

back on track: London

a PRU workbook



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Foreword

The development of Pupil Referral Units (PRUs) in London has grown into a professional, high quality provision that meet the needs of a wide range of children and young people across the capital.

London PRUs face new challenges with present changes to the education system. The importance of the role of educator and protector to some of the capital's most vulnerable children and young people can never be overstated. Whether dealing with domestic violence, poor social skills, gangs, drug abuse, teenage pregnancy or school-phobics; it is the care and support of the staff at PRUs that can help a young person get back on track to achieve and succeed despite their circumstances.

Through the support of London Councils an ambitious project was developed to identify the strategic advantages London PRUs offer to their pupils.

This report contains the findings of several work-streams that have highlighted the leadership, creativity and implementation of programmes and concepts that can be unrolled across London PRUs.

The aim of the report is to create a 'menu of choice' for London PRUs to engage with the creativity and evidence shown by their peers to improve their provision. There is no prescription, no one-size-fits-all model. The evidence of strategic long-term benefits has been collected and it up to individual boroughs and PRUs to decide how best to meet the needs of their pupils and communities.

This report is testament to the hard work of all those involved, particularly the pupils who participated and the staff that helped identify learning that can be shared across London. We hope you read this report as part of the on-going journey of London PRUs' journey to deliver world class excellence for all who walk through their doors and are given the opportunity to get back on track.



Cllr Steve Reed
London Councils executive
member for children's services
and skills and employment

Introduction

I was very pleased to be asked to write an introduction to this Back on Track report arising from the work done by London PRUs with the support of London Councils and other partners. As chair of the London Youth Crime Prevention Board in 2008/9 I visited a number of PRUs to talk to staff and pupils. As a result, in our report we recognised:

- a) that PRUs are one of the key safety nets to prevent young people getting involved in crime
- b) that only 'excellent' PRU provision is good enough
- c) that leadership at the local level, supported at regional level, could make a difference.

So I was pleased when the Department for Education (DfE) gave its backing to the board's recommendation that the Back on Track funding should support London as a unique pilot; and I was equally glad that Cllr Shireen Ritchie (now Baroness Ritchie) agreed to chair the project.

This report is a credit to all those who took up the opportunity the pilot offered. The recommendations for PRU Heads, other Heads, local authorities and the DfE are all practical steps which should be taken even in this time of great structural, financial and operational change.

In the end, if we do not get PRUs right, we in society will pay the price in other ways – in family crisis, crime, health, economic and social contribution. We owe it to the young people – and all of us - to help PRUs to help young people succeed.



Lord Victor Adebowale
Chief Executive, Turning Point

Contents

Foreword	1
Introduction	2
The challenge for London PRUs	4
The Pan London Back on Track Pilot	4
London Councils Strategic Recommendations	5
Workstream 1: Leadership	7
Workstream 2: Commissioning and Quality Assurance	9
Workstream 3: A good place to learn	11
Workstream 4: Restorative Approaches (RA) and creative problem solving	13
Workstream 5: Hearing the pupils	15
Workstream 6: Safety and cohesion programme	17
Workstream: 7 Curriculum workbook	19
Postscript: The changing context	20
Annexe I: Overarching goals of the Pan London Back on Track Work Pilot Workstreams	21
Annexe II: Procedural outcomes	22
Annexe III: Back on Track: London - Management structure	23
Annexe IV: Literature Review (Restorative Approaches)	24
References	34

The challenge for London PRUs

Exclusion from school for aggression or violence is a key turning point for high risk young people and 60 per cent of young people excluded from school nationally report having offended in the previous 12 months.¹ PRUs, where the majority of excluded young people are sent, should therefore act as a safety net to catch young people before their behaviour leads them into involvement in criminal activity.

PRUs, whatever their formal function, are part of a key local partnership structure. This project was designed to reinforce that partnership support and engagement.

From the outset it was clear that setting high expectations of pupils in PRUs, and of PRUs themselves, had to be a core goal. Evidence from exam results, inspections and other measures all demonstrate that PRUs can be centres of excellence.



The Pan London Back on Track Pilot

London Councils, together with a number of key stakeholders, was awarded DfE funding over three years to deliver a pilot across London. The Pan London Back on Track project set out to meet a number of key strategic London-wide improvements while reflecting the individual nature of PRU provision in London. The pilot aimed to reach as many PRUs as possible through a wide range of pan-London activities.

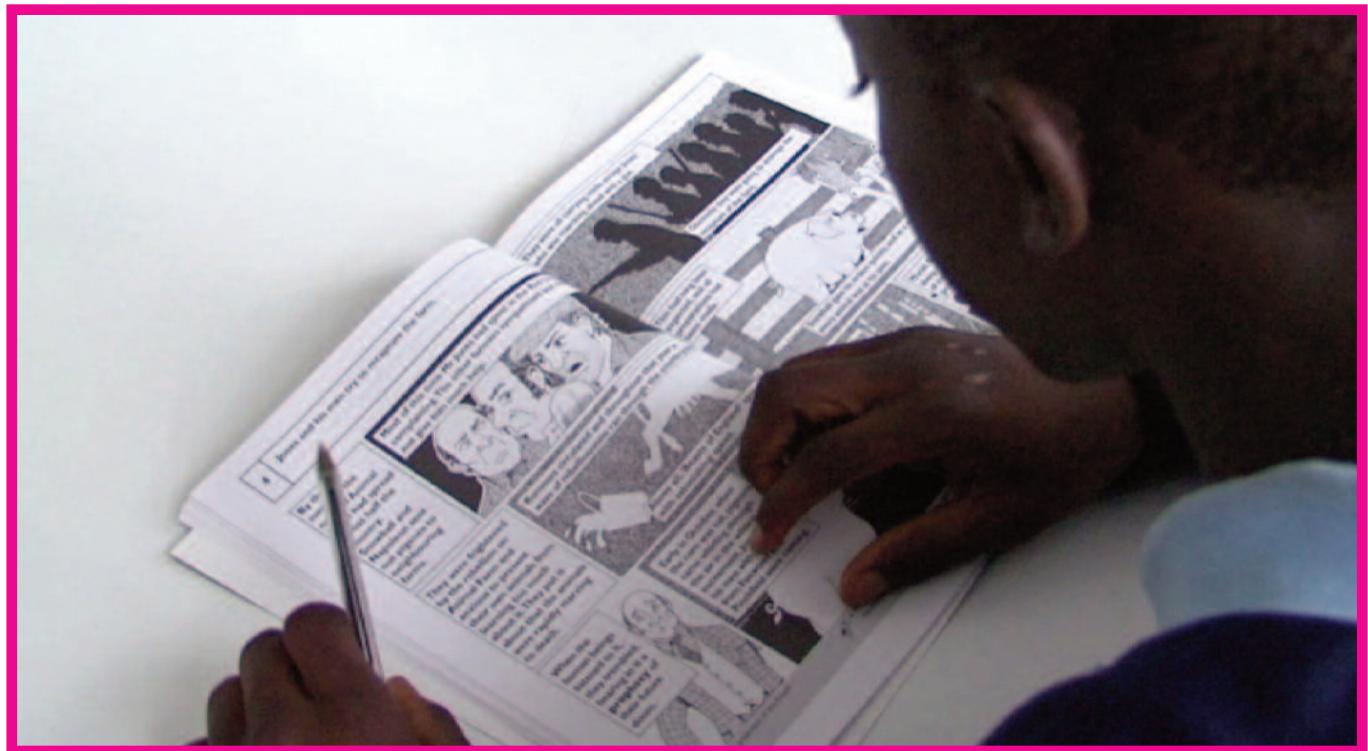
The outcomes and objectives for the pilot stemmed from consultation with PRU Heads and local authority leads for behaviour and attendance.

To achieve these outcomes, the project recognised that there are significant challenges facing London PRU, particularly due to the size, diversity and high levels of pupil mobility in London. In response, the project set out a strategic pan-London programme that helped bring partners together to try to tackle some of the underlying issues affecting service delivery. The project aimed to reach every PRU in London and to identify some common features of best practice that could be widely adopted.



¹ Youth Justice Board's annual youth crime survey, MORI (2004)

Pan London Back on Track pilot London Councils Strategic Recommendations:



We acknowledge the funding support of the Department for Education (DfE) throughout this pilot.

These recommendations identify the key learning points from Pan London Back on Track Pilot workstreams and set out how we think that the improvements in the sector should continue.

DfE and London PRU Head teachers should celebrate:

- a) that young people achieve better attainment and other outcomes because of the professionalism and leadership of staff in PRUs in London
- b) that throughout the pilot there has been no PRU in London in Special Measures or on Notice to Improve
- c) that since the new OfSTED framework came into operation five London PRUs have achieved 'outstanding' judgements
- d) the way in which many young people in PRUs are successfully engaged in learning and raising their aspirations for success
- e) the work being done to support parents to support their children

- f) the measured contribution that effective PRU provision makes to reducing youth crime and other wider social costs.

Readiness for change in Pupil Referral Units

Before making our final recommendations it is important that London PRUs wishing to take this forward are ready to engage and implement any of the workstreams.

Ensuring that the PRU has the right pre-conditions for change is crucial to both the process and outcomes envisaged. A separate report on factors necessary to be ready for change is available to download in annex IV of this report.

Readiness for change is particularly important to PRUs being aware of their present and future capabilities. Identifying capabilities will help the delivery of outreach services into mainstream schools and colleges, as a way of supporting the work already developed internally.

For PRU Head teachers

1. The pan London PRU network should be supported by PRU Heads and commissioners across London.
2. That those involved in commissioning new buildings or refurbishments of PRU premises use the principles and advice in the Back on Track report to plan the work.
3. That those involved in commissioning new buildings or refurbishments of PRU premises use the principles and advice in the 'Pan London Back on Track guide to developing a safe learning environment' to plan the work.
4. Head teachers and PRU commissioners should recognise and promote Restorative Approaches in PRUs to teach young people how to deal with conflict and repair harm – and so contribute to raising attainment.
5. That PRU leaders and management boards use the DVD and training pack www.londonprus.co.uk with staff and pupils to support development of the vision for the PRU and how it can engage the pupils in achieving that vision
6. Key stakeholders should support the pan London Safer Learners Partnership (GLA, London Councils, Metropolitan Police) as a way of continuing the partnership support for PRUs with police, other agencies and the community to keep pupils safe, as the on-going development of the Safety and Cohesion Award.
7. That PRU senior leaders use the Curriculum workbook to help their review and planning process for curriculum provision especially for pupils in PRUs.

For Local Authorities and Commissioners of Pupil Referral Units

8. Commissioners of PRUs should use the Pan London Back On Track Curriculum Model as a review tool for developing personal learning provision for students in PRUs and to use as a minimum standard starting point for new PRUs
9. That commissioners of PRUs and alternative provision in London should use the guides for commissioning on the London Councils PRU website: www.londonprus.co.uk
10. Local Authorities and commissioners should set out a Quality Assurance Framework for PRUs modelled on the London Quality Assurance Framework for alternative provision, so that commissioners and

providers are clear about the outcomes desired and the standards expected of PRU provision.

11. Local authorities and commissioners should recognise the key role good PRU provision can play in reducing risks to wellbeing and youth crime and ensure funding decisions are made accordingly.

For OfSTED

12. OfSTED should recognise that PRUs cater for the lower attaining 20 per cent of pupils and ensure that performance judgements are made against the lowest attaining 20 per cent in mainstream schools.
13. OfSTED should state that a key role of PRU provision is that it should be determined by the personal learning needs of young people with a goal of achieving the highest standards of attainment. This should be measured by 'distance travelled' and qualifications to ensure progression.

For DfE

14. DfE should require that the responsibility, and therefore accountability, for PRU provision is clearly set out at local level – be that the local authority, a Head teacher consortium, academy (or academy families), free school or other arrangements.
15. Through the National College of School Leadership, the DfE should recognise the specific skill set of a Head teacher or Leader of PRU as distinctive and promote a relevant Behaviour Improvement Qualification as a key stepping stone to Headship in PRU.
16. Through the National College of School Leadership, the DfE should recognise the London partnership commitment to sustain the PRU Head teacher network during the next two years to ensure continuity of support, professional sharing of best practice and challenge, and should match this with support for mentoring of new PRU heads under the Local Leaders in education processes. The network should become self-sustaining after this time.
17. DfE should recognise the specialist training and skills of staff in PRU and ensure that each training school has a PRU as a partner.

Workstream 1: Leadership

Goals

To develop the use of national and local Leaders in Education, to support PRU development; and to develop London PRU networking to encourage sharing of effective practice.

The role and status of leaders of PRUs is inconsistent across London; for example some are termed 'head teachers' while others 'teachers in charge'. However, PRUs require leaders who undertake the same range of leadership roles and tasks as Head teachers of mainstream schools, and so need the same opportunities and support.

This workstream promoted the role of PRU Heads to be Leaders in Education, or supported by them.

The dispersal of PRUs across London means that networking between PRU leaders is not easy. This workstream therefore also supported web-based solutions and also regional and sub regional meetings of Heads on shared development issues.

Any survey of PRUs shows that there are significant variations in the position of those leading PRUs.

- Some have the designation of Head teacher
- Some are graded as Teacher in charge

But there are also significant variations in the Governance structure – some are accountable to a Management Board in the local authority, some to a Board of Governors, some via hybrid structures linked to Head teacher partnerships.

Process

The Pan London Back on Track project was formally launched in March 2009. At the launch conference Heads and local authority leads were asked a number of questions:

1) "What would really make a difference in delivering alternative provision?"

Recruitment and Retention

- High level specialist qualification for staff working in PRUs and AP
- PRUs are schools and therefore must have access to CPD programmes
- Head teachers within PRUs should be recognised and given Head teacher status
- Development of specialist leadership programme for PRUs and alternative provision
- In development of future training programmes, use PRUs as centres of excellence.

Relationships

- Permanent integrated on-site multi-agency services
- Greater support from local authorities
- Blueprint for and guidance on the role of behaviour partnerships
- Ensure full engagement of school improvement partners.

Funding

- Ensure synergy between funding streams across the sector.

2) How should the project build a stronger network for the sector in London?

- Establish a Pan London network for PRU Head teachers. Once the network is set up, sub-regional groupings and smaller clusters of local authorities should be added
- Ensure that within any network developed alternative provision is integrated.

Stage 1: Testing the perceptions of Heads and local authority leads

An external evaluator undertook intensive interviews with a sample of PRU and LA staff in 12 LAs in London to gather qualitative evidence.

Some evidence related to leadership

Status of Heads of PRUs

While a number of Heads said that they felt accepted on equal terms by school Heads, some said that they had to fight hard to gain this status.

Management Committee

One difficulty cited by a local authority officer was the possible ambiguity of the management committee's role. While many wanted to see PRUs operating as schools, they were in fact an LA service enabling LAs to implement their duty to provide for excluded pupils.

Partnerships

With one exception, Heads stated that they had good and helpful relationships with the police, including with officers attached to the Safer Schools Partnership in three cases.

Stage 2: Network events across London

Three PRU network events were held during the life of the project. The hosts were the police and the agendas combined topical discussion (such as OfSTED, Woolf report) and workstream consultation. Around 30 of the 70 PRU Heads in London attended. A key concern has been how this network support can continue as Head teachers see it is a significant chance both to share practice and to reach shared views to influence policy discussions. These network events will continue as both three separate London sector events and a pan London event in 2011/12.

Stage 3: Web networking and locations of London PRUs

Once some basic PRU auditing had been completed, a geo-tagged website gave access to all PRU Heads of location, contact details and PRU category data so that they can quickly identify and explore connections with other PRUs. This is a fulfilment of the launch conference proposal.

Stage 4: Local Leaders in Education

A number of London PRU Heads acquired this status during the project. It is important in demonstrating that PRU leaders are both eligible and can achieve those standards set by the National College. The status also provided a mechanism for peer to peer support, coaching and challenge to other PRU Heads, which was well received both in PRUs and local authorities.

Outcomes

The leadership skills and structures in PRUs will be reflected in the inspection reports of PRUs, but the workstream can also be judged positively by the establishment of the PRU Heads network in a sustainable manner, and in providing an evidence base on the issues facing PRU leaders. It was encouraging that during the life of the project there were no PRUs

in OfSTED categories to improve; and moreover that at least three PRUs achieved the highest overall grade in their inspections.

Recommendations

- That a continuing emphasis on leadership support and development is needed at local, pan London and national level.
- The pan London PRU network should be supported by PRU heads and commissioners
- NCSL should recognise the key skill set of PRU heads and support development programmes accordingly
- Each training school in London should have a PRU as a partner
- Link to geo-tagged website www.londonprus.co.uk



Workstream 2: Commissioning and Quality Assurance - alternative provision Key Stage 4



Goal

To develop a tool to improve provision and also monitor the outcomes for KS 4 pupils who might be placed into FE College, PRU, Alternative Provision or in school on-site provision.

Process

- Consultation with commissioners and providers
- Publication of practical guides for commissioners
- An agreement by Association of London Directors of Children's Services (ALDCS) to work collaboratively and to improve outcomes for young people
- The London Quality Assurance Framework was launched on the 13 October 2009. The event enabled local authorities to share practice and hear from the London boroughs of Wandsworth and Ealing, on some of the work already underway on assuring the equality of provision to young people
- Dissemination events covering all the sectors of London.

Output

A Quality Monitoring and Evaluation Framework was developed by Government Office for London with ALDCS. It has seven themes to help commissioners decide on standards to apply and monitor.

The seven themes are

1. Achievement and standards
2. Teaching and learning
3. Admissions guidance and support
4. Student entitlement
5. Leadership and management
6. Professional development
7. Employer engagement

These themes are then each broken down to key criteria and a methodology of seeking evidence is set out to assist the monitoring and evaluation work.

Example

Theme One: Achievement and standards includes

Guiding Principle “Learners achieve the standards set for them in relation to their capabilities and starting points”

Under which, one set of **Criteria** is, Analysis of assessment data enables clear indications of:

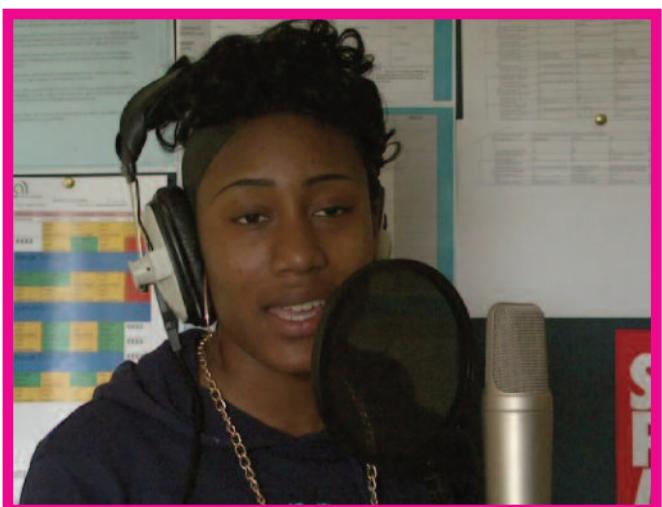
- how well the provider is doing in relation to targets
- how effective it is in identifying specific groups of learners' needs.



and one of several examples of **Evaluative Question** to be asked is, “How is learners' progress monitored and evaluated?”

The guide also sets out **Samples of evidence** which might be scrutinised:

- records of progress
- work scrutiny
- lesson observation focus on learning outcomes
- discussion with learners and staff
- peer and self-assessment.



Outcomes

Promoting the London Local Authorities local quality assurance and commissioning framework to assess providers of alternative education is consistent with the principles identified in LQAF.

Commitment by councils to implementing the principles of the Framework and implementing the cross authority processes within the protocol.

Encouraging local authorities to have a named officer responsible for the quality assurance and commissioning of alternative providers.



Recommendation

That commissioners of PRU and alternative provision in London should use the guides for commissioning on the London PRU website: www.londonprus.co.uk

Workstream 3: A good place to learn



Goal

To set out principles for the built environment of PRUs that promote positive outcomes for pupils.

Historically, PRUs have occupied buildings that became available because of the cessation of either educational or social functions. Leadership teams of PRUs have adapted a range of non-specialist provision in a skilful and creative way to meet the diverse needs of the pupils and the function of the PRU.

It is a tribute that PRU staff manage to help pupils achieve as well as they do when so many of the facilities do not replicate the provision in mainstream schools.

Process

A working group sought evidence from PRU leaders, local authority leads, architects, builders, third sector and multi-agency partners.

A literature search identified the following core documents:

- DfE 'Learning environments for PRUs' (2007)
- OfSTED PRU study (2009)
- DfE Building Bulletin 102
- Statutory legislation affecting PRU building.

The group supported visits to purpose-built new PRU; PRU in temporary buildings; PRU on dispersed sites and refurbished PRUs.

Outcomes

The working group identified six key priorities for creating successful learning environments. For each a quote from practitioners is given.

Vision and Values - what is the provision needed for?

"Ensures that every young person feels that they matter and can succeed"

Partnerships – how can the facility meet diverse personal and professional needs?

"Working together to provide high quality support must be informed by assessment of need"

Learning – how can the building support learners' needs and promote great teaching?

"Our aim: an excellent facility where young people can learn effectively"

The Learning Environment – inspires, keep safe and make connections to outside opportunities

"A deliberate attempt to engage with the wider learning needs of the students"

Resources – strategic technology planning plus staff training and practical support for staff and students

"Staff must feel their CPD needs and the centre's are met"

The voices of experience:

The experience of those who have led PRU redevelopment gives useful practical advice:

1. Talk to staff who have been involved in build/refurb – that will give you an idea of the time commitment and the capacity of the PRU to undertake the work
2. Early discussions with school community saves time later
3. Learn from any local BSF projects or other capital work programmes
4. Study DfE building Bulletin 102
5. The best examples had undertaken work with pupils to define their needs and provision
6. Maximum flexibility in resources (such as space) can be achieved with a flexible service agreement with partner schools
7. Partnership work must be seen to be an integral part of the work of the PRU so that all partners feel fully involved
8. Premises staff have key perspectives on building design and a critical role in keeping the site safe and stimulating
9. The most purposeful PRUs had used clean, simple signage and messages to reinforce the expectations of the PRU.

Output

The full report of this workstream is on the London PRU website: www.londonprus.co.uk

Recommendation

That those involved in commissioning new buildings or refurbishments of PRU premises use the principles and advice in the Back on Track report to plan the work.



Workstream 4: Restorative Approaches (RA) and creative problem solving



Goal

To develop and evaluate the implementation of restorative approaches in three London pilot areas. This would allow the work stream to explore the success factors and barriers in setting up a restorative approaches programme. Part of the challenge was defining Restorative Approaches (RA) in PRUs. The RA work stream defined restorative approaches as:

"A way of preventing and resolving conflict, which allows individuals to resolve differences. It develops the language of emotion and allows people the time to collect thoughts and feelings. There is a calm resolution process where everyone is listened to and usually the result is a point where issues are resolved and people can move on."

The three funded pilot areas and one non-funded area began implementing their settings to build evidence of working with children and young people for all PRUs across London.

Process

The steering group developed a readiness criteria for PRUs to establish if they are in a position to successfully implement RA. This was used by the steering group to identify three pilot areas that were able to deliver evidence of implementation in a very short period of time.

The three pilot areas chosen were a Key Stage 3 PRU, Key Stage 4 PRU and a cluster of PRUs (South PRU), which had received £30,000 of funding over two years; as well as a non-funded area was also developed to look at implementation with no funding.

The evaluation methodology was to focus on staff using a range of research methods including staff questionnaires, staff focus groups, and Head teacher interviews. All three methods incorporated a baseline and follow-up survey. Pupil and separate staff interviews were conducted towards the end of the project.

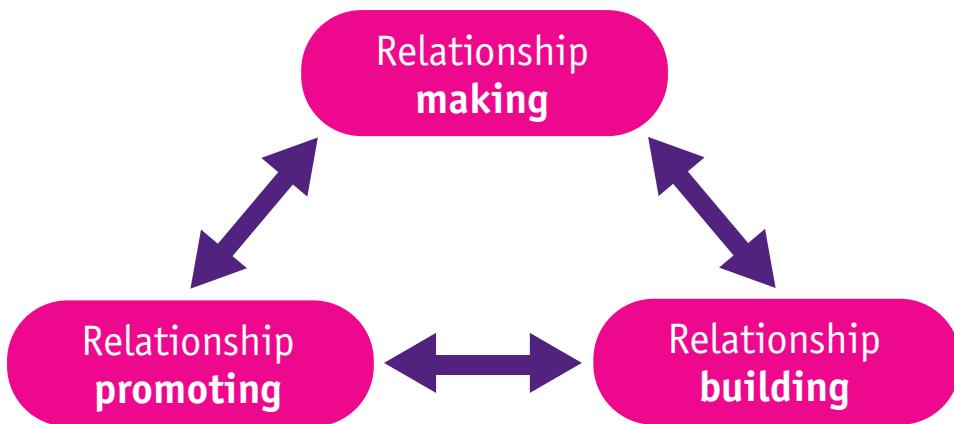
Staff results showed that organisational structure with "a high level of participation in decision making, informal communication networks and role fluidity", was the most efficient structure for implementation. Confidence for staff was another key factor in implementation with willingness to participate in meetings (as harmed, harmers and supporters) was highest when involving pupils, followed by staff and then parents.

The three pilot areas jointly commissioned a training provider to deliver across the pilot. Training began in March 2010 with each PRU using a different process, which included:

- one day whole school introductory training
- small team training – key staff targeted in PRUs.
- multi-agency training – e.g. police, mainstream schools, youth workers.

Staff used their RA training to build an evidence-base of practice both internally and for sharing with other PRUs across London.

Figure 1: Relationship and conflict matrix (based on Bickmore 2011).



Success

Restorative Approaches are often seen as a behaviour management tool. However, the Back on Track PRUs showed that they are developing a wider understanding around the concept of relationship, based on the peace work of Kathy Bickmore (*Social Education* 75, (1), pages 42-46, 2011).

Often Restorative Approaches are aimed at **relationship-making** process where pupils, staff and/or parents are in direct conflict; such as bullying or gang behaviour.

However, the KS3 used circle-time process at the start of the day as part of their **relationship-promoting** practice to prevent and identify potential conflicts.

The South PRU and the non-funded pilot area have started developing parent workshops on restorative approaches linking into the **relationship-building**, which support other processes in the wider community to develop relationships.

Key Learning points

- Successful implementation is based on the school awareness of its ability to take on new initiatives, including leadership, culture, and present initiatives.
- PRUs to see restorative approaches as part of a wider model of relationship in schools, e.g. relationship-promoting and relationship-building initiatives.

- Training must be complemented with opportunities to build staff confidence in using the approach in the PRU, with supervision after the first use to reflect.
- PRU pupils recognise the value when working within their friendship groups.

Outputs

- PRU readiness report
- PRU full report on implementation and case-studies both available at www.londonprus.co.uk

Outcomes

PRU staff confidence increased, improved attendance, improved use of rewards, improved staff performance, reduction in low level disruptive behaviour, improved relationships between pupil and pupil and staff and pupils.

Recommendation

PRUs to develop Restorative Approaches specific to their setting(s) as part of their core business of managing relationships with pupils, parents and staff.

Workstream 5: Hearing the pupils



Goal

To promote a culture in PRUs where the real voice of young people is used to help inform individual and PRU development.

Many young people (and their parents) may arrive in PRU with their confidence in themselves as learners, and as people, shaken by the exclusion process. So a key focus for PRUs must be to build opportunities where pupils' opinions are valued, their learning is celebrated and they have a real stake in the PRU of which they are a part.

This strand focused on helping PRUs review and develop their practice in engaging young people through a DVD and training resource for staff.

Process

The Back on Track team designed and commissioned a DVD filmed in six London PRUs of different types. The DVD is supported by a training pack which was tested with five PRUs in different types of settings – assemblies, staff training events, senior leader review sessions with the selection of content shaped to meet the different audiences

Who is the DVD and training pack for?

Leadership teams and staff in PRUs, schools and local authorities should use the DVD to review and plan PRU

practice and personal support. This process must build in pupil engagement.

Structure of the DVD

The film is divided into chapters related to each of the Back on Track workstreams. In each chapter young people in a range of types of PRU talk about their experiences and views. There is some voiceover to provide context and commentary.

Each section is followed by discussion prompts on screen and in the training pack. Participants are asked to envision PRU provision in five years' time with a series of related questions. Further links to the pan London Back on Track workstreams and other resources are then listed

Sections

- 1 Doing more differently - *Purpose and design of Pupil referral units*
- 2 Supporting Personal Progress -*Transitions and information systems*
- 3 Doing the best for staff - *Leadership, professional development and partnerships*
- 4 Learning together; solving problems - *Curriculum, teaching and learning*
- 5 Hearing and achieving - *Engaging pupils parents and celebrating progress*
- 6 A vision for success - *What will success look like? – High aspirations*

Processes

PRUs already use many ways to hear the voice of young people – through formal and informal means such as school councils, pupil roles as mentors, and survey work. Some of this involves sophisticated work with partners as well. PRUs have various ways in which they can assess the degree to which pupils develop confidence in their skills to make their voice heard, and in the response of the PRU and partners. The principles of effective practice in hearing the voice of pupils are:

- Building relationships with staff which are open, honest and based on trust

- A culture of positive problem solving
- Using opportunities such as induction or departure processes to ensure individuals are heard at the key transition times
- Using formal methods such as questionnaires which are accessible to the range of learning needs but do not patronise
- Having routine small group or even larger group discussion sessions in circles (see the Restorative Approaches report) where routines of positive engagement is seen as a core part of the ethos ‘the way we do things here’
- Using SHARP (Schools Help and Reporting Page promoted by the Metropolitan Police) to enable confidential reporting and giving routes for support.

Outcomes

The use of the DVD and training material is designed to support positive improvements in School Improvement Plan/SEF and OfSTED measures in pupil, and parent, attitudes, behaviour and attainment. You can stream or request the ‘Hearing the pupils’ DVD at www.londonprus.co.uk

Recommendation

That PRU leaders and Management Boards use the DVD and training pack with staff and pupils to support development of the vision for the PRU and how it can engage the pupils in achieving that vision



Workstream 6: Safety and cohesion programme



Goals

The three overarching aims of this programme were to:

- 1. promote the safety of pupils**
- 2. keep pupils out of trouble and crime**
- 3. promote the positive contribution pupils make**

The programme recognised that the pupils in PRUs face a number of risks including:

- gang and group offending
- violent extremism
- physical abuse and domestic violence
- sexual exploitation or
- other offending types of behaviours unique to particular young people, areas and schools.

The Safety and Cohesion Programme recognised that if pupils were engaged in these risky forms of behaviour then their academic achievement could well be jeopardised.

Process

- A steering group of police, teachers, and Back on Track partners developed and monitored the programme
- Briefing sessions took place for PRU leaders and partners. This was then followed by individual support for PRUs and group coaching support
- PRUs had to submit an action plan and then submit proof of impact after six months. Those providing evidence of impact then received a Schools Safety and Cohesion Award granted by London Councils with police and YJB.

The school used was developed from OfSTED's self-assessment framework (SEF). This was designed to allow a school to examine how they:

- Evaluate how safe pupils feel within their school environment
- Work with partners (including police) to make school and travel to /from school safer
- Incorporate pupils in to the design of a safer school
- Identify pupils who are at risk, and may be at risk in the future

- Use intervention effectively to help safeguard all pupils while recognising the special needs of particular pupils
- Use the school environment in an effective way to keep pupils out of danger especially extended schools activities.

Outcomes

The programme was developed by the London Youth Crime Prevention Board (LYCPB) with key agencies - London Councils, Metropolitan Police, Transport for London, National Strategies (London), Directors of Children's Services, Youth Justice Board, Government Office for London and representatives of the voluntary sector. The Office of the Mayor, the Metropolitan Police Commissioner and Ministers have supported this programme. These partners continued to support the programme when London Councils took this on as part of the Pan London Back on Track Strategy for Pupil Referral Units.

Some examples of Safety and Cohesion good practice:

- School X: developed a school travel plan, resulting in the purchase of a school bus which can be used to take vulnerable pupils home.
- School X: All teachers from school X have received certificates in using restorative approaches in their school.

- School Y: use new behaviour tracking software, which provides clear data, on timeouts, detentions and exclusions. This data is easy to analyse and all teachers are trained in its use. Prior to this, data was collected through notes in a book.
- School Y: All visitors sign in and visitor passes are issued. All staff carry picture ID with them. All agency staff employed by the PRU must show photo ID on their first day and proof of CRB checks. As a result the reception area is secure. Only appropriate pupils and adults are allowed in the school.

Output

The Safer Learners Partnership has been created in London to embed the learning from the Safety and Cohesion work

Recommendation

PRUs and their partners should use the guidance and suggestions on the Safer Learners website www.safelearner.info to:

- review their own practice
- set up a locality seminar as set out in the website
- use evidence gathered by this process to submit as part of the OfSTED inspection, especially of behaviour and safety.



Workstream: 7 Curriculum workbook

Goal

To help PRUs review their curriculum provision so that it promotes the highest achievement possible based on individual needs and gives access to qualifications with the maximum currency for young people's progress.

Evidence for change

a) OfSTED summary of London PRUS 2006-2008

"Basic skills are being addressed in the majority of PRUs, but more advanced lessons... are often not offered due to space and staff limitations. Analysis... should be used to draw up individual learning plans based around subjects pupils enjoy and will attend. In best practice the curriculum is highly individualised offering a wide range of lessons... breakfast and after schools clubs provide pupils with further social and personal development opportunities."

b) At the Back on Track launch conference, Head teachers said key developments should be:

- The ability to deliver a fuller curriculum including giving students opportunity to study eight GCSEs
- That PRU buildings are fit for purpose and have appropriate space with specialist accommodation to cope with the complex needs of pupils within PRUs
- That PRUs and alternative provision to be part of the local partnership offer.

Process

No one model can suit the range of types of PRU in London – different key stages, different lengths of stay in the PRU and different purposes. Also during the project there were significant changes in the national curriculum expectations, the establishment of the E-Bacc – and the outcomes of the review of vocational qualifications.

Rather than produce a single curriculum model, a working group of Heads created an analytic framework and tested it with PRU and other Head teachers and borough representatives.

Output

The working group resolved to create a self-assessment model, "The workbook" that would help senior leaders in PRUs and local authorities to review and plan for provision. The workbook process is not about specific curriculum elements but rather about an analysis of pupils needs and of meeting those based on curriculum values.

The analytic framework

The full model is available on the London PRU website but the process takes PRUs through a process to analyse past, present and future characteristics of the pupils using the PRU provision by:

- age
- gender
- attainment profile
- additional education needs
- implications of engagement with other agencies.

The framework then takes PRUs through a review process based on a set of objectives for the curriculum

- pupils to reach the highest possible attainment
- pupils achieving nationally accredited learning outcomes
- curriculum responding effectively to individual needs.

A fundamental principle is that 'attainment' is the key accountability measure of the PRU.

The website also helps PRUs by giving examples of provision which OfSTED has recognised as effective curriculum provision or practice.

Recommendation

That PRU senior leaders use the workbook to help their review and planning process for curriculum provision.

Postscript: The changing context



Over the period of the Pan London Back on Track project there have been very significant changes affecting the structure of national and local services as they relate to pupil referral units. This will create new challenges and opportunities for PRU Head teachers, Management Boards and staff. For example:

- Who will be **commissioning** PRUs at local level – schools, local authorities, free schools, academy chains, others?
- How will the funding model for PRUs develop based on **equity and transparency** and with the DfE pilots for funding and ownership remaining with the schools?
- What will a PRU be expected to deliver for the young people in terms of **measurements of achievement**?

- How will the **PRU curriculum** be defined in the light of the changing National Curriculum, the use of E-Bacc as a core performance measure at Key Stage 4, the provision of vocational courses and qualifications – let alone the curriculum vision of PRU Headteachers and their commissioners?
- the **changes in function and partnerships** that are implicit in the issue of PRUs becoming Academies; the vision of some PRUs of their role as a provider of traded services or of others as an outreach hub; in relation to Training schools.

But these strategic issues of policy will not change the core needs of young people served by PRUs. For pupils there are different but equally powerful factors at work that emerged through the Pan London Back on Track, including:

- poor developmental progress in cognitive social and emotional skills
- family, group and community tensions
- prevalence of domestic violence
- poor parenting skills.

However, it is easy to slip into caricatures of families of pupils in PRUs – and there are plenty of examples of supportive skilled and engaged parents of pupils in PRUs. This project did not set out to address these issues and factors – but it is clear these are critical in the daily work of helping pupils succeed in learning.

One characteristic evident throughout the Pan London Back on Track project has been the professionalism, innovation and tenacious leadership demonstrated by many Head teachers of PRUs. It is vital that PRUs continued to be supported through networks into the future through a sustainable PRU network steering group, with opportunities for continuing professional development and leadership development across London.

Recommendation

The London PRU network should hold a review meeting in summer 2012 at which progress in meeting the changing context and identifying good practice of London PRUs will be the core focus.

Annexe I

Overarching goals of the Pan London Back on Track Work Pilot Workstreams

To improve attainment and engagement with learning by:

- Supporting curriculum for PRU at all key stages to recognise the variety of needs and purposes to be met
- Introduction of restorative approaches to reintegrate young people who have become disengaged with mainstream education.

To improve leadership and management systems by:

- Development of a pan-London network for PRU Heads to provide leaders in PRU with an opportunity to focus on achieving sustainable improvements in alternative provision.
- Working in partnership with the National College for School Leadership (NCSL) to develop a consultant leaders programme for PRU heads (this helped a significant number of PRU head teachers to be designated Local Leaders in Education)
- Creation of quality monitoring standards that will enable boroughs to share information on alternative provision to help commissioning decisions.

To improve pupil safety by:

- Accelerating London PRUs' involvement in the Safety and Cohesion award to raise the profile of safety in schools
- Developing guidelines for new PRU buildings to ensure young people have access to learning in safe environment.
- Implementing SHARP² to all PRU in London.

To improve stakeholder engagement with PRUs by:

- Understanding the views of young people in a DVD to be used as a resource available for training sessions and leadership work across London.

The success of the work depended not only on the management of the workstream but critically on the leadership skills available within PRUs and understanding of their readiness to take on a deliver innovation. As part of the project a report on 'readiness' was prepared for the RA strand work (see annex IV).

"The evidence suggests that a school's readiness to adopt and implement an initiative will be dependent upon key elements of its organisational, managerial and communication structures and practices. Key factors which will determine the success of, or resistance to, organisational change include school culture, how the school operates as an organisation and effective leadership. Moreover, it has been argued that the introduction of an initiative requires culture change. For such change to be successful, a strategic approach to planning and preparation is required based on the systematic collection of organisational assessment data; an understanding of the school's current circumstances and need; an awareness and understanding of sources of resistance; and an assessment of available resources. Without such an understanding, schools will have limited success in preparing for change. An important prerequisite for successful and long-term implementation, therefore, is a school's willingness to assess its readiness to adopt an initiative."

² SHARP is an online confidential reporting system that allows pupils to have direct access to police officers to record crime or seek advice.

Annexe II

Procedural outcomes

The overarching goal of Back on Track: London was to identify strategic learning that could be shared across all London PRUs. The guiding principles for this work were:

- collaboration
- networking
- challenge and support
- evidence to be based on needs.

Back on Track: London, was clear in its objective that it was not interested in one-off or bolt-on projects, its purpose was to develop opportunities for learning to be shared across London. These core principles permeated the development of the individual work-streams.

The term ‘collaboration’, was used to encapsulate a way of working that included pupil voice, multi-agency support, academics and practitioners, peer-to-peer support, all underpinned by those wanting to contribute to the learning and development across London. Without this core principle the others would not have flowed so readily.

The London PRUs were given opportunities to network, which facilitated shared learning and reduced the sense of isolation that can come from being a place of learning unlike any other in their borough. The networking has encouraged a London Pupil Referral Unit identity of support and respect for each other across London.

At the strategic level, Back on Track: London wanted to challenge the perceptions of PRUs, and give recognition to the numerous and creative ways they can support pupils, families and staff. This would also mean PRUs challenging and supporting each other to identify areas of improvement and recognising good practice.

The final principle was that evidence must be based on the needs of London PRUs. The work streams were developed to see how diversity of needs of their pupils could be met, while collecting evidence to demonstrate success that could be used for other PRUs across London.

Back on Track: London used a range of research and evaluation methodologies to develop its multi-stranded programme in London PRUs. The research methods were used to capture the complexity and the depth of work happening with pupils, staff, parents, and wider stakeholders that contribute to the innovation and support of London Pupil Referral Units.

Starting out: Don't reinvent the wheel!

The use of present evidence such as legislation, articles or research documents when developing a programme, help to identify what has worked and what you would change for your specific circumstances. Conducting a scoping exercise often helps identify success factors.

Collecting data: Qualitative or Quantitative?

Qualitative:

The majority of the work-streams used qualitative (story telling) research methods such as one-to-one interviews, or focus groups to find out the perspectives. This is useful for bringing out perspectives, feelings and ideas. The Learning Environment used multi-agency focus-groups to create a very broad understanding of designing a PRU, rather than just the function; it encompassed the culture and aspirations of the building.

Quantitative:

Counting frequency of variables monitoring such as questionnaires, and systems (rewards and sanctions). The Restorative Approaches work-stream conducted staff survey using a base-line and follow-up survey to monitor changes in staff confidence and attitudes. Quantitative methods help identify trends and changes over time.

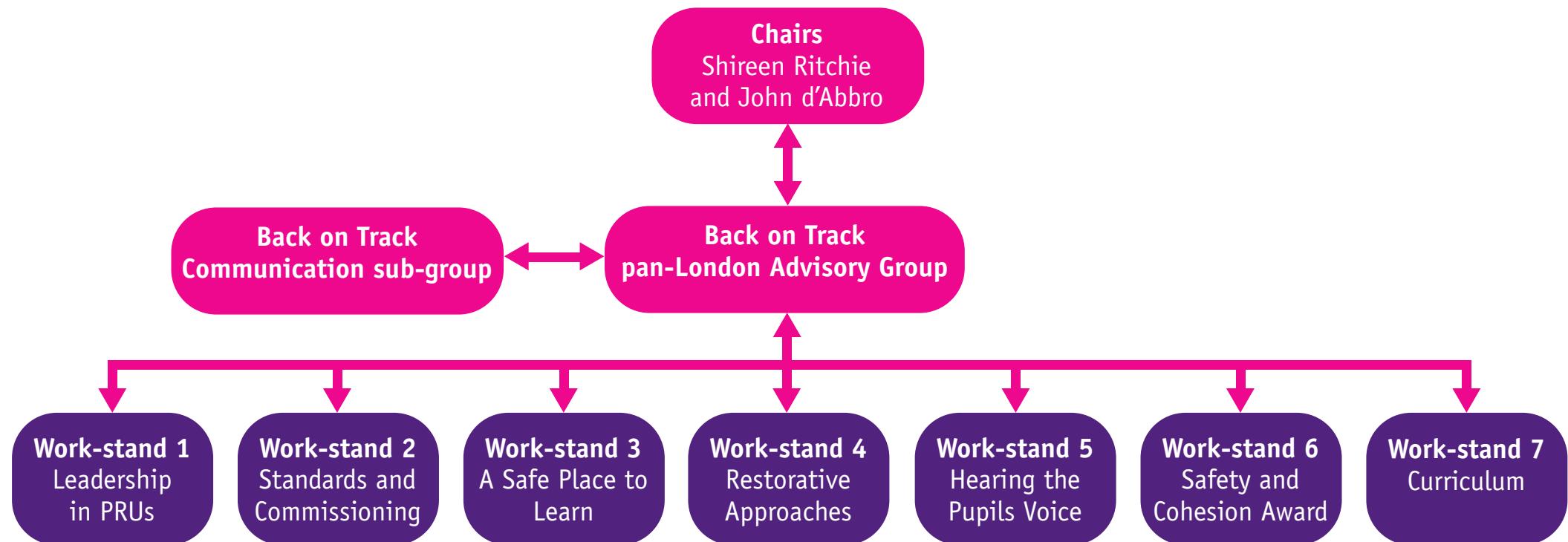
Back on Track: London used research to evaluate both processes used to improve provision and the outcomes delivered in London PRUs. Each work-stream used different methods and it is for PRUs to determine the best research and evaluation methods. However, we would recommend the research methodologies of Back on Track: London as part of their evidence base for success as these have been used by London PRUs.

Annexe III

Back on Track: London - Management structure

The BoT: London management structure was designed to facilitate a multi-partnership approach to co-ordinating and monitoring the different work-streams. Figure 1 shows the BoT structure that was used to deliver the strategic outcomes from London Pupil Referral Units.

Figure 1: BoT: London Management Structure.



Annexe IV: Literature Review (Restorative Approaches)

Readiness of schools to adopt initiatives conducted by Dr Dawn Jennifer

Readiness of schools to adopt initiatives

The purpose of this literature review is to look at the readiness of schools to adopt initiatives, drawing on examples of good practice. This review will enable the Back on Track sub-group on Restorative Approaches and Creative Problem Solving to devise a set of readiness criteria in order to select three London areas, which will be funded to develop restorative approaches over a two-year period. This literature review will look at the readiness of schools to adopt initiatives, with a particular focus on school culture, how the school operates as an organisation and effective leadership. Additionally, this paper will explore the process of culture change before finally focusing on readiness and preparation for change. It should be noted that, with one or two exceptions, the majority of research on the readiness of schools to adopt initiatives has been conducted in mainstream schools; this review, therefore, reflects the available evidence-base.

Readiness

A school's *readiness* to adopt and develop initiatives is dependent upon the extent to which key elements of the organisational, managerial and communication structures within which it operates will either impede or facilitate the process of change (Jennifer & Shaughnessy, 2005). Important considerations are the school culture, how the school operates as an organisation and the quality of school leadership.

School culture

A significant determinant of change is the power of the school culture, which will be influenced by the participants within the organisation at any given time, their cohesion and their flexibility, as well as by their Organisation's history (Roffey, 2000). Organisational culture generally has been defined by Schein (1985, cited in Angelides & Ainscow, 2000) as:

The deeper level of basic assumptions and beliefs that are shared by members of an organisation, that operate unconsciously, and that define in a basic 'taken-for-granted' fashion an organisation's view of itself and its environment (p.147).

He highlighted six useful dimensions of the concept of organisational culture, which were later adapted for school contexts by Hopkins, Ainscow and West (1994, cited in Angelides & Ainscow, 2000):

- *Observed behavioural patterns* when teachers interact in a staffroom, such as the language they use and the rituals they establish
- The *norms* that evolve in working groups of teachers with regard to lesson planning or monitoring the progress of pupils
- The *dominant values* supported by a school, its aims or mission statement
- The *philosophy* that, for example, guides the dominant approach to teaching and learning of particular subjects in a school
- The *rules of the game* that new teachers have to learn in order to get along in the school or their department
- The *feeling or climate* conveyed by the entrance hall to a school, or the way in which pupils' work is or is not displayed.

In terms of adopting initiatives, and based on the outcomes of working with a secondary school to implement a whole school approach to develop a response to high levels of bullying, Roffey (2000) identified a number of factors within a school culture that underpin positive change including:

- The recognition that it is every individual in the school's responsibility to address bullying
- The assumption that more can always be achieved and that improvement is continuous
- A belief in lifelong learning, that is, teachers too are part of the learning culture
- That it is acceptable to take risks; it is acceptable to fail if trying something new does not work first time
- The perception that support is available
- The valuing of diversity among staff and pupils
- Openness and the possibility of discussing differences

- A sense of celebration and shared humour.

Furthermore, a school is more likely to have success in adopting and sustaining an intervention when all members of the school community share the same values, are involved in decision-making processes, and are willing to act within a consistent framework (Roffey, 2000).

How the school operates as an organisation

Roffey (2000) offers a number of models for conceptualising the school as an organisation, that is, the mechanistic or bureaucratic model, organic model, mixed model and the pluralistic model. However, she notes that none provide a complete picture of the school as organisation alone; the reality is that features of each are applicable and, as such, must be considered in terms of the change process. Indeed, Illback and Zins (1995) argue that an understanding of a school's overall organisation and its environment, including its staff, technologies, processes and structures, is an important stage in managing the introduction of an intervention.

Government directives within education, concerned with attainment, performance indicators and measurable outcomes, encourage a formal or mechanistic organisational model, characterised by a centralised decision-making process, a limited, usually top-down communication network, lists of rules and fixed role boundaries. The larger the school, the more mechanistic or bureaucratic it is likely to be. Such a model leaves little room for flexibility, autonomy or creativity, especially among teachers outside the management team. A school operating from this model may be judged successful by their examination results, for example, but fail to meet the wider learning, emotional and social needs of its staff, pupils, parents and carers, and the wider community.

On the other hand, organic models are characterised by a high level of participation in decision-making, informal communication networks, which are not structured hierarchically and less role rigidity, thus enabling the school as an organisation to be more flexible and adaptive. While this model is more successful in small organisations, where people meet each other regularly and there is clarity about purpose, ambiguity about roles and responsibilities is sustained by a lack of structure and agreed aims. A school operating from this model fails to ensure that everyone is informed, resulting in either duplication of tasks or lack of action. In addition, research into effective

schools, which identifies the importance of leadership (for example, Harris, 2002) in realizing change (see below), is not fully consistent with this model.

Roffey (2000) suggests that since the mechanistic/bureaucratic model and the organic model are at opposite ends of the spectrum, most organisations incorporate elements of both. For example, in a study carried out for Birmingham Local Education Authority, case study data revealed that one charismatic head teacher had a clear vision for his school that was informed by a strong rationale and aspirations for children's learning across the primary years (Shaughnessy & Jennifer, 2004). The person-centred focus was evident from a range of practices, including the involvement of children in determining action through regular School Council meetings. This illustrates an organic system within a primary school whose overall structure tended towards the mechanistic/bureaucratic.

Fox (1973, cited in Roffey, 2000), describes a pluralistic model of organisations, which rejects the unitarist view that all members of an organisation share the same goals. Rather than trying to achieve consensus, disagreement is viewed as an inevitable and inherent feature of an organisation, with conflicting views being resolved through ongoing negotiation and bargaining. From this perspective, Fox (1973, cited in Roffey, 2000) views informal networks and the formation of sub-groups as the real means of realising change. This Organisational model is consistent with the view that individuals have different understandings, and a range of personal priorities, which will impact upon their response to any interventions. For change agents, this model has implications for the adoption of an intervention in terms of, for example, the risk of it being undermined by elements of the organisation where there are differences in perception, values and goals.

Effective leadership

Effective leadership has been identified as a clear vision of the Head teacher, counterbalanced with the active involvement of staff in decision-making and the development of a 'shared ethos' (Sammons, Hillman, & Mortimore, 1995). For example, in a study commissioned by the National College for School Leadership (NCSL), Harris (2002) explored the leadership practices within a group of schools facing challenging contexts. The evidence suggested that head teachers adopted leadership practices that matched the particular stage of the school's development:

... while Heads acknowledged that they had adopted autocratic leadership approaches at critical times they also agreed that this leadership style was least likely to lead to sustained improvement. The Heads in this study had deliberately chosen a form of leadership to move the school forward that empowered others to lead and distributed leadership activity throughout the school (Harris, 2002, p. 17).

Furthermore, this research evidenced a complex picture of leadership, which reflected a shared or distributed approach, centrally concerned with giving others the responsibility to lead, and defined by an individual value system that embraced equity, empowerment and moral purpose. Of particular importance was an alignment to a consistent and shared vision and set of values; a leadership style that involved working with and through teams, in response to change management, as well as individuals; investment in staff development; the development and maintenance of positive relationships; and, an emphasis on the need to build a whole-school learning community (Harris, 2002).

A school's readiness to change, therefore, will depend upon the extent to which features of its organisational, managerial and communication structures support the introduction of an initiative, and whether all members of the school community are empowered to participate meaningfully in its development (Roffey, 2000). For example, results of research conducted recently in the United Kingdom suggest that some schools were more ready to implement an intervention than others were (Jennifer & Shaughnessy, 2005). In a longitudinal study of primary, secondary and special schools, the authors found that educational settings that embodied a reflexive and responsive leadership and management style were more ready and able to carry out a needs analysis than schools that were strategic or autocratic in their style of management. The results suggested that some schools were more ready to embrace organisational change than others, and thus more ready to implement the intervention. This process can be understood in terms of three models of readiness (see Figure 1):

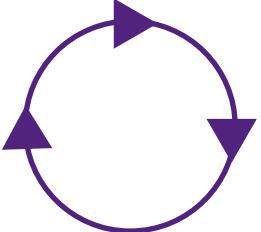
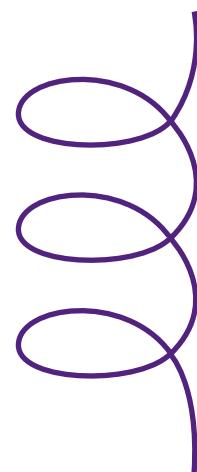
The Circular Model reflects an organisation that is self-aware and responsive and operates from a clearly focused rationale. The school is able to prioritise its course of action and is aware of the need for constant review and evaluation of practice. The culture in the school could be characterised as democratic with a focus on children's participation in decision making. The school recognises the negative consequences of

not addressing the issues of bullying and violence and is committed to the process of change. The school has an internal locus of control. A school operating from this model of readiness is likely to adopt and successfully implement an initiative.

The Corkscrew Model reflects an organisational culture that fluctuates. The school is sometimes able to identify action through self-reflection but the action is not always clearly focused. The culture in the school could be characterised as pragmatic with some emphasis on children's participation. While the school acknowledges the existence of bullying and violence, takes ownership of the problem, and identifies some of the negative aspects of its presence, it is ambivalent about committing to the process of change. The school has a locus of control that fluctuates between external and internal input. A school operating from this model of readiness is likely to either feel complacent about the issues requiring change or to feel ambivalent about adopting and implementing an initiative.

The String Model reflects a fragile organisational culture. The school has limited self-evaluation and experiences difficulty in identifying a clear course of action. The culture in the school could be characterized as strategic with little emphasis placed on children's participation. The school is not yet sensitive to the bullying and violence experienced by their children and young people; however, others may be aware of a problem, for example, parents or the wider community. The school has an external locus of control. A school operating from this model of readiness is unlikely to have much success with adopting an initiative.

Figure 1. Models of readiness. (Source: Jennifer and Shaughnessy, 2005).

Models	Key Characteristics
	Circular Model
	<p>The school clearly articulates its educational vision</p> <p>The school ethos is explicit through all areas of school life. Emphasis is placed on children's participation and empowerment. Emphasis on the wider curriculum and emotional literacy</p> <p>Places value on children's social time outside the classroom to enhance learning across the school day</p> <p>A responsive and reflexive leadership and management style</p> <p>The school displays good knowledge of its strengths and weaknesses and can prioritise targets</p> <p>Strives for consistency between behaviour policy and practice</p> <p>An emphasis on communication and dynamic relationships with children, staff, parents, governors and the wider community</p> <p>Training and development is linked to the school review process</p> <p>The school rationalises and selects from initiatives at both national and local level</p>
	Corkscrew Model
	<p>The school shares its educational vision</p> <p>The school ethos not always made explicit. Emphasis is placed on children's participation</p> <p>Emphasis on the wider curriculum and emotional literacy</p> <p>An absence of supportive strategies that value children's time outside the classroom</p> <p>A pragmatic 'quick fix' style of management</p> <p>The behaviour policy facilitates the review of practice</p> <p>An emphasis on communication with some evidence of parental support and community links</p> <p>Training as a mechanism for change and self-reflection</p> <p>The school selects from initiatives at both national and local level</p>
	String Model
	<p>The school has difficulty in articulating its educational vision</p> <p>The school ethos is not explicit</p> <p>Emphasis is placed on academic achievement and the formal curriculum little emphasis is placed on the supportive strategies that value children's time outside the classroom</p> <p>A strategic or autocratic style of management and inconsistencies between behaviour policy and practice</p> <p>Limited evidence of systems and policies for the management of pupils and staff. Ineffective communication between staff and professional isolation</p> <p>Limited evidence of home/school/community links</p> <p>The school has difficulty selecting from initiatives at national and local level and tends to become overloaded</p>

Jennifer and Shaughnessy (2005) identified 10 key characteristics of a school that was ready to implement a violence-prevention package: (i) a clear articulation of its educational vision; (ii) a shared school ethos explicitly identified through all areas of school life; (iii) an emphasis on children's participation and empowerment; (iv) an emphasis on the wider curriculum and emotional literacy; (v) value placed on children's social time outside the classroom to enhance learning across the school day; (vi) awareness of its strengths and weaknesses, with the ability to prioritise targets; (vii) a striving for consistency between behaviour policy and practice; (viii) an emphasis on communication and dynamic relationships among children, staff, parents and carers, governors and the wider community; (ix) links between training and development and the school review process; and, (x) rationalises and selects from initiatives at both national and local levels. The authors concluded that a school's readiness and ability to implement an intervention were important pre-cursors for the successful promotion of non-violence.

The process of culture change

Cowie and Wallace (2000) suggest that the management and implementation of an intervention or set of interventions requires culture change which, while inevitable, can be challenging and, at times, even disturbing. For example, the participation of children and young people in the development and management of an intervention often involves a major shift in adults' ways of relating to young people; it requires a view of children and young people as active and competent citizens, which emphasises the validity and value of their experiences and perspectives (Jennifer, 2007). This shift in relating to pupils impacts upon the status ascribed to children and young people, which some adults and young people find disconcerting and threatening; while some are inspired and motivated by this new way of working, others are induced to sabotage the process (Jennifer, 2007).

Furthermore, Hargreaves and Fullan (1998, cited in Morrison, 2007, p. 175) stated that change involved a process of "re-structuring as well as re-culturing". In terms of adopting a restorative approach, Blood and Thorsborne (2006, p. 2) argue that development and implementation "...demands, in most educational institutions, a major shift in thinking and the realignment (even replacement) of beliefs about discipline, its purpose and practice". Thus, Blood and Thorsborne (2006) suggest that moving from an authoritarian, punitive, rule-based system of discipline

to one that is underpinned by relational values requires a sea-change in thinking among practitioners, students, parents and carers, and the wider community. For such change to be successful, it needs to be well-planned, incrementally implemented and with due consideration given to how to assist people through the process. Furthermore, if culture change is to be sustainable a long-term strategic approach is required (Blood and Thorsborne, 2005). For example, a study carried out by Shaw (2007) in 18 Australian schools demonstrated that between one and four years were required for schools to reach expected benefits. Moreover, sustainability was strengthened when schools saw themselves as part of a network or cluster, and when facilitators with some knowledge and understanding of restorative practices played an important role.

Based on research in three high schools, Rossman, Corbett and Firestone (1988) suggest that three types of cultural change processes are relevant for the study of school culture and change, that is, evolutionary, additive and transformative. According to Rossman et al. (1988), evolutionary processes represent a steady state of change, that is, new cultural norms, beliefs and values are introduced at about the same rate that existing ones fade away. Thus, Rossman et al. (1988) suggest that over time while the school culture acquires new content, change is not radical. In addition, while some groups within the school will be quick to accept the new norms, beliefs and values that evolve through the culture, others are slower to adapt, and the more complex a school's organisation the more likely that acceptance of the new cultural context will be variable.

Additive change, on the other hand, has the effect of quite suddenly modifying the norms, beliefs or values in a particular domain of the school culture. The new norm or belief then spreads to modify an entire set of beliefs. Rossman et al.'s (1988) findings suggested that additive changes tended to centre on the unanticipated cultural consequences of planned school improvement, with school staff defining the various alterations, both planned and implemented, in technical terms.

Finally, transformative change occurs when one person or a group of individuals intentionally set out to change the school culture. This change process occurs when the culture is already under severe challenge and cultural expectations have currently become discordant and dysfunctional, when the organisation has experienced a series of crises, or when external agencies are demanding that the school changes

(Rossman et al., 1988). Some catalytic event triggers off significant, often traumatic change, which is achieved through the articulation of new cultural values by a leader or Senior Management Team.

In summary, processes of cultural change may be evolutionary when new norms, values and beliefs are introduced and discarded over time; they may be additive when new beliefs reverberate through and change culture; they may be transformative when cultural norms are challenged severely (Rossman et al., 1988). These processes can be conceptualised along a continuum that reflects the degree of explicit, conscious focus or cultural challenge. Evolutionary processes are unplanned, initially diffuse, uncontrolled changes. Additive processes do not focus explicitly on culture rather they involve implementation of new programmes, policies, procedures, and practices. Additive processes do not always lead to additive change; when there is too great an incongruence between the proposed change and the existing culture, especially when the proposed change threatens sacred elements of the culture, the new practice or policy may have to be modified or ultimately rejected.

Transformative change is directed at achieving acceptance of new cultural norms, for example, by defining and shaping a different school climate.

Advocates of the restorative approach (for example, Blood & Thorsborne, 2006; Warren & Williams, 2007) have drawn on Rogers' (2003) diffusion of innovation model in order to understand school culture change. Rogers (2005, p. 5) defines diffusion "as the process by which an innovation is communicated through certain channels over time through the members of a social system. It is a special type of communication in that the messages are concerned with new ideas". The newness of the idea creates uncertainty, which implies a lack of information, structure and predictability. As such, when new ideas are created and diffused, they are adopted, or resisted, with different degrees of enthusiasm. Rogers (2005) grouped individuals within a social system into adopter categories according to the rate at which they took up change: innovators (3%), early adopters (13%), early majority (34%), late majority (34%) and laggards (16%). Innovators are the first individuals to adopt a new idea, and play an important role in terms of organisational change in that they seek new initiatives and bring them back into the social system (Blood & Thorsborne, 2006). Early adopters are open to new ideas, particularly if such ideas have the potential to make a difference to their work. Those individuals categorised as early majority will adopt a new idea once they have seen evidence that it will work. Late majority individuals

will only change in response to economic and peer pressure, and when the new idea has become standard practice. Finally, the laggards take time to change. Either traditionalists, or loners who do not have the social networks with which to build an awareness or understanding of the innovation's benefits, laggards are the last to adopt a new idea.

Readiness and preparation

Not every organisation is ready for change just because a start date has been reached or resources are in place, thus readiness is a key state that determines, to a large degree, the parameters in which change can take place (Elias, Zins, Graczyk & Weissberg, 2003). Elias et al. (2003) suggest that time is needed to build a community committed to the goals and process of change prior to implementation of an intervention. A range of factors need to be assessed, such as, felt need for change, sources of resistance, availability of resources to support the change programme, and prevailing organisational circumstances (Illback & Zins, 1995). In an American survey study of 311 school initiatives designed to foster social, emotional and behavioural difficulties, Gager and Elias (1997, p. 363) identified factors related to successful implementation of prevention programmes. The results suggested that the prevention programme per se was not the key factor, but the characteristics of implementation, which included the broader context within which the programme was introduced. Elias et al. (2003) summarised these factors as:

- Presence of a programme co-ordinator or working group to oversee implementation and resolution of day-to-day problems
- Involvement of individuals with high shared morale, good communication skills, and a sense of ownership
- Ongoing process of formal and informal training, including the involvement of acknowledged experts
- High inclusiveness of all school populations
- High visibility in the school and the wider community
- Components that explicitly fostered mutual respect and support among students
- Varied and engaging instructional approaches
- Links to stated goals of schools or LAs
- Consistent support from head teachers
- Balance of support from both new and seasoned administrators.

Gager and Elias (1997) concluded that successful implementation involved much more than simply selecting an effective intervention and importing it into the school system. Rather, they found that attention must be given to linking initiatives with the stated goals and aims of the school; to making initiatives visible and a part of the school culture and mainstream practices; and to having initiatives systematically planned and carried out by well-trained staff using engaging materials and procedures.

Based on a more recent study in the United Kingdom, for the Department for Education and Skills on *Emotional Health and Wellbeing for all in Secondary Schools*, Cowie, Boardman, Dawkins and Jennifer (2004, p.40) concluded that "interventions are more likely to work if based on a full understanding of the problem, the resources available and the possible difficulties that will arise in the course of [development and implementation]". Indeed, Cowie and Jennifer (2007) suggest that a needs analysis (also known as a self-audit or self-evaluation) is an essential pre-requisite for the effective implementation of an intervention. Not only does a needs analysis provide a structured means of gathering such information, it also begins the process of involving other relevant people or agencies in the process of addressing the issues, a key stage towards effective implementation (Cowie et al., 2004). Furthermore, carrying out a needs analysis has the potential to demonstrate a school's readiness to work in partnership with a range of stakeholders, and to address the issues that arise in the course of such co-operation. A needs analysis involves eight steps: (i) collecting information about the school setting and people; (ii) identifying the bullying and violence issues; (iii) designing a set of shared goals; (iv) identifying available resources; (v) identifying potential difficulties; (vi) planning the intervention; (vii) promoting the intervention; and (viii) monitoring and evaluating the intervention (see Table 1).

Despite the advantages of carrying out a needs analysis, Cowie and Jennifer (2007) acknowledge that there are several difficulties with the process. One common difficulty is the issue of encouraging individuals or particular groups of individuals to respond to requests for involvement, for example, to attend a meeting or to complete a questionnaire (Cowie & Wallace, 2000). Another problem is the collection of conflicting information. For example, in some schools a large percentage of pupils may indicate the presence of high levels of bullying while the staff or board of governors may deny its existence. The most challenging situation for anyone involved in carrying

out a needs analysis is when they discover that the findings contradict their personal beliefs or views (Cowie & Wallace, 2000). In addition, the process of conducting a needs analysis can be very resource consuming in terms of financial, human and time resources.

Nevertheless, if interventions to reduce bullying and violence are to be successful, they need to be systematically planned, implemented and evaluated (Cowie & Jennifer, 2007). Interventions are more likely to work if they are based on a full understanding of the issues, knowledge of the resources available, and an awareness of the potential difficulties that may arise in the course of planning and implementing the intervention (Cowie et al., 2004). A needs analysis provides one means of achieving this. However, conducting a needs analysis is rarely a "one-off" procedure; rather it presents an ongoing and demanding process. It can be aided by an attempt on the part of the senior management team to understand the process of change that is taking place, to work collaboratively over time with the other key stakeholders involved, and to develop a stance of reflective evaluation from a range of perspectives (Cowie & Jennifer, 2007).

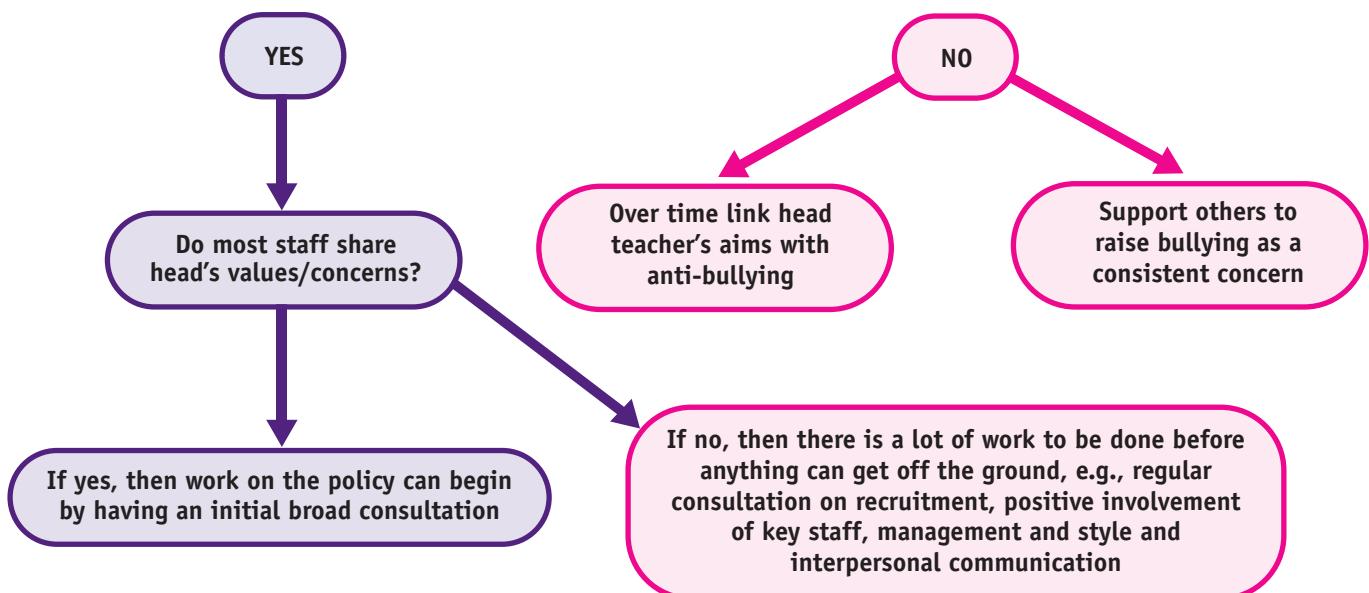
Alternatively, based on her experience of working with a secondary school, Roffey (2000) has identified two useful frameworks that address the prerequisites to systems work and organisational change, which can be used by change agents to explore the readiness of schools to adopt initiatives. First, early work needs to include discussion about the vision of the head teacher since, if the aims of the senior management team are not an integral part of an intervention's development, its introduction will have minimal effect (see Figure 2). Second, in order to identify a school's readiness to address change, wider systemic features, such as intra- and inter-personal factors, cultural factors and organisational factors, also need to be considered (see Figure, p.32)

Table 1. Needs analysis steps (Cowie & Jennifer, 2007)

<p>Step 1. Collecting information on the setting and the people</p> <ul style="list-style-type: none"> ■ What is the vision of the head teacher? ■ What is the culture of the school? ■ What is the ethos/philosophy of the school? ■ How well does practice match philosophy in the school? ■ Who makes decisions in the school and how? <p>Step 2. Identifying the issues</p> <ul style="list-style-type: none"> ■ What is the nature of the bullying and violence problems experienced by young people in the school? ■ How do you know that these are problems faced by young people in your school? ■ What problems do you intend to address? ■ Why have you selected these specific problems to address? ■ What positive anti-bullying and behaviour management policies and practices are currently in place in your school? ■ Where do you need to take further action? <p>Step 3. Designing a set of shared goals</p> <ul style="list-style-type: none"> ■ What changes do you want to see? ■ Do your colleagues, young people, and parents share your goals? <p>Step 4. Identifying the resources</p> <ul style="list-style-type: none"> ■ What are the financial resources available? ■ What are the material resources available? ■ What are the human and organisational resources available? ■ What are the particular strengths of your school, colleagues, and young people in relation to the changes you plan to make? ■ Can you do anything to increase or make better use of these resources? 	<p>Step 5. Identifying potential difficulties</p> <ul style="list-style-type: none"> ■ What might get in the way of achieving your goals? ■ What can you do from the outset to prevent these potential difficulties from becoming actual difficulties? ■ Can you change these difficulties into change facilitators? <p>Step 6. Planning the intervention</p> <ul style="list-style-type: none"> ■ What are the possible interventions available? ■ Have these interventions been evaluated? If so, what are the advantages and disadvantages of each? ■ Is a particular intervention suitable for the goals and issues outlined in Steps 2 and 3? ■ Does your chosen intervention need tailoring to suit the needs analysis? <p>Step 7. Promoting and implementing the intervention</p> <ul style="list-style-type: none"> ■ Decide on a launch date ■ Devise publicity materials, for example, posters, badges, leaflets, notice-boards ■ Use the materials to publicize the intervention as widely as possible, both within school and outside school ■ Invite a known local personality or celebrity to be a 'moral sponsor' or patron for the intervention ■ Invite representatives from local shops, businesses and newspapers to a presentation of the intervention in order to gather both general and possibly financial support ■ Nominate young people to be ambassadors for the intervention <p>Step 8. Monitoring and evaluation</p> <ul style="list-style-type: none"> ■ Do you have ways to evaluate whether you are achieving your goals? ■ Do you have ways of measuring unexpected changes/developments? ■ What will you do if your evaluation does not produce the results you had hoped to achieve?
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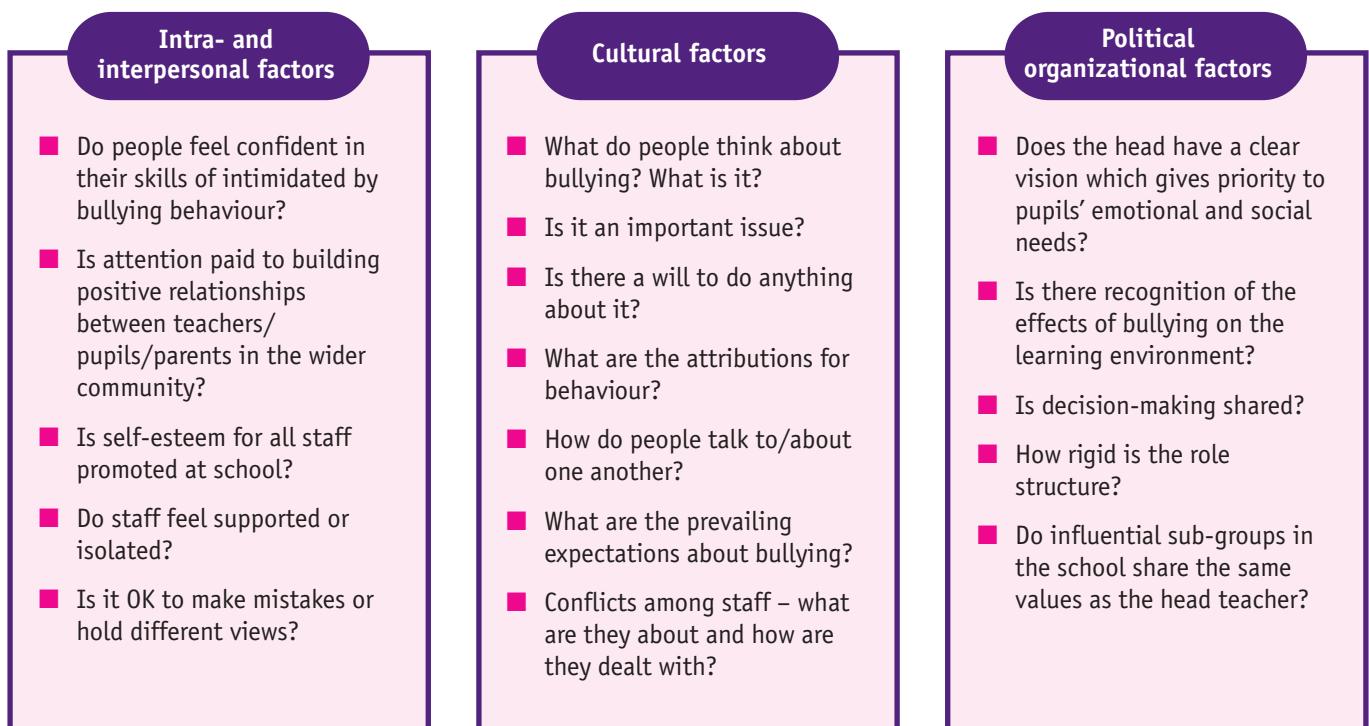
Figure 2. Vision of the head teacher (Roffey, 2000, p. 17).

What is the head teacher saying about his/her vision for the school? Is bullying a concern that impedes his/her vision?



Early work needs to include discussion of thoughts and feelings about bullying with all groups involved, including personal experiences. Meetings ideally encourage a 'must do' and 'can do' ethos. Everyone needs to feel that this activity will meet their agreed aims. Issues of support and confidence should be addressed early

Figure 3. A systemic model for the analysis of a school's 'readiness' to tackle bullying (Roffey, 2000, p. 17)



In conclusion, the evidence suggests that a school's readiness to adopt and implement an initiative will be dependent upon key elements of its organisational, managerial and communication structures and practices. Key factors which will determine the success of, or resistance to, organisational change include school culture, how the school operates as an organisation and effective leadership. Moreover, it has been argued that the introduction of an initiative requires culture change. For such change to be successful a strategic approach to planning and preparation is required based on the systematic collection of organisational assessment data; an understanding of the school's current circumstances and need; an awareness and understanding of sources of resistance; and an assessment of available resources. Without such an understanding, schools will have limited success in preparing for change. An important prerequisite for successful and long-term implementation, therefore, is a school's willingness to assess its readiness to adopt an initiative.

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