Anti-Social Behaviour

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

2: Summary of Recommendations

	Recommendation	Responsibility	Completion Date
1.	Building on current work, a behaviour policy for the city should be developed, ensuring school governors are consulted. The policy should lead to the development of a new single over-arching behaviour plan, which includes both an Anti-Bullying and truancy strategy. The plan should link with the "Every Child Matters, Change for Children" agenda. A key feature of the Anti-Bullying Strategy should be the collection of data on bullying incidents by the Local Education Authority (LEA).	Cabinet Member for Education and Lifelong Learning	December 2006
2.	Measures should be put in place to ensure regular evaluation of the effectiveness of the city guidance for combating bullying in schools and service settings. This should include commissioning ongoing research building on the findings of the "Checkpoints for Schools" evaluation. The outcomes should be fed into an ongoing policy improvement process and reported to scrutiny.	Cabinet Member for Education and Lifelong Learning	March 2006 and ongoing
3.	A policy to be developed where "zero tolerance" is to be applied when school staff are subjected to aggressive behaviour and assault from adults and visitors.	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	September 2006
4.	Greater coordination should be established between the operations of Pupil Watch, Police Operational Command Units (OCUs), the Birmingham Anti-Social Behaviour Unit and District Directors in order to ensure that relevant data between all partners is shared and that the safety of pupils outside of schools is a priority.	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	July 2006
5.	The Children's Centres/Extended Schools agenda should be formally linked with the Community Safety Partnership in order to promote the valuable work that has developed between the police and schools as evidenced in the Behaviour Improvement Project (BIP).	Cabinet Member for Education and Lifelong Learning and Cabinet Member for Local Services and Community Safety	July 2006
6.	The Strategic Director for Learning and Culture, work(m)0.8(ally)526 TI0009s21.78 1tyS isd		

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

3: The Review Process

3.1   Reasons for Conducting the Review

3.1.1   The purpose of this review is to support the development of an over-arching behaviour strategy, through the development of relevant policies and plans for issues such as restrictive physical intervention or bullying and exclusions, that are able to meet the needs of all pupils with regard to the management of anti-social behaviour in schools, bullying and truancy.

3.1.2   The report sets out to consider current processes, identify areas of good practice and examine the barriers to successful development within the context of existing legislation.

3.1.3   By conducting this review, the expectation is that a greater understanding of the following will emerge: the effect of campaigns e.g. Anti-Bullying and Pupil Watch, pupil exclusions, the work of support services e.g. Behaviour Support Service, Educational Psychology Service, the Specialist Support Service, Youth Offending Service and the Educational Welfare Service, in relation to their roles in addressing anti social behaviour, bullying and truancy. In addition, it examines the impact of other factors such as gender, race, sexuality, pupil attainment and parental involvement, including the role and the work of the police in schools.

3.1.4   The review also attempts to throw light on the impact of threatening behaviour towards school staff and the effect this might be having on recruitment and retention.

3.1.5   All of the above were considered against the backdrop of the implementation of the Children Act.

3.2   The Terms of Reference for the Review

3.2.1   The review was set up with the aim of supporting the development of a cohesive city behaviour policy that would be able to address the needs of all pupils.

3.2.2   The objective of the review was to consider current processes, identify areas of good practice and highlight areas for development, and to consider the implications of existing legislation with regard to anti-social behaviour in schools, bullying and truancy.

both direct questioning and themed discussions.

3.4.5   The themes were as follows: early years and early intervention, young offenders, Primary school issues, bullying, Secondary school behavioural issues, truancy.

3.4.6   The styles of evidence gathering cross-referenced with each other in terms of looking at the main themes, and offered a holistic view of the issues being examined by the review.

3.4.7   Although the evidence gathered was extensive, it was nevertheless selective, insofar as the time allotted restricted the possibilities given the scope and expectations of this review. Thus the main areas of the brief were covered in as much depth as the time frame would allow. Evidence was taken from Secondary and Primary heads, teachers and pupils, support service workers, members of the Youth Offending Service, the Health Education Service, and West Midlands Police. Views expressed were representative of local, regional and national perspectives.

4: The Review Findings

4.1   **The Literature Review and Written Submissions**

The National Context

4.1.1   The literature review and written submissions established that the Department for Education and Skills (DfES) Key stage 2 & 3

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

4.1.5   In order to fulfil its Duty of Care to its employees, Birmingham LEA has issued guidance on the use of restrictive physical intervention in school and service settings. This 1nd sh2(3(o)-0.13(3.7(e)(an)-4.46(g9oQ

net effect is that planning tends to be relatively short term, that the workforce is asked to deliver a 'magic pill' with the money, and that there are few safeguards to ensure that any given initiative dovetails with all of the others. This creates the perception amongst

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

4.2.8   There currently is, however, a shortage of suitable school places for the children that YOS deal with. There is a need to identify a sustainable funding stream, and it would be helpful if funding could move with the child. Short term funding – whilst well managed by the service – inevitably leads to staffing problems. The service would like to see an analysis of databases and welcomes the joint protocol for information sharing.

4.2.9   The Secondary Headteachers Behaviour Working Party provided evidence on behalf of Secondary headteachers, presented by two Secondary schools and a Special school for pupils with emotional and behavioural difficulties, each sited in different socially deprived areas of the city. The Behaviour Working Party had been established because the worsening behaviour in schools set against the strategic backdrop of inclusion was leading to some agitation amongst teaching staff with regards to pupils exhibiting violent and aggressive behaviours. A survey carried out by the group and responded to by 90% of the city's secondary headteachers, showed that 77% perceived that behaviour was getting worse. The Working Party aimed to tackle the rise in aggressive visitors to schools, deal with concerns over Secondary transfer, re-establish the strength of the exclusion team and address the issues regarding the recruitment and retention of staff. The problem of "internal truancy" (children registering at school but missing selected lessons) was also raised, as this can create a "sub-culture" within the school, which cannot be supported by the current Education Welfare Service provision. Additional concerns included pupils' general intolerance toward each other – particularly in relation to backgrounds and cultures, inconsistency in addressing bullying and absence condoned by parents. Areas of good practice related to home visits by mentors and vulnerable pupils being supported in school (and on return to school from a period of truancy) by a team of professionals.

4.2.10   Evidence from primary headteachers showed that there were gaps in the liaison between primary and secondary schools. Parental preference means that children are dispersing to a wide range of schools. Primaries may have to liaise with between twenty and

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twenty-five Secondary schools and this holds a hidden cost – there is no specific funding to support the liaison work. Neither the Primaries nor Secondaries felt that they had enough staff to deal with all the liaison work. Primary headteachers felt that CRISP (Criteria for Special Needs Pr wn4.2(ro(h)-0.3(r u-0.3(n)-0.3(n)-4.32g t)
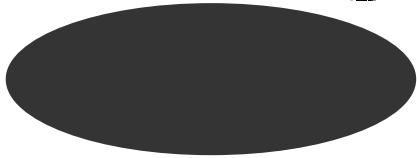
necessity for the emergency services to be called, and this needs to be communicated to schools. The weight of all evidence and discussion with the Police pointed to the need for relationship building, communication and role definition.

4.2.13   Evidence from Pupil Watch suggests that stronger links need to be made with the local communities in partnership with the Education Welfare Service and other statutory and voluntary agencies. Pupil Watch has input from Police personnel from the nine Operational Command Units, but find it difficult to deal with nine areas individually. Short term funding, and fund finding, is difficult and causes problems with staff retention. A major problem is "condoned absence" – parental collusion with their children's absence from school, and whilst the ultimate aim of Pupil Watch is to keep pupils safe and support victims of crime, they see the problem as relentless. Indeed the national figures remain stubbornly constant despite funding input. The service would like to work more with younger children, as it believes that early
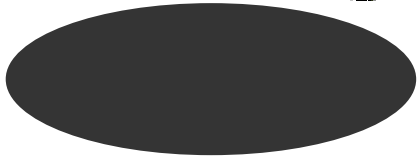
5.1.5   There was a consensus from those giving evidence that a shift of resources towards early intervention, together with this community approach, would help to break the cycle of anti-social behaviour and, in time, take the pressure off the over-stretched support services. Supporting Primary school to Secondary school transfer would appear to be a specific early intervention that needs to be addressed.

5.1.6   There is a wealth of good practice in the city but there is no mechanism or infrastructure in place to disseminate and replicate it. Opportunities need to be afforded to explore good practice in other Local Authorities. One such area of good practice is mentoring and there appears to be a need to review, co-ordinate and monitor the different types of mentoring carried out in Birmingham schools. Funding has been made available at times to commission research, but there is little evidence that the research findings have been put into practice or incorporated into ongoing review processes. Evaluations of individual projects tend to be carried out in isolation, rather than as part of a holistic approach. The same can be said of campaigns, and there was no objective evidence one way or another to say whether they are successful, though anecdotal

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5.2

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Appendix 1: List of Background Reports

As part of the evidence gathering, the Review Group asked a wide range of participating agencies to make written submissions and provide evidence. The returns are listed below. All of these documents are in the public domain. If anyone would like a copy of any particular document please contact Peter Wild, Head of the Behaviour Support Servic