of their process of evaluation. OFSTED inspectors were mentioned here. Two further LEAs commented that a consultant was monitoring and evaluating their service, though the precise role of the consultant appeared to be different in the two authorities: one London borough stated: '*Currently we have a*

consultant one day a week who is monitoring the work of the team'; the other stated that '[our] *Education Services have commissioned an independent evaluator, with headteacher and management experience, to conduct formal evaluation of the range of GEST initiatives*'.

Individual Education Plans/Code of Practice

Respondents in six LEAs stated that they used Individual Education Plans (IEPs) and the Code of Practice for the Identification and Assessment of Special Educational Needs to monitor and evaluate their work. A London borough cited the existence of IEPs ('*IEPs at individual child level*') as its strategy for evaluation and monitoring. In other cases, it was '*reviewing IEPs*' that was said to be the means of assessing work, ('*review/evaluation of pupil IEPs: with teachers, parents, and, when appropriate, pupils*'). Several respondents nominated the Code of Practice (CoP) as a means of monitoring and evaluating the success of interventions.

Reports

'Reports' were cited by six LEAs as part of their approach to monitoring and evaluating their work. A London borough stated that PRUs were required to produce weekly reports, and a metropolitan authority stated that the advisory group received regular reports detailing the progress of interventions with pupils. A respondent in another metropolitan LEA stated that the service's work was monitored through '*reports to committee ... reports to PRU governing body*'.

Record keeping

Five LEAs also stated that part of their strategy for monitoring and evaluating their work was for behavioural support staff to maintain records of their interventions with schools and pupils. A respondent in a London borough stated that staff made '*weekly logs of work done and timesheets are completed*', while a county LEA without a discrete behaviour support service noted that staff there completed '*school visit summary sheets — aide mémoires of advice and support given*'. Similarly, a London borough stated it kept '*extensive*' records of work they had done in schools and with individual pupils which were turned into statistics showing the amount of time the

GEST-funded service spent on working on consultancy and at whole-school, class and individual level.

Through line-management

Respondents in four LEAs indicated that the work of their service was monitored and evaluated by the person in charge. In three of the LEAs, this involved regular meetings between behavioural support staff and management (e.g. '*the team have to record and present details of their programme and intervention on a half-termly basis to the head of the PRU*'). One LEA commented that the service did not have any formal strategies for monitoring and evaluating its work, but added: '*The senior educational psychologists monitor (through line-management) the work of the BST and receive feedback from schools. PRUs are monitored through the relevant assistant director.*'

Other nominated approaches

Other suggestions for monitoring and evaluation activity included using '... *schools' requests for INSET from the service*' as an indication of effectiveness, and through '*schools' implementation of service recommendations and guidance materials*'. Evaluating INSET courses run by behaviour support services also featured as a response in four instances. Two LEAs mentioned Service Level Agreements here, stressing their SLAs had '... *evaluation components*' or were '... *monitored by a standing group of officers and heads*'. '*Target setting*' was nominated by two LEAs as a means of monitoring and evaluation, as were '... *quality control procedures*'. The use of an LEA internal monitoring programme of its support services was also mentioned. Finally, three LEAs referred to giving their support staff particular training in evaluation and assessment outcomes.

(3) NEW DEVELOPMENTS IN MONITORING AND EVALUATION

Within the quantitative data, services which were already involved in some form of evaluation occasionally described developing new methods. For instance, one county LEA which used statistical data and questionnaires to monitor its work also stated

that '*we are at present working on criteria for the evaluation and monitoring of the new county-wide service, and establishing a database covering a wide range of EBD service activity*'. Similarly, another commented that '*while GEST initiatives have been evaluated by written reports* [the LEA] is *in the process of developing new methods*'.

Discussions in the visited LEAs also showed new evaluation strategies under development or in practice. Two LEAs were using numbers of pupils maintained in mainstream school at key stage 3 as an indicator of success; another pointed to the benefit of using '... *low level exclusion rates of key stage 4 pupils*' as having '... *a bearing on whether we've been successful or not*'. One LEA was also focusing on developing diagnostic baseline measures (including self-esteem tests, literacy, numeracy assessment, and involvement in the Youth Justice system) in order to accurately monitor the progress of pupils in alternative provision. In another LEA, a banding system was in development which would set out a continuum of behavioural difficulties and the corresponding level of support to be given. This system would ensure the appropriate amount of support for individual pupils, as well as monitor their progress, but would equally allow greater analysis of contextual factors: '... *it might be possible to start to see if in certain places, or certain regimes, or certain institutions we are getting trends of improvement or things are going awry.*'

(4) ISSUES IN EVALUATION

Beyond that, qualitative data from the LEA visits revealed a range of concerns about evaluation and monitoring the effects and effectiveness of behaviour support work. Quantifying the impact of the service's INSET on schools and individual teachers (rather than appreciation of the course attended) was seen as a distinctive issue in a number of instances. Equally, in several LEAs, interviewees noted the inadequacy of current statistical measures to gauge the magnitude of some pupils' improvement within alternative provision, instead referring to 'qualitative' measures:

> *Nine out of ten of all students that you get in when they first come will never look you in the eyes. Now by the end of term, not only are they looking you in the eyes, but they're smiling and opening up in conversation with you. Those are the things that, in a sense, on a gut level you know whether you are going*

> *in the right direction. You know, you know, it's working, if this student moves round easier, he's easier in relationships, he's beginning to make friends rather than walking round with head down, or hanging round on their own round the back of the school rather than playing cards, or playing pool or on the computer with the other students* (PRU Teacher, Unitary Authority).

Others emphasised that reintegration as a measurement of success was not appropriate for all pupils. One further dilemma concerned the capacity to measure activity which, if successful, generally resulted in things '*not happening*':

> *For some of the people we get involved with, the outcomes are just ... if they haven't got locked up, if the girl isn't on the streets ... those are* [our] *successes and they're hard to evaluate* (Head of Service, County LEA).

> *One way* [to gauge success] *is schools feeling they don't need our service any more to work with individual pupils* (Secondary Coordinator, County LEA).

> *If you're helping schools with behaviour, you should be able to spend some time with the school and then withdraw, and what you put in, if it's any use, should help them to survive without calling on you* (Headteacher i/c BSS, Metropolitan LEA).

Notwithstanding these concerns, there was a general perception that evaluation and monitoring were useful and necessary activities for services to undertake — though the time involved for support staff and schools was occasionally deemed to be problematic:

> *I would rather be a good deliverer of a service, than a good recorder and writer of everything we do — and sometimes our record keeping perhaps isn't quite good enough, 'cos I'm pushing people to deliver* (Head of Service, County LEA).

> *At one school, I suggested asking teachers to fill in a form about the effectiveness of my work ... I can't develop my work unless I have feedback, but they didn't take me up on that, they just said they didn't have enough time* (In-school Support Teacher, County LEA).

However, as one secondary support teacher expressed it, echoing the sentiments of many others interviews:

> *I think unless you evaluate, you don't move forward, you don't develop and you don't make your service better.*

EXAMPLES OF LEAS' MONITORING AND EVALUATION

CASE STUDY LEA 1

A GEST-funded Behaviour Support Service in a London borough had used consumer/client review, self-review, measurable outcomes and review of the service by an inspectorate in order to conduct two extensive annual evaluations of the service. After an initial interim evaluation, a full-scale evaluation of the service's pilot phase of operation was conducted, in which a questionnaire was sent to schools to ascertain the service's impact on behaviour at whole-school, classroom and individual pupil level, and interviews were conducted with a small number of headteachers, SENCOs and class teachers by behavioural support staff. Statistical data was drawn from records kept by service staff on '*the quantity and frequency of time spent in schools and the focus of the casework*' (1994–95 Evaluation Report provided by the LEA). The evaluation was validated by the LEA's Schools Effectiveness Team, who were also consulted throughout the evaluation process. An extensive report was produced detailing the findings. A second larger evaluation was conducted the following year using similar methods including the collation of statistical data and the involvement throughout of the Schools Effectiveness Unit. However, this time, questionnaires were completed by parents and pupils as well as by schools to ascertain '*what it is that you like, what it is that you didn't like, what we can do for you in the future*' (Secondary Support Worker). Schools which had used the service the previous year were also asked if work started then had subsequently been continued. Further, schools which had not used the service were surveyed to determine why this was the case. Representatives from other agencies also completed a questionnaire in order to ascertain '*the extent to which the service had promoted cross-agency working and identify possible areas of conflict or misunderstanding*' (1995–96 Evaluation Report, provided by LEA). Interviews, this time conducted by an outside consultant, were carried out with an LEA officer and a representative from another LEA support agency as well as with school staff who had worked closely with the service. Feedback from INSET courses run by the service was also included. A substantial report of the findings was again produced. In addition, a secondary support worker commented that '*constant reviewing and communication is always happening*', and evaluation of interventions took place at the end of a piece of work. The use of bodies external to The Behaviour Support Service in the evaluation process was valued by the head of the service:'*I think there's room for outside evaluation from somebody who is not at all connected with the LEA and I think there is also evaluation that can come from our School Effectiveness Unit.*'

CASE STUDY LEA 2

In a county authority with a large BSS led by an EP, monitoring and evaluation work also appeared to be extensive. All in-service training courses run by the service were evaluated by participants '*so we would have ratings about whether it was useful and so on, quality of presentation*' (Principal Educational Psychologist) and results were collated into a county document. The Assistant Principal Educational Psychologist referred to '*consumer-based surveys ... of children's, of schools' and teachers' responses* [to involvement with the service]'. A behaviour support worker noted that schools were asked about '*how they valued us. What they saw as good practice, what wasn't working*'. Work with individual pupils and classes supported in mainstream was assessed termly, and on an annual basis the targets which had been set for pupils were reviewed, '*We have an annual evaluation which looks at the targets of individual children, the targets that were agreed with the school in relation to what needed to be achieved and whether they have been met or not, so there is a kind of an evaluation for individual children, what works well with individual children, and that's produced every year*' (Principal Educational Psychologist). The progress of pupils who returned to mainstream from the PRU was monitored: these pupils were '*tracked*' after their first term back in mainstream, then after a year and then when they left the school to ascertain '*how long they have actually succeeded in their mainstream school*' (Behaviour Support Worker).

CASE STUDY LEA 3

The medium-sized service in a Welsh authority monitored and evaluated its work primarily through extensive record keeping and reviews, though, in addition, there was a liaison group from secondary schools which met every term. In the PRU, teachers kept diaries of the pupils they taught and met regularly to discuss their progress, pupils' targets were reviewed every half term '*to see if they've met them or if they need to be working on something else*' (Teacher in the PRU), and the pupils '*have a report at half term and a full report at the end of term*' (Teacher in the PRU). Outreach workers kept diaries of the sessions with the pupils they helped and wrote reports on them on a half-termly and termly basis, while home tutors wrote weekly reports of their work for the head of the service and monthly reports for the LEA's Education Office '*where we comment on the work that we've covered, also on behaviour and physical welfare, and any problems or any recommendations as well*' (Home Tutor). The head of the service wrote a report every half term describing the work of the service for the LEA's SEN officer, which was described as '*our main form of evaluation*' (SEN Officer). There were regular management group meetings at which the progress of every child with whom the service was working was discussed, '*so we can see how successful the work with the children is*' (SEN Officer).

CASE STUDY LEA 4

An important part of the evaluation process in a medium-sized Behaviour Support Service led by a multi-disciplinary team in a unitary authority was the use of questionnaires completed by the pupils, parents and teachers. Questionnaires were completed '*at the time of the regular SEN review meetings in school*' (1994–95 Evaluation Report provided by the LEA), and sought to ascertain the extent to which intervention from the service had impacted on the behaviour of the pupil. There were different questionnaires for the primary- and secondary-aged pupils with whom the service worked. The pupils and parents were asked to judge whether the pupil was '*better*', '*the same*' or '*worse*' on a number of pointers since intervention began including enjoyment of school, ability to get on with teachers, dinner ladies and other children/teenagers, ability to get on with school work, self-esteem and managing feelings. Parents were also asked to rate any improvement in the pupil's behaviour at home. Teachers were asked whether their concerns about the pupil had decreased, remained the same or increased. Schools were also asked to rate the quality of the service on '*support for young people, communication with staff and service to school*' (1994–95 Evaluation Report provided by the LEA). Findings from these questionnaires were presented as graphs in an evaluation report, together with case studies of interventions with specific pupils, and details of the percentages of primary and secondary, statemented and non-statemented pupils with whom the service had worked and the varying types of support offered to different schools.

CHAPTER 8
GENERAL APPROACHES

(1) INTRODUCTION

One section of the questionnaire sought to open up the issue of the values and/or theoretical background associated with behaviour support activity. The precise wording of this enquiry was in a two part question: '*What are the major approaches and/or philosophy which underpin the Behaviour Support Service work* ***with pupils***'; and '*What are the major approaches and/or philosophy which underpin the Behaviour Support Service work* ***with schools***'.

The existence of a range of intervention models (psychodynamic, behavioural, ecosystemic) is well documented in previous research and theory on emotional and behavioural difficulties (e.g. Garner, 1996; Lennox, 1991; Upton and Cooper, 1990), and such authors have clearly identified that specialist support for behaviour usually uses an eclectic or 'hybrid' approach in practice. Hence, it was anticipated that hybridisation was again likely to be reflected in the survey's responses.

Equally, such an open question was bound to invite a wide variation of responses, and indeed the 75 LEAs that completed this section did vary in the way they replied: some made short summative comments (e.g. '*... to support children in mainstream and avoid exclusion, wherever possible*'); others referred to extensive documentation such as publicity material for schools or policy/mission statements; while yet others wrote more detailed statements:

> *Young people's behaviour is a function of their previous experience, their current situation and their aspirations: they are capable of achieving, providing challenge is appropriate and support available* [and the approach employed involves a] ... *significant amount of time devoted to 'self-esteem and confidence' (counselling and relationship building; major use of behavioural targets and monitoring; emphasis on the role of parents/carers and school partners)* (Large County LEA).

As well as that, some LEA returns chose to elide the answer for working with both pupils and schools. Such variation in detail obviously precluded accurate

quantification. Nevertheless, it was possible to detect certain different emphases (or 'themes') within the responses, although it is important to stress from the outset that the majority of respondents included more than one emphasis in their accounts.

(2) BSS APPROACHES

The main emphases or approaches identified, using analysis of certain key recurring terms, were:

- those LEAs which stressed the ***inclusive philosophy*** of their work, in that they mentioned a primary aim was to keep pupils in mainstream schooling;

- those employing more technical terminology, electing to voice ***specific behaviourist and/or therapeutic approaches*** or more generally indicate their individualised supportive intervention ('promoting self-esteem', 'counselling');

- those which referred to approaches which incorporated a view of the ***contextual nature of behavioural problems***, utilising the terminology of systems, systems change, external influences 'beyond the child';

- those which stressed certain principles underpinning ***the procedures*** of their work: collaboration/partnership; coordinated strategy; multi-agency approaches, etc; and

- those who provided accounts of their procedures in more detail — mentioning assessment, observation, programme planning, etc.

Some respondents did explicitly suggest an *'eclectic'* approach; others chose to stress at this point that their remit was with more pupil types than just those displaying 'acting out' and anti-social behaviours (*'keeping the E in EBD'*). In a number of instances, however, replies did focus more on one of the above emphases: for instance, appearing to refer to systemic approaches particularly or interpreting the

question purely in terms of procedures. Put together, the responses may intimate that, at the time of the survey, the philosophy and value systems underpinning the work of BS Services was another factor to take into account when considering the variable picture of support across the country.

Inclusive philosophy

The most common theme to emerge from the analysis was that of an inclusive philosophy (mentioned by over 50 LEAs). Here, the recurring key words/phrases were '*keeping in mainstream*'; '*inclusion/inclusive*'; '*integration/reintegration*'. It was noticeable that this kind of discourse featured much more in references to work with pupils than with schools and such disparity may be a significant reminder that behaviour service activity can have a complex duality, and that fundamental principles of inclusion could not always be overtly shared with schools. Other terminology which appeared to emphasise this inclusive philosophy was '*early intervention/ identification*'; '*preventative/proactive*', and these terms were used more readily in references to work with both schools and pupils. '*Full access to curriculum*' and '*equal opportunities*' also recurred as services emphasised their commitment to 'entitlement' for youngsters with behavioural difficulties.

	The main approach/philosophy underpinning BS work is:
INCLUSIVE	*working to maintain the child's placement within the mainstream school* (Small County Authority) *to work with schools and parents to maintain pupils in mainstream schools* (Large County Authority) *to develop and operate strategies which will ensure that, as far as possible, all pupils may be able to follow a **full** programme in a mainstream situation* (Small Metropolitan Borough) *where pupils are offered provision outside mainstream secondary or special school, the aim should be to reintegrate the pupil back into full-time education as quickly as possible* (Medium Metropolitan Authority) *the service believes that all pupils have a right to have access to the curriculum* (Small London Borough) *the general philosophy of the LEA in this area is to identify early and to maintain pupils in mainstream as much as possible* (Medium London Borough) *the ultimate aim of the PSRS is to enable each youngster to reach their full academic, social and personal potential within their local community — there is a proactive emphasis* (Medium Welsh Authority) *equal opportunities for all pupils must include EBD pupils for whom there are rarely any advocates or champions. Many EBD pupils and their families have most of the cards stacked against them* (Medium County Authority) *the Service is committed to its policy of Equal Opportunities and implementing educational provision for all pupils. All young people are entitled to have their rights respected* (Medium Unitary Authority)

Behaviourist or therapeutic approaches

Some aspect of behaviour/therapeutic approaches with children was emphasised by over two-thirds of the sample, and again only about half as many made similar references in regard to their work with schools. Key phrases here included '*behaviour management/modification techniques therapy (e.g. family* or *brief) and counselling*'; '[our work is] ... *rooted in behavioural psychology*'. References to IEPs were often included in these accounts. Others stressed more generally a focus on pupil-centred approaches: '... *the service works in an individual approach to each child's needs ...*'; '*very little of our work is not focused on individual young people*'. Promoting young people's '*self-esteem*' also recurred with some regularity.

	The main approach/philosophy underpinning BS work is:
BEHAVIOURIST/ THERAPEUTIC	*the establishment of individual behaviour programmes for referred pupils as part of Stage 3 IEPs using 'behavioural approaches* (Large County Authority) *strategies employed — IEPs; behaviour modification contract ... counselling, group work* (Small Unitary Authority) *principally Behaviour Management Technique associated with Behaviour Modification* (Medium Metropolitan Authority) *schools value easily understood and assimilated approaches and often respond most readily when the service offers guidance and advice on behaviourist techniques* (Small London Borough) *providing advice, programmes and individual strategies on behaviour management issues* (Medium Welsh Authority) *our efforts are largely aimed at enhancing the self-esteem of damaged youngsters* (Medium Metropolitan Authority) *helping youngsters towards their goals, not punishing, controlling or containing them, and we hope to give them realistic self-esteem* (Medium Welsh Authority)

Contextual/systemic approaches

References to the contextual/systemic nature of behavioural problems, and concomitantly to such approaches as a way of working, did feature particularly in some respondents' accounts. Typical examples included terms such as '... *whole-school approaches*', '... *addressing whole-school issues*', '*adoption of an interactionist approach*' '... [undertaking] *contextual rather than "in-child" assessments*'. This terminology was equally apparent in relation to approaches with pupils as well as schools. Some respondents used phraseology incorporating the concept of 'systems change' ('*enable school management to change systems ...*'). Connected to this, a number of services referred to their role in '*empowering*' schools or teachers: such empowerment might relate to '... *bringing about change* [in schools'] *managing of behaviour*' or '... *better understanding of children's needs and emotional development*'. While nearly 20 LEAs included this contextual theme in their responses, only three LEAs' replies suggested it was their sole approach with pupils, and six referred just to a contextual/systemic philosophy when describing their work with schools.

	The main approach/philosophy underpinning BS work is:
CONTEXTUAL/ SYSTEMIC	*an aim to move away from individually focused work to whole class/school approach* (Small London Borough) *research suggests that within the school context, pupils' behaviour is a result of the interaction of a series of dynamic variables — the pupil, peers, teachers, curriculum, school systems and ethos* (Small Unitary Authority) *pupils are involved in a network of systems which all need to be addressed to understand their behaviour and identify how the pupil and/or the surrounding systems need to change* (Small London Borough) *behaviour is a result of internal and external influences, i.e. not just within child factors* (Large County Authority) *schools should be empowered to manage their own difficulties with children's behaviour* (Medium Unitary Authority) *much of our work aims to make schools places where children are respected, praised and celebrated when appropriate* (Medium Metropolitan Authority) *to raise awareness that the pupil does not* ***have*** *the problem but the concerns need to be addressed through positive management, developing teacher awareness of children's needs and emotional development* (Large County Authority)

Procedural approaches

A further distinctive theme in the responses came from those respondents who chose to refer to procedures and more general principles of BS activity. Here, answers defined approaches perhaps in a more pragmatic, generalist way, particularly in terms of '*collaboration*' and '*partnerships*' with parents, schools or other agencies. '*Multi-agency*' approaches were noted as a philosophy or approach as well as '*a coordination role*' with regard to other services. '*Flexibility of response*' also was a commonly used term in this context. Other LEAs referred to specific processes undertaken by their BS Service ('*assessment*', '*monitoring*', '*observation*') or employed the more generalist term '*problem-solving*'. The Code of Practice also featured here. Nearly 30 LEAs included this type of response in describing their approaches with pupils and schools.

	The main approach/philosophy underpinning BS work is:
PROCEDURAL APPROACHES	*to facilitate cooperative partnerships between home, school and ourselves as a support service* [and] *develop a partnership between the team member and the teacher which will allow a mutually supportive approach when dealing with a pupil with EBD* (Medium London Borough) *working cooperatively and collaboratively with schools and agencies to develop a multi-agency approach* (Large County Authority) *work within code of practice, i.e. what has school done at stages 1, 2 and 3 to address the presenting problems* (Large Metropolitan Authority) *advice/support/monitoring/assessment as a continuing cycle* (Large County Authority) *problem-solving: the acknowledgement that all children will face problems of some intensity and that however intractable they appear, solutions, alternatives and positive acceptances are always available* (Medium County Authority)

Put together, the responses suggest a rich and varied array of approaches and specialisms. However, the data might also suggest that the discipline of behaviour support would benefit from a more cohesive language or discourse which reflected its distinctive contribution to pupils' affective and intellectual life. Beyond that, the descriptions of work with schools and youngsters amply demonstrated services' profound commitment to effect positive change on behalf of those young people whose behaviour might indicate they had needs and problems, but whose rights and potential to grow were not in doubt.

(3) BS PHILOSOPHIES AND SCHOOLS

Discussions in the visited LEAs gave further evidence of this commitment and concern to support young people. On being asked to describe their work and the beliefs which underpinned it, above all, interviewees from different BS Services conveyed a sense of their deep humanity towards troubled and vulnerable youngsters. Regardless of status, BS structure or specific intervention model, interviewees' approaches to their work were essentially underpinned by a combination of respect for the young people and a drive to ensure some restitution and repair for them. '*A fresh start*', being '*positive*' and '*supportive*' were essential ingredients: hence, the frequent

mention of '*giving* [the youngster] *respect*', '*enhancing self-esteem*' '*trying to make them feel positive about themselves*', '*to be positive ... to look for ways forward not dwell on the awful things that have happened in the past*'. Another recurring principle was that of support for pupils' choice-making and self-responsibility. Fuller verbatim accounts of these philosophies conclude this chapter.

It was noteworthy that a number of interviewees suggested that such principles of behaviour management were not always or easily present within the culture of mainstream school, especially given the external pressures and genuine concern for the provision of a quality education for all pupils.

> *I think they* [schools] *wish to be like that, but they feel more and more they have to perform really, that sums it up, that they have to do as they are told and reach a target and follow a particular line, so the sacrifice is often an exclusion ... I have watched it year on year just decline in terms of what staff time they will give to difficult pupils, needy pupils* (Coordinator, In-school Support).

> *Schools are under such pressure that they can't always afford to think about individuals. They have to focus on the whole class or whole school. The issue, teachers say, is that it's all very well pupils being rewarded, but what about their bad behaviour for the rest of the day?* (Secondary Support Teacher).

The question of congruence or overlap between the views expressed by BS workers and staff within mainstream schools was directly raised. Here, service staff recognised a range of attitudes towards the work and approaches of the BSS. Some schools were felt to welcome the service's support and its methods of working. Raising the awareness of school staff about behavioural difficulties, particularly its special needs status, was sometimes described:

> *Our major approach with schools is to give them the opportunity to identify to us what their difficulties are, for us to look at that difficulty and then offer them some support along the lines that would then give them the chance to change their institutions long term, not just to manage the immediate crisis. So that's our philosophy, what we do should have long-term effects, not just here today, gone tomorrow, because we are not like that in this service* (Head of Centre, Primary).

> *Six years ago, when we first went into schools, I think perhaps* [they did not share our views] *so much. I think our work in schools had done a lot to change that. I hope that doesn't sound conceited, but I think now it's OK to say*

there's an emotional blockage. It's OK to say this child's got, you know, difficulties which are stopping it from learning. I think we've done a lot to make that more acceptable (In-school Support Teacher).

In other instances, lack of understanding and agreement about the service's approaches was identified:

I tend to feel if there's lack of communication, then it's there, certainly between the ordinary classroom teacher and what we're doing here ... the old chalk face teacher is not completely aware ... I think a lot of these sort of bigger schools are sort of extremely suspicious ... I don't think they give us the credit for what we actually do. I think it's almost like a shunting area, you know, well they say 'we'll push Johnny over there and leave him there for six months or whatever and then we may take him back' (Teacher, PRU).

A lot of schools feel under threat. Secondary schools have a heavy workload and don't have time to find out about behaviour support strategies and systems. They want disruptive pupils out. Schools won't bend to accommodate pupils on a restricted timetable (Outreach Coordinator).

Put together, these views suggest again the variable nature of schools' and teachers' attitudes towards BS work which existed in 1996–97. The key issue of whether further evolution or developments in these views have occurred and whether they have occurred evenly across LEAs may be a crucial point in the delegation debate.

BSS staff: personal philosophies

Well I think that my main philosophy is that behaviour is caused by a wide range of differing reasons, and I think the perspective ... the media get, is this sort of behaviour is child-centred, that the child is evil, is wicked and does these terrible things, and I think that is incredibly over-simplistic. I think children are very like adults, they behave in different ways in different situations for different reasons, and I think my philosophy is that you have to search out what those reasons are in order to help children (Primary Support Teacher)

All of the children who are referred have such negative experiences in school. Trying to help them to realise that they have control over their behaviour even though they don't have control over what is happening in their lives outside, especially outside school. And trying to provide ... a stable relationship with an adult. That's the basic ... (EBD Support Teacher)

My philosophy is that these young people are worth such a lot. They don't see they are worth such a lot, you have to help them understand that they really have a lot to give, they have a lot of potential ... (Year 11 Programme Coordinator)

My main philosophy is respect. We work on the premise here that if we ... respect the children, they in turn will respect us, then in turn their self-esteem will rise. When their self-esteem is raised, they are then able to make better choices, more positive choices than they've ever been able to do before in their lives. Most of the youngsters that come here, their self-esteem is zilch, and we work very hard at building that up. So, self-esteem, respect, I think that's our main philosophy here (Centre Manager, PRU)

I think it's having high expectations of children without any doubt that what you have are a set of expectations and you work with the child on how to achieve those and you do it by helping them to make good choices, you know, 'good choices/bad choices', and helping ***them*** *to recognise what the good choices are, why they are good for them, and that shared sense of working together on something, them setting their own targets ... It's in a negotiated way which I think is empowering the young person to take the responsibility, because that's what it's about in the end, they are choosing to follow instructions ... or they choose not to, so it's helping them to make good choices and helping them ... you can't change what's happened to them but you might be able to help them to learn to live with some of those things and to find a path through for them because they should have good high expectations for themselves. Really, it is about helping them to work towards this* (Team Leader, EBD)

That all children have potential. Every child has a right to an education, and that children with behavioural difficulties are the most vulnerable in the education system ... and the vast majority of children can be maintained in mainstream with proper resourcing and support ... we are a totally inclusive service, we believe in mainstream education for children (Principal Coordinator, Behaviour Support)

We have to say that we're enabling the child to learn ... I have no difficulty with that 'cos that's what I'm doing, I'm making it possible for the child to learn ... Our criteria all feed into 'Can the child access the curriculum?'. Now the behaviour of the child stops it accessing the curriculum ... (Team Leader, EBD Team)

CONCLUSION
RAISING BEHAVIOUR

The findings from the first phase of the project 'Effective Management in Schools' raise a wide range of issues and implications. Behaviour Support Services clearly have a highly significant role in schools' management of behaviour and it is important to stress how many survey respondents and interviewees acknowledged that their contribution was highly valued by schools, teachers and parents.

It is nevertheless clear that, at the time of the survey, the focus of that role could vary, as services operated with different calibrations of advisory/support work to schools and individual pupil interventions. Equally, different versions of emphasis on PRU- and within-mainstream provision were evident.

These variations may again suggest the relatively inchoate nature of behaviour support work as a distinct discipline, but equally show the wide range of functions BS Services can provide. Activity such as an alternative provision 'brokering' role, being a facilitator for inter-agency intervention, working with parents and pre-school children were evident, as well as the advisory/support and preventative work within mainstream, or PRU provision for excludees.

BSS activity clearly can and does make an invaluable contribution to managing behaviour and supporting behavioural difficulties across an authority's schools. Raising the status of behaviour support work, by ensuring the multi-functions of a service (or its equivalent) are recognised and appropriately staffed, seems one particular way forward. Equally, for this to happen, 'raising' behaviour and behavioural difficulties to the unquestionable status of Special Need may be a further necessity. The work that BS services already do in this area to raise awareness of schools, teachers and parents undoubtedly needs further recognition and support at both national and local level. If teachers and schools do not understand the role of the BSS, if they hold different views on the meaning and causes of behavioural

difficulties, then they are less likely to value such a service or invest in it. Finally, raising the status and significance of BS activity would surely benefit from further developing the opportunities for training and specialist qualifications and accreditation for staff who work in the area.

As LEAs develop and review their Behaviour Support Plans, it is these aspects of 'raising behaviour' which might also be borne in mind.

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Raising Behaviour 1:
A survey of LEA behaviour support services

This is the first in a short series of reports arising from the NFER project 'Effective Behaviour Management in Schools' and concentrates on a review of LEA Behaviour Support Services (BSS). It relays findings from a national survey of BSS provision, covering such issues as location within LEA services , staffing, the range of support offered to schools, amount of inter-agency activity, funding, evaluation and monitoring as well as the general approaches and philosophy underpinning the service. Intended as a base-line study of this important LEA role, the report should be relevant to policy-makers and practitioners as well as those researching in the area of behaviour support.

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