

National Behaviour and Attendance Review (NBAR) Report

Executive Summary

An Independent Review conducted on behalf
of the Welsh Assembly Government, chaired by
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EXECUTIVE SUMMARY

In March 2006, the Minister for Education, Lifelong Learning and Skills made a commitment to undertake a National Review of Behaviour and Attendance (NBAR) to support existing activity and to shape and develop the future approach to these challenging issues.

The Steering Group was formed to take forward the Review, to establish a true picture of the situation in Wales, to consider good practice in tackling attendance and behaviour issues and to produce clear recommendations to the Welsh Assembly Government. The Steering Group was comprised of representatives of key stakeholder groups across Wales, supported by colleagues from Estyn and the Office of the Children's Commissioner for Wales.

The Review was undertaken in accordance with the Welsh Assembly Government's vision for the future development of policy and provision for children and young people in Wales as set out in *The Learning Country: Vision into Action*. At the same time, the Review Team were conscious of the ever-changing societal demography within Wales; not least the disproportionate number of pupils from low income families when compared with much of the rest of the UK and the growth of a multi-ethnic culture and the rise in single parent families.

Specifically, the Review Group were given four specific tasks by the Minister. These were:

- 1 To explore ways in which parents, children and young people and the community as a whole can be more effectively supported and engaged in the promotion of positive behaviour and attendance in school.
- 2 To identify effective practice in promoting positive behaviour and attendance and ways in which this practice could be embedded and disseminated in schools and local authorities across Wales.
- 3 To identify the effective use of multi-agency partnerships in tackling issues of poor attendance and behaviour in schools in Wales, including consideration of regional models.
- 4 To identify potential new legislation, in the form of National Assembly for Wales Measures for which legislative competence orders should be sought under the Government of Wales Act 2006 that would assist in promoting positive behaviour and improving school attendance, including specific consideration of the provision of education for excluded pupils.

In September 2008, our Interim Report was produced which focused upon the ideas and evidence generated during the first six months of the Review. The Interim Report was, to a large extent, generated from the ideas of four working groups established during the first stage of the Review. These groups of invited and nominated professionals and stakeholders (including colleagues from the voluntary sector) met at venues throughout and across

Wales. The first group considered issues affecting the behaviour and attendance of all children and young people in school. The second group focused on children and young people who cause low-level disruption. The third group considered children and young people at risk of exclusion. The final group concentrated on children who were being educated outside school settings because they had histories of disruptive behaviour, non-attendance or both.

Between July 2007 and March 2008, the evidence for stage two of our work was collected and analysed from a wide variety of sources. These included:

- (a) Convening two focus groups on school attendance; the first to examine the use of school attendance codes in Wales, the second to consider a wide range of attendance issues including the National Review of the Education Welfare Service in Wales, the prosecution of attendance cases and the use of truancy sweeps.
- (b) Convening a special two-day seminar with senior education officials from England, Scotland and Northern Ireland in September 2007.
- (c) Commissioning a literature review of attendance and behaviour which analysed reports and guidance issued by government and government agencies throughout the British Isles.
- (d) Receiving presentations and holding discussions with key Welsh Assembly Government officials on such issues as the Children and Young People's Partnership Framework for Local Authorities, Learning Pathways for 14-19 year-olds, the Pedagogy Initiative and approaches to reduce the number of children and young people Not in Education, Employment or Training (NEET), amongst several others.
- (e) Establishing five key sub-groups looking at behaviour including exclusion and unofficial exclusion, out-of-school provision and the alternative curriculum; school attendance; parents; training and development; and participation including multi-agency collaboration.
- (f) Convening specialist practitioner working groups in North and South Wales to consider: the challenges facing the teaching profession on behaviour and attendance; the role of professional training and development; the use of physical intervention; violence in schools; and finally, the future role of the Welsh Assembly Government and from local authorities in providing support.
- (g) Gathering evidence on the views and opinions of children and young people about school behaviour and attendance. This evidence was gathered from selected primary-aged pupils and those either in out-of-school units, or from certain specific categories (eg traveller children) throughout Wales by Cazbah, an organisation contracted to undertake the research on behalf of the Review Group.
- (h) Sending out a questionnaire using the Children in Wales database, to 536 individuals, statutory agencies, private and voluntary bodies on parenting.
- (i) Collecting specific evidence on a range of core issues. These included: meeting the needs of pupils who have additional learning needs (ALN), looked after pupils, the curriculum, the role of pupil referral units

(PRUs), emotional health, school councils, the Children and Young People's Assembly for Wales, multi-agency working, School Crime Beat, the learning coaches initiative, personal and social education, early intervention, transition arrangements, and rights-based approaches to improving behaviour.

- (j) Commissioning a rapid evidence review conducted by the People and Work Unit on effective interventions for improving school attendance and behaviour.

The Review Group acknowledges that the majority of schools in Wales are orderly and well-managed. There is widespread good practice in managing pupils' behaviour and attendance in most schools and local authorities with a large number of innovative initiatives in place. Despite this, managing behaviour and attendance, both in and out-of-school, are becoming increasingly complex issues which require prioritisation by the Welsh Assembly Government. As a result of all this evidence and our deliberations, the findings suggest that there are eleven particular issues that warrant much greater consideration by the Welsh Assembly Government.

First, the position on behaviour and attendance is not helped by the significant numbers of pupils at primary or secondary school whose literacy and numeracy levels are well below the average attainment targets for their chronological age. All the evidence suggests that more pupils with low levels of literacy or numeracy have a greater tendency to develop into pupils who develop behavioural and/or attendance problems during either the primary or secondary phase. Earlier identification and support for pupils with literacy and/or numeracy difficulties at the primary phase might help to prevent some pupils from becoming non-attenders or developing behavioural problems. Such a policy would eventually help to raise standards. The Welsh Assembly Government may wish to consider further whether these earlier curricular interventions should be achieved through group or one-to-one approaches and how these should be funded and best organised.

Second, it is evident that large numbers of existing professionals have received little or no training for their roles in managing attendance or behaviour. This includes senior staff in schools, middle managers, classroom teachers and classroom assistants, education social workers, education welfare officers, learning school mentors, as well as members of the voluntary sector, health, social services and other local authority staff most notably, many parents and/or carers who may need extra support in managing their children's behaviour.

Third, it has become equally clear that whilst there has been adequate guidance on managing exclusions from the Welsh Assembly Government, in practice, the implementation processes have varied considerably from authority to authority. Significant school variations in the policy and practice of managing actual and potential exclusions also exist. It is also apparent that a number of unofficial exclusions are taking place entirely contrary to Welsh Assembly guidelines. Some of these involve 'unofficial' arrangements being in place condoned by schools, local authorities and sometimes, parents alike. We agree with the findings of the Children's Commissioner for Wales Office

that the practice of unofficial exclusions may be more widespread than hitherto has been appreciated. There are related issues too, over the issue of managed moves or managed transfers which also need some further exploration given the differential practice which exists.

Fourth, and in addition, it has become clear to the Review Group that there are a number of pupils who are out-of-school for a variety of reasons, whose educational provision is not being properly monitored and who are not receiving an appropriate education. It is for these reasons that we suggest some key changes to existing school exclusion guidance and legislation which should be considered by the Welsh Assembly Government in order to tighten up and improve existing practice. It is particularly important that the learning needs of excluded pupils continue to be met. We also consider that local authorities should be required to make 25 hours of appropriate or equivalent learning (at key stage 4) available within 10 days of the permanent exclusion taking place. We also urge the Welsh Assembly Government to introduce guidance to local authorities on convening and managing a meeting of all key professionals and agencies involved in the excluded pupil's life within the same ten day period.

Fifth, although some excellent alternative curriculum and out-of-school provision exists, this too, tends to vary from authority to authority. In some parts of Wales, there are presently too few, if any, places available. This is one of the difficulties involved in dealing with 22 different-sized local authorities in Wales. This is why we recommend that all local authorities in Wales should establish a behavioural support section and/or collaborate with neighbouring local authorities' behavioural support teams in seeking solutions to help those pupils with specific behavioural difficulties. We see this as an important part of the Welsh Assembly Government's School Effectiveness Framework. Equally, all local authorities in Wales should designate an officer responsible for inclusion who should not only be appropriately experienced but also become the central point of contact for all exclusion enquiries and practice.

Sixth, our evidence suggests that pupils' and young people's opinions and views could be utilised to greater effect in helping our understanding of behaviour and attendance. Increasing numbers of children and young people could also be much better involved in influencing their learning environment. The role and better involvement of parents and/or carers has also considerable potential. It is clear that the vast majority of parents wish their children to behave and attend school regularly. Some parents however, lack the necessary skills to ensure that this happens.

Seventh, we also consider that better inter-agency and multi-agency co-operation would be significantly beneficial to improving standards within Wales, although evidence of existing good practice in this field is limited.

Eighth, we are conscious of the changing nature of behaviour and attendance over time. For example, we have noticed that girls are now as likely as boys to manifest both poor behaviour and non-attendance traits. We are concerned at the perceived rise in the numbers of pupils with social and emotional needs and other additional support needs as well as the large number of pupils with special or additional learning needs. As a nation, Wales also has

higher numbers of pupils from deprived and low socio-economic backgrounds by comparison with many other parts of the UK. Whilst schools, teachers, local authorities and the Welsh Assembly Government are doing much good work to improve school attendance, unauthorised absence is proving a stubbornly difficult phenomenon to reduce. Equally, we are mindful of the variations in practice and in rates of attendance and exclusion between schools and local authorities, even those located in similar socio-economic areas (see Tables 1-11 in main Report).

Ninth, the Review Group is concerned about the number of children whose histories of poor behaviour and non-attendance start before Key Stage 3 at primary school. It is becoming all too obvious that many interventions with pupils who exhibit behaviour and/or attendance problems occur much too late, often after a situation has reached the persistent or crisis stage. Much earlier intervention is therefore, required as envisaged in the Welsh Assembly Government's Rights to Action (2004) agenda, the Flying Start Initiative and the Foundation Phase Curriculum. At present, many resources are invested at the post-14 years' stage. More thought needs to be given to applying some of these scant resources to the earlier preventative stage in the hope of stopping non-attendance and poor behaviour from reaching the persistent phase.

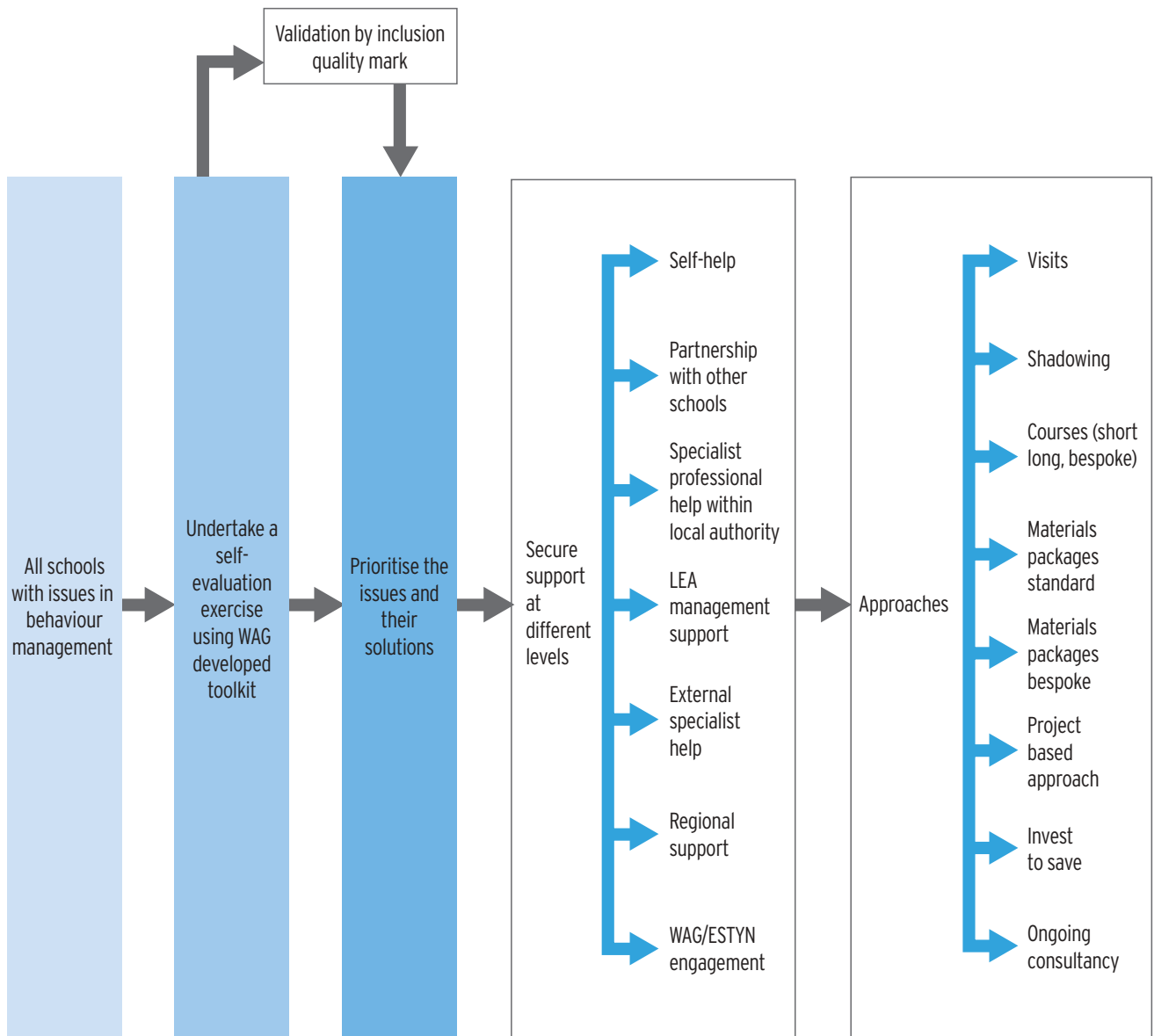
Tenth, we consider that all secondary schools in Wales should have a named senior manager designated as lead professional to deal with behaviour, attendance and participation with children, parents, carers and the local authority. This professional should be given sufficient dedicated time in order to fulfil this role.

Eleventh and finally, following deliberations on the content and recommendations in this Report, we believe the Welsh Assembly Government should develop an Action Plan on an immediate, short-term and long-term basis in order to re-shape overarching policies and guidance on behaviour and attendance throughout Wales and to implement the recommendations in this Report.

This Report is a major comprehensive overview. It has drawn together opinions from stakeholders at every level. The agenda for improvement is huge. The focus for improvement is schools, their staff, pupils and parents. Within this complex picture, schools need to be able to self-evaluate, reflect and prioritise their areas for improvement.

Through our Review we learnt to appreciate that this will be different in each school. However, a common process as outlined in Figure 1 will provide schools with the opportunity to utilise a range of resources, materials, skills and initiatives developed by the Welsh Assembly in response to this Review.

Figure 1: A National Strategy for all Schools Facing Issues in Managing Behaviour



As a result of our deliberations, the Review Group has made a significant number of core and supporting recommendations for the Welsh Assembly Government to consider. These are presented below.

CORE RECOMMENDATIONS

- 1** The Welsh Assembly Government should, through implementing the revised curriculum and assessment arrangements from September 2008 in schools in Wales, provide a clear lead that no child (within the mainstream ability range) should leave primary school without the functional ability to read and write.
- 2** The Welsh Assembly Government should prioritise early intervention strategies on work with attendance-related and behavioural-related problems amongst children and young people.
- 3** The Welsh Assembly Government should promote an understanding across Wales that violence against staff will not be tolerated.
- 4** The Welsh Assembly Government should ensure that all schools and local authorities rigorously adhere to Circular 1/2004 on 'Exclusion from Schools and Pupil Referral Units' with particular regard to tackling unofficial (illegal) exclusions.
- 5** The Welsh Assembly Government should introduce legislation on new exclusion regulations in Wales.
 - (a) For fixed-term exclusions of under 10 days.

Schools should be required to immediately provide the fixed-term excluded pupil with a learning programme, which maintains curriculum continuity for the individual.
 - (b) For fixed-term exclusions of more than 10 days:
 - In order to maintain curriculum continuity schools should be required to provide adequate learning, undertake marking and provide feedback on work completed.
 - Schools should have a duty to convene a meeting within 10 days in order to determine the young person's needs, to plan to meet them and to act together in an inter-agency approach to attempt to prevent permanent exclusion.
 - (c) For permanent exclusions

Local authorities should be required to make 25 hours of appropriate or equivalent learning available (at KS4) to commence within 10 school days of the permanent exclusion and to convene a meeting of all key professionals and agencies involved in the pupil's life within the ten day period.
- 6** The Welsh Assembly Government should consider:
 - Giving parents and pupils the opportunity to access an advocacy support service similar to that provided to those with SEN in the event of permanent exclusion or where there is a threat of permanent exclusion.
 - Putting into place an additional national point of appeal following the independent appeal panel. The national panel will be overseen by the Welsh Assembly Government and this should include headteacher representatives to test whether this brings greater objectivity in a more neutral setting.

- 7** The Welsh Assembly Government should introduce guidance on the use of managed moves and transfers as an alternative to exclusion. This protocol should include guidance on:
 - (a) the removal of pupils from school sites
 - (b) pupils' rights
 - (c) promoting positive behaviour and early intervention
 - (d) the role of the headteacher
 - (e) re-inclusion following the move
 - (f) funding arrangements for managed moves
 - (g) the wishes of the young person and those of parents.
- 8** The Welsh Assembly Government should actively follow-up schools who are excluding pupils at a rate which is significantly higher than average. This situation should also be closely monitored by individual local authorities.
- 9** All local authorities in Wales should establish a behavioural support team and/or collaborate with neighbouring local authorities' behavioural support teams.
- 10** The Welsh Assembly Government should ensure that school attendance and behavioural strategies are at the centre of its school effectiveness framework especially at the school level.
- 11** The Welsh Assembly Government should commission studies which examine:
 - The extent and number of pupils who are out-of-school and not enrolled on any school roll throughout Wales (including those that are in PRUs, home tutored and home educated).
 - The link between low levels of numeracy and literacy and unidentified additional learning needs with low attendance and behavioural problems in primary and secondary schools and the link between additional educational needs and poor behaviour, the number of exclusions, incidences of bullying and pupils' non-attendance.
 - The consequences of transition with the perceived increase in school exclusions, poor behaviour and non-attendance.
 - How PRUs are funded, the purpose of PRUs and their strategies for the management of pupils, securing their attendance and changing their behaviour and how they enable pupils to achieve and reach their full potential.
- 12** All local authorities in Wales should designate an officer responsible for inclusion who should be appropriately experienced. Some authorities may wish to collaborate with neighbouring local authorities on this matter. The inclusion officer would be the central point of contact for tracking all exclusion queries and practice. This post should be at a senior level in order to drive multi-agency approaches and to be able to liaise with parents, headteachers, governors and other involved parties.
- 13** The Welsh Assembly Government should clarify and strengthen its guidance for schools on physical intervention and the use of restraint.

- 14** All secondary schools in Wales should have a named senior manager designated as lead professional to deal with behaviour, attendance and participation with parents and carers. In terms of participation, this manager should play a key role in induction meetings, parents' evenings and other after-school and out-of-school events and be given sufficient dedicated time to conduct these functions.
- 15** The Welsh Assembly Government should prioritise and increase funding significantly for training programmes on behaviour and attendance not only for school-based staff but for all those professionals and local authority staff engaged in promoting positive behaviour and improving attendance, more especially the education welfare/education social work staff.
- 16** The Welsh Assembly Government should develop an Action Plan which will implement and monitor the recommendations in this Report and to draft overarching policies on behaviour and attendance throughout Wales on:
 - an immediate
 - a short-term
 - a long-term basis.
- 17** The action plan agenda should include further engagement with children and young people on behaviour and attendance to encourage and continue the dialogue started through the NBAR process.
- 18** The Local Children's Safeguarding Board in each local authority should have a standing item on school behaviour and attendance.
- 19** Children and young people with emotional and behavioural difficulties, those at risk of exclusion and those permanently excluded from school are amongst our most vulnerable children in Wales. Therefore, the level of staffing in the Support for Learning field within the Welsh Assembly Government should be significantly increased to provide a robust service and to recognise that additional learning needs straddles all fields of the Assembly's and DCELLS' work.

SUPPORTING RECOMMENDATIONS

Attendance

- A1** The Welsh Assembly Government should redraft its school attendance guidance and the use of attendance codes to ensure greater consistency of practice. As part of this work, the Welsh Assembly Government should be asked to draft one overarching school attendance policy document for implementation by schools and LAs throughout Wales to minimise duplication of effort and increase consistency across Wales.
- A2** School councils should be asked to consider how their schools could improve attendance. It would be useful for school councils not only to discuss the issue of improving school attendance but to have their ideas assessed and where appropriate, implemented. Examples of good practice could then be added to the Welsh Assembly Government's Inclusion and Pupil Support website.
- A3** A national strategy should be introduced in Wales to train all members of the EWS/ESW and those multi-disciplinary, inter-agency and school staff who are engaged in work with disaffected pupils with appropriate professional and qualification recognition and funding support from the Welsh Assembly Government.
- A4** There should be consistent guidelines and practice introduced in Wales to advise schools on how and when to refer non-attendance cases to the EWS and other external agencies. Consistent referral practice could form part of the one-Wales policy document on attendance referred to earlier in A1 and be part of the good practice website AB(1).
- A5** LAs should move resources into early intervention strategies to encourage pupil attendance. This will encourage EWS/ESW and school improvement services to be proactive rather than reactive and also to work more closely with primary schools.

Behaviour

- B1** The early identification of pupils with behavioural needs should be prioritised. The Welsh Assembly Government should empower LAs to develop early intervention and multi-disciplinary services that could intervene as soon as problems develop.
- B2** There should be regular meetings of LAs' inclusion officers with the Welsh Assembly Government to reinforce good practice as well as to ensure that the recommendations in this Report are being met.
- B3** The Welsh Assembly Government should stipulate that all schools and LAs in Wales should introduce performance indicators on their social inclusiveness which would be subjected to a formal assessment by Estyn as part of the inspection process. This would include the measurement and effectiveness of managed moves, exclusions, school improvement strategies on behaviour (and attendance) and whole school strategies that fit in with the Welsh Assembly Government's school effectiveness framework. As part of this work, the Welsh Assembly Government should closely monitor the exclusion practices of individual schools and LAs.
- B4** The Welsh Assembly Government should ensure that information on all young people at the point of transfer (especially between Key Stage 2 and 3) should be passed effectively from school to school, including full behaviour, exclusion and attendance records.
- B5** Schools should attempt, wherever appropriate and possible to introduce individualised learning plans for pupils with behaviour and/or attendance problems.
- B6** The Welsh Assembly Government should consider legislation to introduce a more robust inspection of home educators including an assessment of whether learners' needs are being met and the curriculum being followed.
- B7** The Welsh Assembly Government should consider how best to resource realistic support for children and young people who have been excluded.
- B8** The Local Authorities Behavioural Support Teams should focus on changing pupils' behaviour thereby attempting to reduce the numbers of exclusions by supporting schools in the management of individual pupil behaviour.
- B9** Schools and LAs should be encouraged to experiment with their provision of alternative schooling on a LA or a collaborative LA basis. On-site centres (mainstream), 'small schools', 'second chance schools' or different settings to reduce pupil disengagement should be explored.

- B10** The Welsh Assembly Government should move towards establishing a central/or regional tribunal for third stage final appeals. This would not only address concerns of lack of independence and consistency but allow officials to gain and develop expertise and establish good practice and incorporate natural justice requirements.
- B11** Where incidents of illegal exclusion are identified, schools need to be advised and supported in establishing the correct procedures. This is a role for the LA inclusion officer.
- B12** Estyn should request exclusion data for the last 3 years prior to inspections and the destination and achievements of these excluded pupils and comment on the school's analysis of this data in their report.
- B13** The Welsh Assembly Government should encourage Estyn to undertake 'spot-check' inspections and to issue reports on those schools which consistently exclude pupils at disproportionately higher rates than their peers whether on a permanent or on a fixed-term basis or those which routinely use unofficial (illegal) exclusions.
- B14** The Welsh Assembly Government should set standards for the funding, referral, admissions and management of pupil referral units and EOTAS for those pupils who are not on a school's roll.
- B15** The Welsh Assembly Government should improve the way data is collected annually on how many permanent excluded pupils are readmitted and re-included into the mainstream and include these statistics as a regular agenda item on inclusion officer meetings.
- B16** The Welsh Assembly Government should provide guidance for schools on how to deal with pupils bringing weapons into schools and ensure that schools liaise with the police as appropriate. The 'School Crime Beat' Partnership Guidelines should be adopted by LAs.
- B17** The Welsh Assembly Government should ensure that Estyn places more emphasis in its reports upon the ways in which schools' Disability and Equality schemes include responding to the needs of pupils with significant emotional and behavioural difficulties.
- B18** The Welsh Assembly Government should require LAs to ensure that all pupils excluded from mainstream schools are entered for and achieve nationally recognised qualifications in Year 11.
- B19** The Welsh Assembly Government should promote a school leadership model that includes:
 - promoting a positive whole school ethos
 - developing a whole school behaviour policy

- winning community and parents' support for a behaviour policy
- enabling headteachers to lead teams that target inappropriate pupil behaviour and work for change in that behaviour
- developing headteachers' understanding of the benefits of multi-agency intervention and the ways to:
 - understand the remit
 - recognise the role
 - comprehend the limitations
 - access the resources of other agencies appropriately.

B20 The Welsh Assembly Government should ensure its Framework Partnerships through the single plans for children and young people develop effective inter-agency practice in responding to the needs of children and young people with emotional, social and behavioural difficulties and through effective use of the Common Assessment Framework. Therefore, every Framework Partnership should develop a policy for statutory and voluntary agencies in responding to children and young people with emotional, social and behavioural difficulties to ensure that there is an effective service for pupils and parents.

B21 The Welsh Assembly Government should monitor successful provision of individual learning pathways for young people aged 14-19 exhibiting troubled behaviour and disseminate these best practices approaches to LAs, schools and colleges and include them on the behaviour and attendance website.

B22 The Welsh Assembly Government should publish guidance for schools and LAs on understanding and managing major 'incidents' effectively. Major 'incidents' should be defined by the Welsh Assembly Government but must include all serious pupil/teacher and pupil(s)/pupil(s) assaults.

B23 The Welsh Assembly Government should commission a study on the most effective approaches to parenting programmes including the promotion and sharing of good practice.

B24 The Welsh Assembly Government should include guidance and provide support to parents on children and young people's attendance and behaviour within the Parenting Action Plan.

B25 The Welsh Assembly Government should consider providing guidance for schools on effective ways to work in partnership with parents and particularly on ways to engage parents who are less confident in engaging with schools.

B26 The Welsh Assembly Government should collate best practice in the inter-agency work of:

- (a) youth work services
- (b) Careers Wales
- (c) the police

- (d) YOS
- (e) social care
- (f) CAMHS
- (g) the voluntary sector

in managing and supporting pupils' behavioural difficulties. This includes advice on such related issues as medication for behaviour, attention-deficit hyperactivity disorder and oppositional defiance disorder, amongst others.

- B27** The Welsh Assembly Government should promote best practice in anti-bullying approaches in all its forms.
- B28** The Welsh Assembly Government should strengthen its guidance on the development by schools of Pastoral Support Programmes for all pupils at risk of exclusion by working in partnership with parents and carers to engage with schools in working together for change in the young people's behaviour.

Attendance and Behaviour

AB1 The Welsh Assembly Government should establish a good practice section on an Improving School Attendance and Behaviour website for use by schools and LAs across Wales. The website could include comparative data on schools' and LAs' attendance and behavioural performances. It could illustrate how the Welsh Assembly Government and Estyn monitor attendance and behaviour. It could establish good practice in casework with pupils and young people, parents and carers, both in and out-of-school. There should be a link with learning outcomes. The Improving School Attendance and Behaviour website should also include a section on good practice provided by out-of-school units. The website should also help to raise awareness amongst parents and pupils of their rights, particularly relating to unofficial exclusions. There will also need to be information sub-sections for different audiences including governors, schools, parents, children and young people.

AB2 Schools should be encouraged to provide support whenever possible (eg. learning coaches) as soon as pupils are identified as having attendance and/or behavioural difficulties.

AB3 The Welsh Assembly Government should:

- (a) Fund LAs to provide coaching and mentoring programmes for teachers in the management of classrooms and pupil behaviour. This should be linked to performance management and the work of the lead professional for behaviour and attendance in schools.
- (b) Enhance the helpline for teachers who find themselves in difficulty managing behaviour and attendance in their classrooms and wish to seek appropriate professional advice.
- (c) Also, commission a confidential coaching service for teachers who are experiencing difficulty in managing behaviour and who feel unable to ask for local support.

AB4 Consideration should be given to the lessons learned from the English practice of creating consultants for behaviour and attendance so that LAs can draw on their experience and good practice and determine whether in Wales this might be done at a regional level.

AB5 The Welsh Assembly Government should consider adapting the Social Emotional Aspects of Learning (SEAL) materials for use in primary and secondary schools in Wales.

AB6 A new guide for school governors should be produced on the Welsh Assembly Government's policy on:

- (a) school attendance regulations
- (b) behaviour policies

- (c) fixed-term, permanent and unofficial exclusions
- (d) anti-bullying strategies.

AB7 School governing bodies should receive a **full** annual report on attendance and behaviour-related issues and consider the implications with senior staff present for the agenda item.

AB8 There should be more flexibility and cohesion about transition arrangements between Years 6 and 7. Schools should be encouraged to consider flexible and imaginative transition plans for pupils identified as being a behaviour and/or attendance risk. Use should be made of existing WAG guidance and planning on transitions. For example, one idea might be to keep the family and pupil-friendly atmospheres engendered by primary schools through to the early years of secondary schooling.

Parents

- P1** As part of the new Children and Young People's Plans all agencies should collaborate to produce a directory of their services for all schools and parents or carers.
- P2** Small group and exceptionally individual tutors should be appointed to work with pupils and parents together in school and/or at home to seek to ensure that all pupils in Years 6 can read and write at a level necessary to participate effectively in secondary education.
- P3** The Welsh Assembly Government should ask the Basic Skills Agency and Fforwm Magu Plant to jointly look at how family learning programmes and parenting programmes can be enhanced so that those parents who want additional support for parenting and learning can be most effectively engaged, whether in the home, the school or the community.
- P4** Evidence-based parenting programmes should be available to all parents who request help in Wales. Initially this provision should be for parents and carers with children up to 11 years of age.
- P5** The Welsh Assembly Government in conjunction with three or four pilot local authorities should promote the use of more applications for parenting orders for those parents or carers whose children have longstanding histories of behavioural and/or attendance compliance and who may have refused or not engaged with an offer of a voluntary parenting programme. The results of these pilots should be collated and monitored by the Welsh Assembly Government over a three to five year period with a view to extending the scheme throughout Wales if it proves successful.
- P6** The Welsh Assembly Government should pilot a joint approach to assessment, planning, intervention and review to help parents and carers and ensure that this is a single event activity rather than a multi-event exercise as currently occurs.

Children and Young People's Participation

- C1** Following this Review, school councils and LAs' school parliaments should be further developed with extra resources from the Welsh Assembly Government. School councils should be invited to participate in school decision-making processes wherever possible and should be consulted on behaviour, bullying, exclusion and attendance.
- C2** Following this Review, a toolkit on attendance and behaviour should be produced by the Welsh Assembly Government for use with children and young people in schools through for example, PSE programmes.
- C3** Schools should agree guidelines with school councils on behaviour and attendance and comply with Schools Council (Wales) Regulations 2005. In addition, the Welsh Assembly Government should:
- provide schools with guidance on the role of associate pupil governors
 - make sure that any advice, guidance and resources provided for schools including the **www.schoolscouncilwales.org.uk** website meets the needs of well-established school councils.
- Schools should:
- comply with the regulations on associate pupil governors
- Engage pupils more in:
- planning for school improvement
 - school self-evaluation
 - decisions affecting teaching and learning.
- C4** The Welsh Assembly Government should ensure that all schools make it clear to children and young people that there is a named person to whom they can turn should they encounter difficulties in schools.

Inter-agency Approaches

- IA1** The Welsh Assembly Government should ensure and promote a coherent policy direction across Government on all aspects of children and young people's attendance and behaviour. Policy and guidance from the Welsh Assembly Government should give consideration to impacting positive changes upon pupils' attendance and behaviour.
- IA2** The Welsh Assembly Government should direct LAs to strengthen their guidance and training for all agencies, services and schools to ensure they are aware that troubled behaviour and erratic attendance may be indicative of safeguarding concerns.
- IA3** There is a need for all agencies to map their roles and responsibilities, to set out who does what in terms of managing behaviour and attendance at each stage in children's careers in schools. The Welsh Assembly Government should ensure all of this is brought together in a single accessible core directory for pupils, parents, teachers and inter-agency practitioners supported by LA guidance for specific local needs.
- IA4** As attendance and behaviour is everyone's concern as emphasised by the Welsh Assembly Government through its Community-Focused Schools Initiative, there is a need for the local authority to:
 - Encourage Community-Focused schools to lead on the recruitment of parent volunteers to work alongside teachers and others in school. (For some parents this might follow a progression from service users to school volunteer to teaching assistants and onwards).
 - Ensure peer mentoring and school-based counselling services are offered to disaffected young people.
- IA5** The Welsh Assembly Government's Common Assessment Framework needs to be developed as a fully effective inter-agency assessment tool and needs to include sections on attendance, exclusion, bullying and behaviour.
- IA6** There should be a requirement placed upon Framework Partnerships to develop general protocols on support for children and young people. This support for young people with difficult behaviours needs to be planned and implemented through the Single Children's Plan.

Training and Professional Development

- T1** All ITT students should have significantly greater training on the skills of effective classroom management as set out in the QTS standards.
- T2** The Welsh Assembly Government should require initial teacher training providers to ensure that trainee teachers are given a good understanding of child development and the causes of emotional, social and behavioural difficulties.
- T3** The Welsh Assembly Government should ensure that all newly qualified teachers have the opportunity for mentoring and support in ways to manage troubled pupil behaviour in class.
- T4** The Welsh Assembly Government should significantly increase its ring-fenced funding for training programmes on behavioural management and the promotion of positive behaviour and attendance management at the school, LA, inter-agency, parent and pupil level.
- T5** The Welsh Assembly Government should promote more CPD on behavioural management to help support:
 - new teachers
 - experienced teachers
 - learning coaches
 - classroom assistants
 - pastoral staff
 - senior staff
 - supply teachers
 - school support staff
 - educational psychologists
 - governors
 - youth workers
 - police officers who work in schools
 - pupil referral staff
 - youth offending service practitioners
 - magistrates
 - practitioners from the voluntary sector.
- T6** On a regional basis, LAs in Wales should 'pool' their resources in order to provide regional/national training programmes/ conferences on behaviour management, utilising the expertise available from HE, FE, schools and other sources.
- T7** The Welsh Assembly Government should invest significantly in funding training on issues relating to behaviour and attendance which:

- provide opportunities for individuals and schools to develop expertise in specific fields
 - provide opportunities for staff to visit centres of expertise and good practice
 - provide a routeway for gaining applied qualifications in this field
 - prepare staff for promotion and leadership within these fields within schools, LAs and amongst other support agencies, including voluntary bodies.
- T8** The Welsh Assembly Government should ensure that there are local, regional and national training opportunities for LA staff at all levels engaged in raising attendance and improving behaviour and learning.
- T9** There should be whole school CPD programmes on behavioural management for every school in Wales at five-yearly intervals. The Welsh Assembly Government should develop a system where all classroom and supply teachers are expected to undertake refresher training in behaviour management at least every five years. Local authorities and HE institutions should work alongside schools in providing suitable training programmes.
- T10** Senior managers responsible for behaviour, attendance and participation in schools should be trained to:
- co-ordinate behavioural strategies
 - develop effective channels of communication
 - ensure staff in schools receive ongoing support and training and maintain and improve relations with pupils, parents and carers
 - co-ordinate inter-agency responses for children in line with the Children Acts of 1989 and 2004.
- T11** The Welsh Assembly Government should provide funding and direction for training modules for school staff to be implemented on understanding and upholding children and young people's rights through:
- initial teacher training programmes
 - INSET and professional development programmes
 - middle and senior manager programmes
 - headteachers' training
- In addition, funding for whole school programmes on understanding and implementing the children and young people's rights agenda should be increased. Short programmes on managing school councils effectively would also be of value.

- T12** Higher education providers should be encouraged to start planning for and validating diploma-level, undergraduate and postgraduate programmes in social inclusion. These courses should be aimed at all those professionals and LA staff engaged in this field. Funding should be given to the Higher Education Funding Council for Wales (HEFCW) for this purpose. Guidance should be given on effective inter-disciplinary practice.
- T13** Staff teaching in PRUs, alternative education centres and out-of-school units should be given the same opportunities as mainstream staff for training.
- T14** Staff teaching in PRUs, alternative education centres and out-of-school units should be provided with specialist training in behaviour management, crisis management, physical intervention and working with troubled pupils and their parents.
- T15** There should be a national qualification and funding made available for EWOs/ESWs and for all those professionals engaged in promoting social inclusion in Wales to allow greater opportunity for career development and professional practice to develop.
- T16** There should be more multi-disciplinary and inter-disciplinary training events for all those professionals engaged in the attendance and behaviour field, particularly focused on Welsh Assembly Government initiatives such as the Foundation Phase.

ANNEX A: Membership of the Steering Group*

Professor Ken Reid	Deputy Vice Chancellor, Swansea Metropolitan University (Chair)
Norman Cooke	Inclusion Manager, Cardiff County Council
Ann Griffiths	Education Social Worker, Denbighshire County Council NASWE/Education Welfare/Social Work Service Rep.
Peter Hosking	Senior Policy and Service Evaluation Officer, Children's Commissioner for Wales (observer status)
April May Kitchener	Headteacher, KS4 Education Centre, City and County of Swansea President of the National Organisation for PRUs
David Messum	Social Inclusion Manager, Conwy County Borough Council
Nic Naish	Headteacher, Newton Primary School, Bridgend
Mark Provis	Inclusion Manager, Carmarthen County Council Association of the Directors of Education in Wales (ADEW) Inclusion Representative
Meilyr Rowlands	Estyn (observer status)
Linda Roberts	National Co-ordinator for the All Wales School Liaison Core Programme, Gwent Police
John Sayce	Assistant Director, Barnardo's Cymru
Debra Thomas	Deputy Headteacher, Llantwit Major School, Vale of Glamorgan
Eleri Thomas	Interim Programme Director, Save the Children, Wales

The NBAR Group were supported by officials Anna Thomas and Graham Davies from the Support for Learners Division of the Welsh Assembly Government.

* The Chair would like to thank Angela Harris for all her hard work during the production of the NBAR Report and Mark Provis and Megan Jenkins for their help with the editing.

ISBN 978 0 7504 4727 0