



Behaviour Management in Schools





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Behaviour Management in Schools



**THE PRESIDENT
LEGISLATIVE COUNCIL**

**THE SPEAKER
LEGISLATIVE ASSEMBLY**

BEHAVIOUR MANAGEMENT IN SCHOOLS

This report has been prepared for submission to Parliament under the provisions of section 25 of the *Auditor General Act 2006*.

Performance audits are an integral part of the overall audit program. They seek to provide Parliament with assessments of the effectiveness and efficiency of public sector programs and activities, and identify opportunities for improved performance.

The information provided through this approach will, I am sure, assist Parliament in better evaluating agency performance and enhance parliamentary decision-making to the benefit of all Western Australians.

A handwritten signature in black ink, appearing to read 'C. Murphy'.

COLIN MURPHY
AUDITOR GENERAL
19 March 2014

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Auditor General's Overview

The majority of Western Australia's 276 000 plus students attending public schools behave well. They follow classroom and school rules, pay attention in class, do their school work, and cooperate with their teachers and other students. This is critically important because orderly classrooms are linked with high student engagement and academic success.



But, some students do behave poorly at school. Managing these students is less about exercising rigid discipline than it once was. The Department of Education's approach is to promote positive behaviour and engage students in learning. What has also changed is that principals now have more independence to develop behaviour strategies that best suit the needs of their students and school. This is a good thing.

Currently it is difficult to get a clear picture of how schools are managing student behaviour and whether their strategies are making a difference. This is essentially because the Department of Education does not have precise or complete information, and this needs to change.

My audit involved reviewing behaviour management practices at a sample of schools. All had adopted the Department of Education's positive behaviour approach and a quarter of these were showing good results. We identified some common characteristics that helped schools make those improvements.

The audit also involved a substantial survey of school leaders. The survey provided us with useful information about the attitude and approaches to student behaviour that exist within WA's public schools. For instance, 44 per cent believed that student behaviour is improving, while 38 per cent considered that it is getting worse. Eighteen per cent were undecided. What was apparent from the survey and our discussions with school staff is the impact that poor student behaviour has on principals' and teachers' time and its effect on other students.

The Department of Education recognises that skilled teachers are central to managing student behaviour effectively, and providing training in classroom management is one of its key strategies for supporting schools. What was evident to us was the need for the training to be better targeted to those teachers and schools that need it most.

School leaders, teachers and student support staff told us that issues such as family dysfunction, mental health problems and trauma are affecting student behaviour more than ever. While schools are part of the solution, they cannot address all the contributing factors to student behaviour without the cooperation of parents, government and the broader community. My work during this audit and others has made it clear that a half-hearted approach will not succeed in addressing these important societal issues.

Executive Summary

Background

Student behaviour directly affects educational outcomes. Research shows that orderly classrooms and schools are associated with high student engagement and academic success. The Department of Education (DoE) manages the state's public school system, educating more than 276 000 students in 792 schools across Western Australia. DoE aims to ensure that every public school has a safe and orderly learning environment. To achieve this DoE needs to make sure that schools manage student behaviour effectively.

Historically, 'behaviour management' referred to dealing with students who misbehaved. The focus was on controlling students by warning or handing out punishments such as writing lines on the blackboard, sitting outside the principal's office, or prior to 1987, being 'caned'.

In line with research about how children learn and develop, DoE's approach to managing student behaviour has changed over time. DoE's current approach under its Classroom First strategy is to promote positive behaviour and engage students in learning. Using sanctions for misbehaviour is still part of the approach, but the focus is on making the curriculum interesting and relevant, creating classrooms where children feel respected and capable, and having a school-wide approach to positive behaviour management.

For the most part, behaviour management in schools is about handling day-to-day unproductive behaviours such as students talking out of turn, being unprepared for lessons or arriving late. While these can interrupt the flow of teaching and learning, they can usually be managed within the normal classroom environment by skilled teachers.

More serious misbehaviour can result in suspension or exclusion. In 2013, around four per cent of students were suspended and 20 students were excluded from public schools. Certain bad behaviour like bullying or violence against teachers and other students attracts media and community attention, but involves a relatively small proportion of students.

The causes of extreme behaviours are often complex and relate to factors outside of school, such as family dysfunction, mental health issues, poverty and poorly-developed social skills. Managing these kinds of behaviours requires the cooperation of parents and carers, and support from other government agencies.

As well as changing its approach to managing behaviour, DoE has changed the way the school system is organised. Principals now have greater autonomy and more flexibility in how they manage their schools. DoE recognises that a one-size-fits-all approach to behaviour management will not work. In this system of more autonomous schools, DoE sets the high-level policy direction, and resources schools so that they can implement it.

All schools are expected to have school-based policies in line with DoE's overall direction, and to use resources flexibly to implement strategies that meet students' needs. Independent Public Schools, currently 30 per cent of public schools and 50 per cent of students, have greater capacity to use funds differently and to make staffing changes to address behaviour issues.

Behaviour management is a difficult area for all education systems. No precise measures exist and there is no single solution. Nevertheless, it is a key determinant of educational achievement, and DoE needs to do the best it can to understand if its behaviour management approach is being effectively implemented in schools, and if resources are being efficiently allocated and used.

Our audit assessed if DoE is effectively implementing its behaviour management approach in public schools. We focused on answering three questions:

- Does DoE have a coherent approach with clear objectives for implementing its behaviour management strategies in public schools?
- Are public schools implementing behaviour management strategies in line with DoE's approach and achieving the intended outcomes?
- Does DoE allocate behaviour management resources in a way that enables schools to implement strategies that meet their students' needs?

Audit Conclusion

We cannot conclude if behaviour has improved across the WA public school system because DoE lacks information about how its behaviour management approach is being implemented or if it is achieving intended outcomes. The behaviour related data it does have is imprecise and incomplete. However, all 19 schools we reviewed were generally managing student behaviour in line with DoE's approach, and some showed positive results.

All our sample schools had documented behaviour management policies that were generally in line with DoE's overall approach, and were implementing strategies to improve student behaviour. The five schools that showed positive change for particular cohorts or across the school used their resources flexibly to meet school and student needs, had attendance strategies that worked, collected and used school behaviour data, and had a focus on improving academic outcomes.

Training for teachers in classroom management is an important DoE strategy and the training programs are supported by research and well regarded by schools. However, the training is not targeted to the schools and teachers with greatest need.

Students with exceptionally challenging behaviour can be referred to Behaviour Centres and Curriculum and Re-engagement in Education (CARE) schools, however the capacity and location of these limits access. Regional Education Offices provide guidance and support to underperforming schools, but other schools that could benefit by improving their strategies get little support.

Funding provided to schools for behaviour management is not effectively matched to school and student needs. The current resourcing models use outdated and generic funding formulas. The funding that is provided was reduced to \$37.6 million for 2014, a 30 per cent reduction from the prior year. This is despite a forecast increase of four per cent in the number of enrolled students.

From 2015 DoE will change the way it funds schools to better reflect individual student needs, but exactly how this will impact on funding for behaviour management is not yet clear.

Key Findings

Good information is lacking

- Information gaps and a lack of good measures of behaviour limit DoE's understanding of how schools are implementing its behaviour management approach, if the approach is working, and where the approach needs changing. DoE relies on proxy measures such as attendance and suspension data, as well as a measure derived from half yearly student attitude, behaviour and effort reports. But suspension data is not complete or consistently recorded, and the attitude, behaviour and effort reporting in July and December, is less relevant at other times.

- DoE is not using other available information, such as school behaviour policies and strategies, or positive behaviour information to better understand how schools implement its approach. School data systems have the capacity to record positive behaviour, but this is not consistently used or reviewed.
- Having accessible and consistent policies and related information improves the likelihood that schools will meet DoE's expectations. DoE has not yet aligned its behaviour management strategy and policies and information for schools. During the audit, DoE started reviewing the behaviour management policy and improving access to information for principals and teachers.

Some progress is evident but challenges remain

- All 19 schools in our sample had documented policies for managing student behaviour, and had aligned their policies with DoE's positive behaviour approach. Although having an appropriate policy shows an understanding of DoE's behaviour management approach, it is not sufficient on its own to ensure successful implementation.
- All the schools sampled were implementing strategies to improve student behaviour. These strategies varied from school to school, as expected. Strategies included recognising positive behaviour at school assemblies, requiring students to have 'good standing' to attend special events, and having 'zero tolerance' for certain negative behaviours. Schools commonly purchased off the shelf programs that include materials and guidance for improving whole school or individual behaviour.
- Positive changes in the behaviour of particular cohorts or across the school were evident in five of the 19 sampled schools. All five were doing two or more of the following:
 - using resources flexibly to meet school and student needs
 - having effective attendance strategies
 - collecting and using school behaviour data to improve their strategies
 - focusing on improving academic outcomes.
- A survey we conducted of school leaders, teachers and other school staff working with students found that 44 per cent of the 1 857 respondents considered that student behaviour is improving, while 38 per cent considered that it is getting worse. Eighteen per cent were undecided.
- Challenging student behaviour can seriously impact on principals' and teachers' time. Thirty-nine per cent of respondents to our survey said that they spent at least 20 per cent of their school day on behaviour management. That equates to a day a week. Four Independent Public Schools in our sample of 19 had appointed a deputy or associate principal whose key responsibility was to manage student behaviour.

Specialist support and training is valued but is limited

- Regional Education Offices provide only limited support to schools in implementing behaviour management strategies. Regional offices focus on underperforming schools. They have little capacity to support other schools to prevent or address emerging behaviour issues. This means little or no response to early warning signs and limited assistance before a school's behaviour issues start to negatively affect its performance.
- DoE provides the Classroom Management Strategies (CMS) training program to teachers and school staff to help them improve classroom behaviour. However, it is not effectively

targeted, which reduces its potential impact in improving behaviour across the system. DoE has not defined the proportion of CMS trained staff needed to achieve and sustain its behaviour management strategy. It does not know which schools have CMS trained staff and which need them, and has not set delivery targets for the training.

- DoE's allocation of behaviour management funding does not always match student and school needs because it is based on outdated information and generic formulas. For example, the Student Support Programs Resource Allocation (SSPRA) funding that schools can use for behaviour strategies is based on generic formulas and data that can be several years old. SSPRA funding has reduced by 30 per cent in 2014. Although SSPRA represents less than one per cent of all funding to schools, it can be significant for individual schools. In our sample of schools the reduction ranged between \$5 000 and \$110 000. From 2015, DoE is changing the way it funds schools and SSPRA funding will end.
- The amount of school psychologist time allocated to schools does not consistently meet schools' or their students' needs. All schools are allocated some time based on the characteristics of the school and factors such as attendance rates and the number of students with diagnosed disabilities. DoE reported that in 2013 the average ratio for school psychologists to primary and pre-primary students was 1:1069 and for secondary and district high schools it was 1:896. Remote community schools had a ratio of 1:492. However, the allocations can vary greatly depending on a school's characteristics. Schools can buy additional psychologist time, but non-metropolitan schools find this difficult as there are fewer school psychologists available.
- Only a small proportion of students with exceptionally challenging behaviour can access specialised support. Two key sources of support are Behaviour Centres (in four regional and eight metropolitan locations) and CARE schools (in two regional and seven metropolitan locations). In 2012, these services supported 629 public school students. However, DOE's Positive Behaviour Support framework model shows that between one and five per cent of students may require intensive and individualised support.
- DoE no longer monitors the number of public students enrolling in CARE schools. It has not reviewed Behaviour Centres to assess their effectiveness.

Recommendations

DoE should improve information and data systems to:

- include indicators of positive behaviour to better align monitoring with the intent of DoE's positive behaviour approach
- give schools greater capacity to record positive and negative student behaviour information and data that can be collated and extracted for monitoring as needed at school, regional and system levels
- have more consistent and complete information by clarifying how schools should record in-school suspensions
- monitor early warning signs of emerging behaviour issues so it can act before these start to negatively affect a school's performance.

DoE should:

- from 2015 include results of the National School Opinion Survey of staff, students and parents in performance reporting for schools
- by mid 2014 complete its review of the Student Behaviour Management Policy so it aligns with its Classroom First strategy and Managing Student Behaviour statement
- by mid 2014 improve access to web-based behaviour management information for schools and teachers thereby ensuring links between related policy and resources
- by the end of 2014 set overall objectives and annual service delivery targets for CMS training, and report on these annually and review results to inform system wide behaviour management improvement
- by the end of 2014 review the effectiveness of support to students with extremely challenging behaviours, including accessibility to and capacity of Behaviour Centres
- include up to date data in its new student-centred funding model.

Response from the Department of Education

The Department of Education thanks the Office of the Auditor General for its time and due diligence in undertaking the review of Behaviour Management in Schools. The Department is pleased that the review has identified that the majority of students in Western Australian public schools behave well and that behaviour management is difficult for all education systems to address.

The Department of Education is pleased to inform the Office of the Auditor General that work has already commenced in regard to several of the recommendations. The review of the *Behaviour Management in Schools* policy is due to be completed during 2014 and the website is currently being reviewed to ensure principals, teachers and parents have easier access to information, resources and support relating to behaviour management. In addition, the Department of Education is undertaking a review of behaviour centres that will include the accessibility to and capacity of the centres and is also reviewing the Classroom Management Strategies professional learning program that will include the setting of objectives and overall targets.

The Department of Education accepts the recommendation to investigate the data collection for students who, due to safety and protection reasons, have to complete their period of suspension on the school grounds. The Department of Education also accepts the recommendation to investigate the identification and monitoring of early warning signs relating to behaviour management.

The OAG has recommended improving information and data systems to give schools greater capacity to record positive and negative student behaviour information and data that can be collated and extracted for monitoring as needed at school, regional and system levels. While the Department believes that the current measures used by schools to monitor and report student behaviour to parents are appropriate, consistent and timely, it accepts the need to pursue further improvements where possible. The Department of Education is very considered in determining data to be collected and reported particularly in regard to the workload for staff and ease of use. The Department of Education accepts that schools require comprehensive, timely and responsive behaviour management data monitoring and reporting tools to inform their school processes, procedures and strategic development, and it believes the system requires a different level of data to inform strategic direction and support for schools.

The Department of Education accepts the recommendation for schools to include results of the National School Opinion Survey of staff, students and parents in their performance reporting and intends to use this data to construct school performance measures once complete data sets are available.

The Department of Education provides a broad continuum of support for principals, teachers and students in regard to behaviour management, as identified in Appendix Five, and the breadth of these is not completely captured in this report. The Department of Education acknowledges the need to ensure all supports and resources available to principals, teachers, students and parents are clearly and concisely communicated to schools.

The Department of Education would like to confirm that the new student centred funding model will provide funding for each student enrolled in a public school. Targeted funding allocations will also be provided for schools with eligible students to meet the specific learning needs of Aboriginal students, students facing social disadvantage, students with English as an additional language/dialect and students with disability. All funding sources currently providing resources directly to schools to address the behavioural issues of students will be included in these funding lines. Two funding allocations for small schools and locality will be included to ensure that schools in rural and remote areas, which have higher costs due to their size, context or location, are funded appropriately. In addition, the funding for Behaviour Centres will continue.

Audit Focus and Scope

This audit assessed whether DoE's behaviour management strategies have been effectively implemented in public schools. It focused on answering the following questions:

- Does DoE have a coherent approach with clear objectives for implementing its behaviour management strategies in public schools?
- Are public schools implementing behaviour management strategies in line with DoE's approach and achieving the intended outcomes?
- Does DoE allocate behaviour management resources in a way that enables schools to implement strategies that meet their students' needs?

We reviewed DoE's strategic and operational policy and planning documents on student behaviour management and its implementation. We also reviewed school-based behaviour management policies and strategies.

We met with senior departmental officers responsible for developing behaviour management policy in DoE. We conducted fieldwork and interviewed staff in 19 schools and at Regional Education Offices in four education regions (North and South Metropolitan, Midwest and Southwest). We spoke with Regional Education Directors, school leaders, school and lead school psychologists, and student services teams.

We conducted an online survey of principals, teachers and others who are involved in managing student behaviour in public schools (Appendix One).

We looked at DoE data systems used to record, monitor and report on non-academic performance at school, regional and system level.

We assessed behaviour management funding and resources provided to schools, and reviewed how it was used by the sample schools.

The audit was conducted in accordance with Australian Auditing and Assurance Standards.

DoE's approach to behaviour management and the way schools implement it has changed

Misbehaviour is unproductive and undermines teaching and learning

Research shows that orderly classrooms and schools are associated with high student engagement and academic achievement. Students not engaged in learning often behave unproductively and hinder their own academic progress as well as disrupting others. Dealing with unproductive behaviour can use significant amounts of a teacher's time and energy.

Even though the majority of students behave well, it is difficult to know whether behaviour is improving across the public school system. There are no precise measures available; student behaviour and the factors influencing it differ between individuals, cohorts and whole schools.

The results of our survey of school leaders, teachers and other school staff working with students (Appendix One) reflected the range of student behaviour and perceptions of it in WA schools. Respondents were almost equally divided on whether student behaviour is improving (Figure 1). Forty-four per cent of respondents strongly agreed, agreed or mostly agreed that student behaviour is improving. Thirty-eight disagreed or strongly disagreed, and 18 per cent neither agreed nor disagreed.

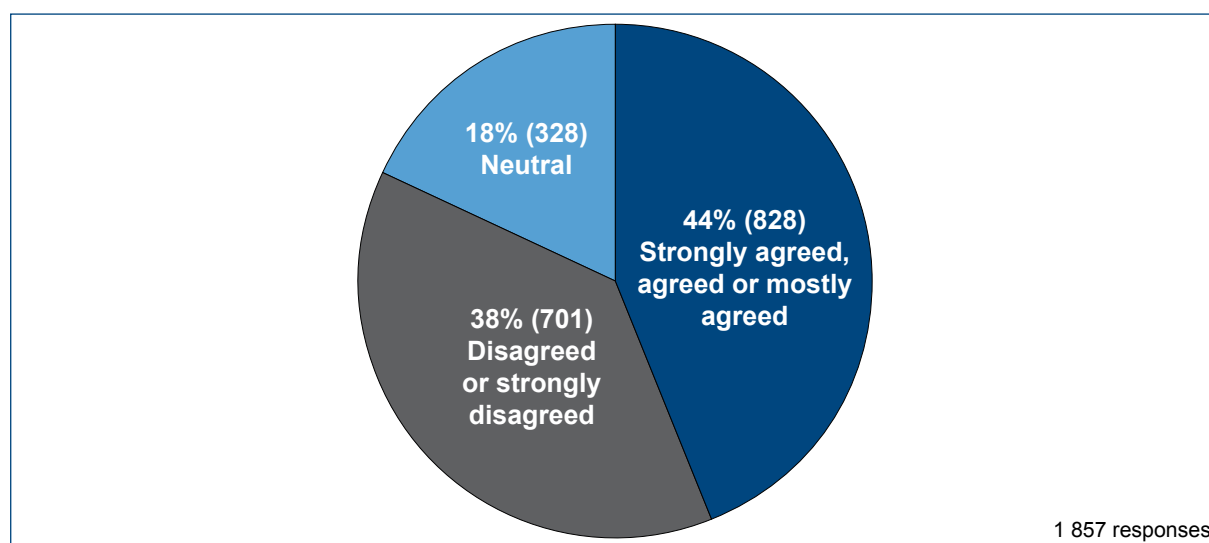


Figure 1: Responses to OAG survey question 'In my experience, student behaviour is improving'

A relatively small proportion of students seriously misbehave. In 2013, 4.26 per cent or 11 768 of 276 275 students were suspended. Physical assault or intimidation of another student accounted for 30.2 per cent of suspensions, and 7.64 per cent were for physical intimidation or assault of staff (Figure 2). These percentages have changed little in the past seven years.

Behaviour Category	Per cent of suspensions (%)
1 – Physical assault or intimidation of staff	7.64
2 – Verbal abuse or harassment of staff	17.07
3 – Physical assault or intimidation of other students	30.20
4 – Verbal abuse or harassment of students	3.67
5 – Wilful offence against property	3.52
6 – Violation of school Code of Conduct, behaviour management plan, classroom or school rules	28.20
7 – Substance misuse	1.40
8 – Illegal substance offence	1.75
9 – Negative behaviour – other	6.56

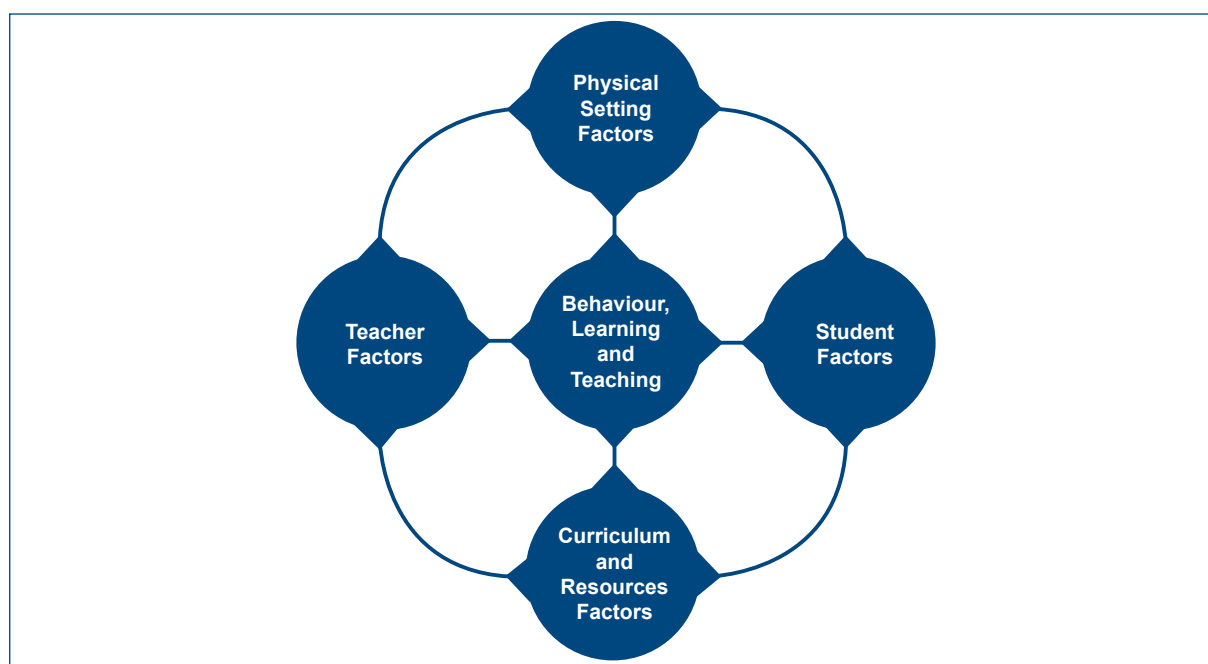
Source: Department of Education

Figure 2: Percentage of suspensions by Department of Education category of suspension for 2013

While these incidents were unacceptable and upsetting for staff, students and their families, such incidents cannot be used in isolation to gauge the overall standard of student behaviour across the system.

Over the past two decades, research has found that most of the behaviours teachers find difficult are not extreme behaviours, but ‘low-level’ disruptive behaviours. These include talking out of turn, interrupting the flow of a lesson, disturbing other students, arriving late, and not paying attention in class. However, these persistent unproductive behaviours get in the way of teaching and learning and add to teacher workload.

Research has identified factors that contribute to productive and unproductive student behaviour in classrooms (Figure 3). This model identifies four elements of the learning environment that influence a student’s behaviour – the students themselves, teachers, the physical environment and the curriculum. Some of these can be adjusted by schools to improve student engagement and educational outcomes.



Source: Behaviour at School Study, University of South Australia, 2012

Figure 3: Factors influencing student behaviour, learning and teaching in classrooms

Outside factors, such as students' home lives, socio-economic situation and cultural backgrounds, can impact classroom and school-wide behaviour as well. Schools alone cannot control or influence many of these external factors. The 2012 Productivity Commission research into the school workforce reported that parental and community expectations of what schools can and should deliver continue to grow, and schools are obliged to respond to an increasing range of social issues.

DoE has adopted a positive, pro-social approach to managing student behaviour

Historically, 'behaviour management' meant dealing with misbehaviour. Schools maintained orderly classrooms by warning or handing out punishments such as writing lines on the blackboard or sitting outside the principal's office. Corporal punishment, such as administering 'the cane', was used until 1987.

In line with research, and practice in other jurisdictions, DoE's approach to managing student behaviour has changed over the past three decades. Educational researchers understand now that children's development is influenced by their biology, their family, home, local community and the wider social context (Appendix Two). A child's behaviour in school is influenced by all these factors.

Although sanctions for misbehaviour are still a part of its approach, DoE now focuses on encouraging positive behaviour by engaging students in learning. This is set out in the Director General's Classroom First strategy and Managing Student Behaviour statement. The disciplinary aspects are set out in the Behaviour Management in Schools policy.

The Director General's 2008 statement 'Managing Student Behaviour' ([link on webpage](#)), explains that:

'[A safe and orderly learning environment] is best achieved by creating an atmosphere in the school where students are actively engaged in the curriculum and are provided with interesting ways to learn; where they feel cared for by school staff and develop a sense of belonging to the school; and where teachers know them well, build on their strengths and encourage them to persist with tasks until they succeed.'

'Managing Student Behaviour' commits DoE to providing practical support to classroom teachers and schools. It acknowledges the expertise existing within schools, and notes that practical support 'can come from within the school or from outside it'. DoE undertakes to give schools more flexibility to use non-teaching time for sharing expertise, as well as providing professional learning programs for teachers. It also commits to providing extra support to students with extremely challenging behaviours.

DoE expects schools to tailor behaviour management strategies to meet student needs and provides support to help them do so

DoE's changes to its structure make principals more accountable, and give them greater capacity to run schools in a way that meets their students' needs. DoE promotes a system of 'distinctive' schools and recognises that a 'one-size-fits-all' approach to behaviour will not work.

DoE is responsible for managing Western Australia's public school system. In 2013 there were 276 275 students in 792 public schools with a budget of over \$3.9 billion.

Under the *School Education Act 1999*, DoE's Director General is responsible for determining, implementing and monitoring the standard of education and care provided to students. Principals are responsible for the safety and welfare of students in their schools and teachers are expected to maintain proper order and discipline in their classrooms.

In recent years DoE has moved to a flatter organisational structure with greater accountability for principals (Figure 4). All public schools are becoming increasingly autonomous; the 264 Independent Public Schools have more flexibility in how they manage their resources.

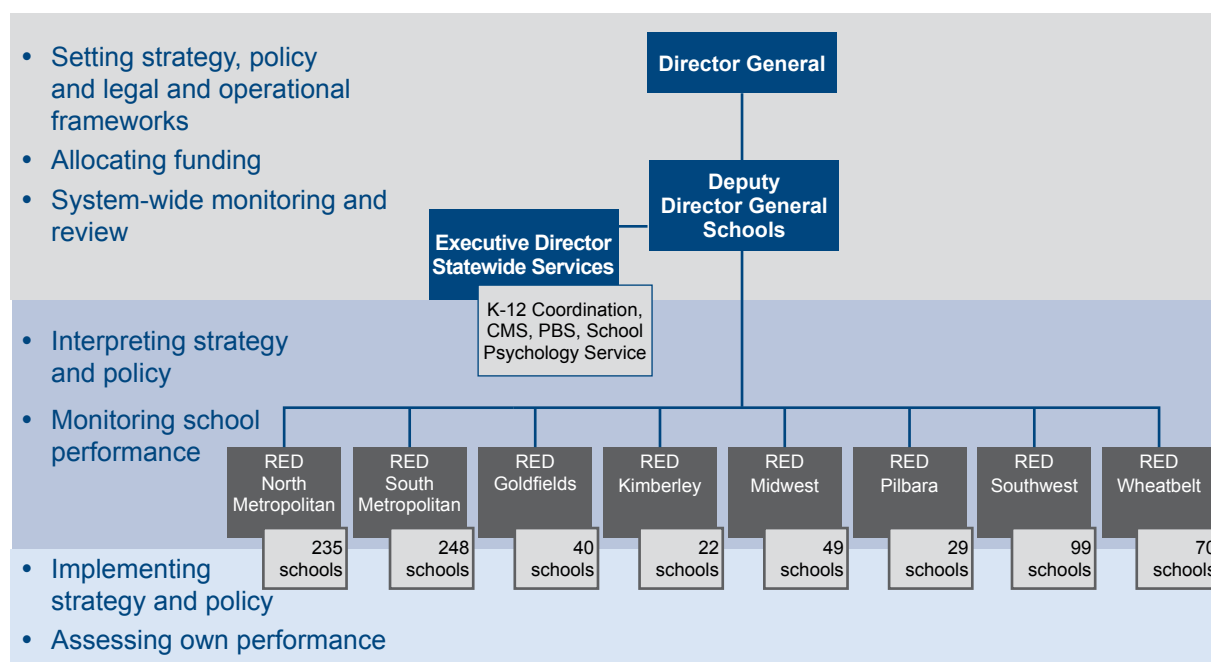


Figure 4: Roles and responsibilities in current organisational structure

DoE sets the policy and strategic direction for behaviour management across the system and delivers some support directly to schools. Eight Regional Education Directors lead policy interpretation and monitor standards of student learning and behaviour in schools. They sometimes provide schools with stop-gap funding to help manage students with extremely challenging behaviours until long term funding is obtained.

Principals are responsible for implementing policy in a way that meets the needs of the school community and individual students. Schools must also assess their own performance and report on it, and publish an annual school plan. Independent Public Schools report on school performance as part of their performance agreement with the Director General.

DoE lacks information to monitor the implementation of its approach but we found progress is being made

DoE does not have a system-wide view of how schools are implementing its behaviour management approach and if it is working. The absence of robust measures makes it difficult to monitor behaviour management.

DoE does not collect information about schools' behaviour management policies, or the programs and strategies used to manage behaviour. We reviewed 19 schools in four education regions to collect information about what schools are doing. We found that schools have the policy basics in place, such as a school code of conduct and documented processes for disciplinary action, but not all have fully implemented DoE's positive behaviour management approach. Five schools showed improved behaviour across the whole school or for particular cohorts.

DoE uses proxy measures to assess behaviour management and the data is not complete or consistently recorded

Measuring behaviour is difficult and there are no precise measures in WA or other jurisdictions. DoE uses attendance and suspension rates, and some school-based information, to assess schools' behaviour management. DoE could make better use of this data and improve its quality and timeliness. It does not use contextual information, such as schools' behaviour policy and strategy, to improve understanding of the data.

DoE's data systems make it hard for schools to record behaviour information that meets the schools' needs. School-based information is not easily compiled or extracted for regional and system level monitoring.

The School Performance Monitoring System (SPMS) collects performance data from different sources to provide a performance overview for each school (Appendix Three). Suspension data comes from the Suspension and Exclusions system. Attendance and teacher judgement about attitude, behaviour and effort (ABE) comes from the School Information System (SIS) and the Reporting to Parents system (Figure 5).

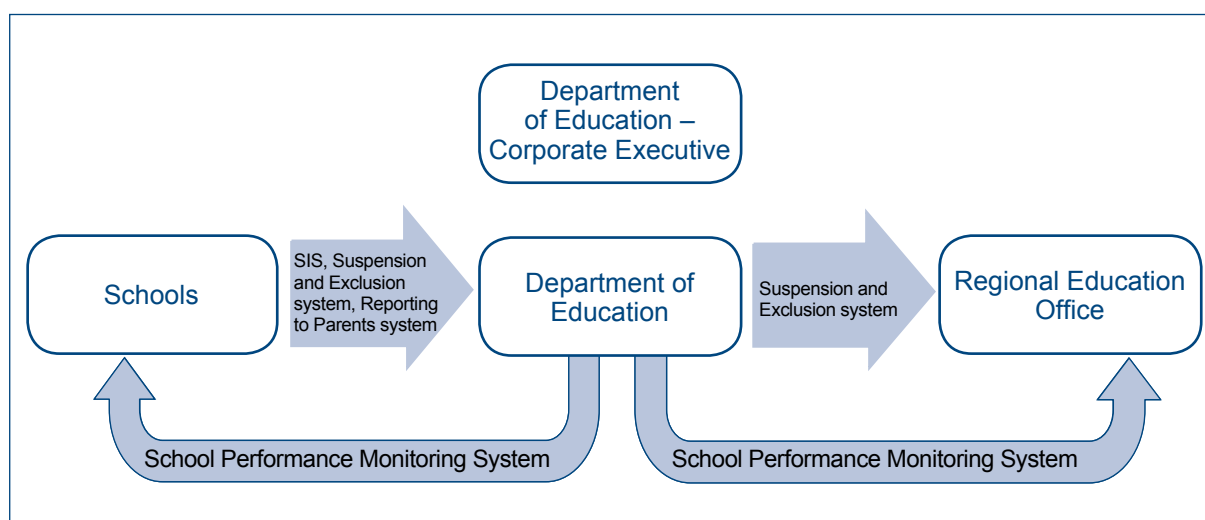


Figure 5: School Performance Monitoring System information flow

The ABE measure is drawn from individual student attitude, behaviour and effort reports to parents in July and December. These individual ratings are combined for a whole school result. For the first half of the school year, the school's ABE data is based on the previous

year's December report to parents. However, cohorts change due to student enrolments and graduations, as well as transiency. So the ABE data used may not be relevant to the school's current student cohort.

Suspension data is inconsistent and incomplete, and does not reflect a school's success in managing student behaviour

Student suspension data is not a reliable indicator of the effectiveness of a school's behaviour management strategies. Without contextual information about the student, other sanctions used by the school and the school's philosophy, suspension data has limited use for assessing the effectiveness of a school's behaviour management strategies. Therefore it is not a reliable indicator for this purpose. DoE knows the data's limitations but still uses it as a primary indicator of school performance.

In 2013, DoE's student suspension rate (number of students suspended as a proportion of total student enrolments expressed as a percentage) was 4.26 per cent. The annual suspension rate has not changed significantly since 2007 (Figure 6), remaining between 4.18 per cent and 4.88 per cent.

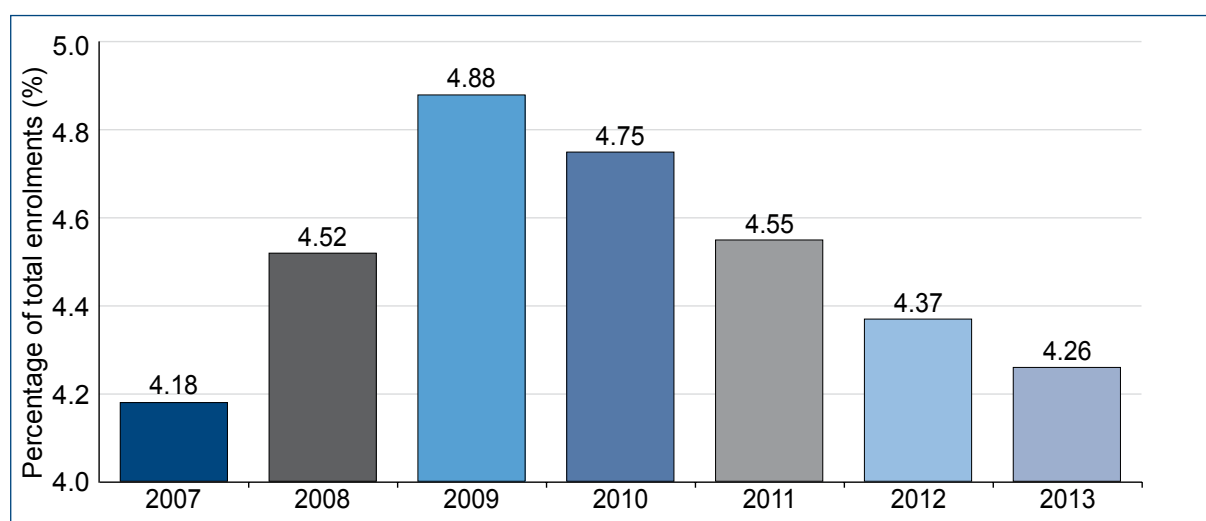


Figure 6: Suspended students 2007 to 2013 (as percentage of total enrolments)

The decision to suspend a student is subjective and depends on the school's approach to managing behaviour, so comparisons between schools' suspension rates have limited value. Suspending students for misbehaviour, such as fighting or harming other students or school staff, is reasonably consistent across schools. However, tolerance of some behaviour, such as swearing, varies between schools.

Student suspension data is inconsistently recorded. Sometimes, for example when parental supervision is not possible, a student may be suspended in-school. Schools in our sample recorded in-school suspensions as 'withdrawals'. These are not included in suspension data so DoE's data is incomplete, and gives only a partial picture of actual suspension rates.

A low suspension rate does not necessarily correspond to improved student behaviour for the school as a whole, in part because suspending a student is only one aspect of managing behaviour, and schools use it differently. One school in our sample showed significant improvement in school-wide behaviour and also had a big increase in suspension rates. This school took a hard line on breaches of school code. Another school showed improved school-wide behaviour and reduced suspension rates. This school used suspensions as a last resort.

Around 75 per cent of students make positive behaviour changes after being suspended once or twice. A student being suspended multiple times in one year shows that suspension as a strategy is not working and other interventions or support may be needed.

A review of DoE's Behaviour Management and Discipline strategy between 2001 and 2007 found that despite the blunt nature of suspension data, a high rate can be one indicator of problems within a school and the need for additional support. DoE currently uses a high suspension rate (greater than 20 per cent) as an indicator of underperformance.

DoE could use other information to better understand what works in schools

DoE's SIS can be used to record positive and negative behaviour data for analysis. Despite emphasising positive behaviour in its behaviour management approach, DoE only requires schools to record negative behaviour in relation to suspending or excluding students. Examples of positive behaviour include students working together cooperatively, showing courtesy to others, and actively participating in lessons. Schools often recognise positive behaviours with in-class rewards or at whole-of-school assemblies, but do not necessarily record it. Only having negative information in SIS makes it difficult for DoE to check that schools are implementing positive behaviour strategies.

We found that SIS is not easy for all classroom teachers to access and is used inconsistently. It is not internet-enabled and can only be accessed on school computers networked to the DoE system. Schools also record behaviour information in other school-based electronic or paper-based systems. These are not easy to compile or analyse and require double handling to transfer the information in SIS.

In 2009 the Pipeline Project reported on behaviour research conducted in WA schools over four years and recognised the need to enhance student behaviour data in SIS. The research examined the relationship between students' classroom behaviour and academic performance. It proposed adding a function to SIS so teachers could note significant changes in student behaviour using a rating scale and track changes over time. A similar function completed by principals and rating whole school behaviour could be useful for Regional Education Offices and Executive review. This could provide a more relevant effectiveness indicator of whole school behaviour management strategies than ABE.

Our 19 sample schools used community feedback differently to determine the success of behaviour strategies. All schools included parents when developing strategies for individual students. Only a few actively sought involvement and feedback from parents about whole-of-school behaviour strategies.

DoE has not required schools to survey their school communities, but in 2014 it will join other Australian jurisdictions in implementing the online National School Opinion Survey. One of the survey questions for parents, students and school staff asks whether student behaviour is well managed in the school. DoE and schools will be able to customise the survey with additional questions to gain specific information about behaviour management policies and strategies.

All schools' policies aligned with DoE's approach and there were similarities in the way school-wide improvement was made

We reviewed a sample of 19 schools to collect information about their behaviour management policies and the strategies they use to implement these. Five of the 19 schools showed improved behaviour for the whole school or for particular student cohorts. These schools had similarities in the way they implemented their behaviour strategies.

All 19 schools in our sample had a school-based behaviour management policy. Eleven schools had policies that matched all 15 characteristics of DoE's approach and could show that they were implementing strategies in line with their policies. Three schools did not include three, four or five characteristics of DoE's approach; three did not have adequate recordkeeping; and one could not show that behaviour management was embedded in the curriculum.

Schools use a range of strategies and programs to implement their policies. These include ways to acknowledge positive behaviour, re-arranging classroom spaces to help students focus better on learning, and approaches for dealing with challenging behaviour. Schools can develop their own programs, or purchase programs from commercial providers. These can target individual students, whole classes or the whole school.

The schools in our sample that achieved positive behaviour change in a student cohort or at whole school level had similar approaches. These schools were doing some or all of the following:

- using flexible resourcing to meet school needs
- having robust attendance strategies
- collecting and using school-based behaviour data to inform behaviour management
- focusing on improving academic outcomes.

We interviewed school staff and assessed student behaviour information, academic performance data and school strategy documents to substantiate the schools' claims of student behaviour improvement.

Making use of flexible resourcing to meet school needs

DoE expects principals to make the best use of resources to tailor behaviour support for their school. Principals that successfully led behaviour change managed their resources to meet student learning and behaviour needs.

- A regional primary school arranged Years 6 and 7 into streamed classrooms to group students at the same learning level. This increased productive behaviour in students who had been disruptive because they were lagging behind in class. It also increased productive behaviour in students who did not find regular school work sufficiently challenging.
- Most schools were funding projects such as vegetable gardens, small farms and specialist trade training facilities to involve students in learning and encourage positive behaviour. Students often require a 'good standing' to participate in these activities. The schools reported that students are often motivated to behave well to be allowed to participate.

Having good attendance strategies

Regular attendance at school is important. Missing more than half a day of school per week puts academic achievement at risk. Sample schools showed that improving attendance was often the first step to better individual and school-wide behaviour.

A regional primary school tackles barriers to attendance and rewards regular attendance. The school:

- coordinates a bus service to collect around 20 per cent of the students each day
- resources attendance officers who visit families of students with poor attendance
- provides day-by-day attendance records to parents at the end of each term
- gives recognition and rewards to students with attendance of 90 per cent or more
- has attendance charts in all classrooms to track attendance on a daily basis.

Collecting and using school-based behaviour data to inform behaviour management

All public schools use the SIS to record required behaviour information. Schools also use their own paper-based systems to note students' positive and negative behaviour. Sample schools that showed improved behaviour systematically collected and analysed information to inform their behaviour management strategies.

- A regional primary school used data to test the effectiveness of a program for at-risk students. The school methodically recorded the incidence of reprimands, detentions, withdrawals and suspensions for participating students. The data showed that the program was effective for seven of the eight participants.
- A regional primary school used student behaviour data to link incidents of misbehaviour and the irregular administering of medication. The school worked with the student's family to ensure that medication was taken on time, and the student's behaviour improved.

Focusing on improving academic outcomes

We found that improved school-wide behaviour was more likely when schools had high academic expectations for students. One regional primary school has made academic achievement a focus for all students, despite many of them being at educational risk. As well as showing an improvement in student behaviour, the school is achieving scores at and above its expected level in the National Assessment Program – Literacy and Numeracy (NAPLAN)

Managing challenging behaviours takes significant time and goes beyond the classroom and school

Managing student behaviour in schools with serious or widespread behaviour challenges takes significant time and effort. Thirty-nine per cent of respondents to our survey said that they spent at least 20 per cent of their school day on behaviour management.

Having worked at different schools, the amount of time spent on behaviour management varies greatly between each school. You only need one or two particular children and your time spent on behaviour management can increase from 10 to 20 per cent, to well over 30 per cent. It impacts greatly on the organisation of your classroom and disrupts the learning of your other students.

Teacher, Regional Primary School,
OAG Survey.

In six of the sampled schools, principals said that dealing with students who had been sent out of class took up a significant amount of their time. Four Independent Public Schools had appointed a deputy or associate principal whose key responsibility was to manage student behaviour.

Two schools said the number of students with exceptionally challenging behaviours was far greater than the 'one to five per cent' shown in DoE's Positive Behaviour Support (PBS) framework model (Appendix Four). Seven schools said the proportion of students in their schools with exceptionally challenging behaviours was in line with the model.

We do recognise positive behaviour when it occurs but do tend to spend a lot more time dealing with negative behaviours.

Teacher or Head of Learning Area, Metropolitan High School,
OAG Survey.

The Managing Student Behaviour statement directs schools to 'view student behaviour in educational terms and use educational strategies to manage it'. However, DoE accepts that schools deal with the external causes of behaviour issues, and principals liaise with relevant agencies and service providers. This means that some schools go beyond the classroom to bring about positive change. Many principals detailed considerable school involvement as 'case managers' for students, including:

- arranging referrals to mental health support and treatment services
- arranging physical health assessments and treatment for speech and occupational therapy
- referring cases to the Department of Child Protection and Family Services and service providers, and managing case conferences
- visiting families at home to discuss concerns about students' wellbeing
- assisting parents to connect with support services
- ongoing monitoring of student wellbeing and progress.

Case management is not generally a part of a teacher's or school leader's training, however it appears that demand for school staff to perform this role will increase. In its 2009-10 and 2013-14 budget papers, DoE highlighted the social issues that impact student wellbeing and behaviour. These include family dysfunction, unemployment, changes in employment patterns, mental health issues and generational poverty. DoE acknowledges that schools, families and communities, service providers and agencies share responsibility in tackling these complex issues which can impact on students' educational outcomes.

We believe that it is a partnership and we need an understanding of what is happening at home and how to support that child at home and school in a positive way.

Classroom or Specialist Teacher, Regional Primary School,
OAG Survey.

DoE's support for schools is not effectively targeted to consistently meet school and student needs

DoE provides practical support for schools to help them manage student behaviour (Appendix Five) including:

- support from Regional Education Offices
- funding schools' behaviour programs and strategies
- providing professional learning for school staff
- allocating school psychologist time to every school
- extra support for students with exceptionally challenging behaviour.

However, DoE's funding and school psychologist allocations do not consistently match needs. Professional learning is not targeted, Regional Education Offices support is limited, as is access to support for students with exceptionally challenging behaviour. The mismatch between resources and student needs means that schools may not be able to implement effective behaviour strategies. DoE has recognised that its resourcing could be better targeted and is changing the way it will fund schools from 2015.

DoE guidance to schools on managing behaviour is difficult to access and inconsistent which limits its usefulness

DoE has numerous policies, strategies, and plans to direct and guide schools in managing student behaviour. Central among these are the Classroom First strategy, the Managing Student Behaviour statement and the Behaviour Management in Schools policy (Figure 7).

A consistent and accessible suite of policy and guidance is important to help schools implement DoE's behaviour management approach. However, DoE's behaviour management policy has not been reviewed since 2008, and the various strategies, policies and plans have not been brought together to provide a consistent set of guidance for schools. This reduces the chances of effective implementation across schools. DoE is currently reviewing its behaviour management policy and expects to complete this in 2014.

DoE documents that explain its Behaviour Management Approach		
Policies	Strategies	Plans and Directives
<ul style="list-style-type: none">• Behaviour Management in Schools Policy 2008• Exclusions Policy 2008	<ul style="list-style-type: none">• Behaviour Management and Discipline Strategy 2001-2007• Classroom First 2007• Better Behaviour and Stronger Pastoral Care 2008• Progressing Classroom First 2011• Restructure 2011	<ul style="list-style-type: none">• Managing Student Behaviour 2008• CEO Instruction Weapons in Schools 2010• Statewide Services Strategic Plan 2012-2013• Annual Focus plans from 2011

Figure 7: Department of Education's behaviour management approach is explained in several policies, strategies, plans and directives

Key elements of DoE's guidance for schools are not well aligned. Managing Student Behaviour asks schools to promote pro-social behaviour by encouraging students to work cooperatively, and rewarding students for doing the right things. However, DoE's key behaviour management policies focus on disciplinary measures for misbehaviour and outweigh guidance for promoting positive behaviours. This sends mixed messages to schools and teachers.

DoE's focus on disciplinary measures is in part due to the need to ensure principals understand the requirements of the *School Education Act 1999* and the *School Education Regulations 2000*. The regulations describe the consequences principals may impose when a student breaches the school's code of conduct. However, a similar level of guidance has not been provided for schools in taking a positive approach to behaviour management, despite it being the core of DoE's preferred approach.

We also found that behaviour management information was scattered throughout DoE's website making it difficult to access relevant information. During the course of the audit, DoE advised it has begun reviewing behaviour management statements, policy and guidance materials to better align these with Classroom First. It plans to finalise the review in 2014. It has also begun to re-organise its online information for teachers and principals.

Regional Education Offices focus on underperforming schools and other schools that may need it receive little support

Regional Education Offices provide guidance and support to underperforming schools, but other schools needing to improve behaviour management strategies get little support. There is an unmet need from schools that are not identified as underperforming, but may need support to prevent them becoming so. These schools may have early warning signs of falling performance, such as a decline in academic outcomes or attendance rates, which could be resolved with extra support.

Specialist staff in regional offices such as social workers or attendance officers may intervene to help students with extremely challenging behaviour. This kind of assistance is usually short term and subject to availability of discretionary funds, which have been reduced in the 2014 budget. Most of our sample schools had not received any support from their regional office to improve school-wide behaviour management policies or strategies. Some of the schools would have benefited from extra support.

Training and Positive Behaviour Support are not effectively targeted so schools and staff that need it most may miss out

Classroom Management Strategies training is not targeted to identified need

Classroom Management Strategies (CMS) training aims to 'help teachers manage the behaviour of students in the classroom in a way that maximises the time they spend teaching'. Nearly 14 000 CMS training places have been taken up since 2005, but DoE does not know how many unique participants have been trained.

We expected that DoE would be targeting this training and looked for clearly stated objectives with measurable outputs and outcomes. We expected DoE to have a view on the proportion of teachers within a school and across the system that should be CMS trained and to target schools and teachers that need it most.

However, CMS is provided on a first-come first-served basis rather than being targeted to areas of need. There are no long term system-wide objectives for CMS, and no annual delivery targets. DoE has not defined what proportion of teachers across the system and in each school should be CMS trained, nor has it identified the schools that would benefit most from having a higher proportion of their teachers CMS trained. DoE advised that it will be clarifying its program objectives in 2014.

Funding for delivering CMS is fixed, and participants are nominated by principals. Schools do not pay a fee for the training, but must arrange relief teacher coverage at approximately \$520 per day, plus accommodation and meals for the trainers if needed.

In response to our online survey, 72 per cent of 1 939 respondents said that they had participated in CMS training. Some of the barriers to access for the 540 respondents who had not completed any training were:

- the training not being offered to them or they were unaware of it
- five days training was too long to be out of school
- the relief costs are too high
- teacher transiency due to regional placement turnover or redeployment means they repeatedly missed out.

The [CMS] training is for five days and as [I am] in administration either the money for PD was not available, the time was too long to be out of a school, and also I moved around a lot in the Pilbara so was not always in the right place when the training was offered.

Principal, Regional Primary School,
OAG Survey.

Since 2005, nearly 14 000 places in DoE's CMS training courses have been taken up by teachers, school leaders and support staff (Figure 8). In 2013, the number of participants increased, and most of these were Education Assistants. DoE knows the location of participants at the time of training, but not where these participants are currently working in the school system. The data does not show how many individual participants are represented, given that there are multiple levels of training available and participants can do training more than once.

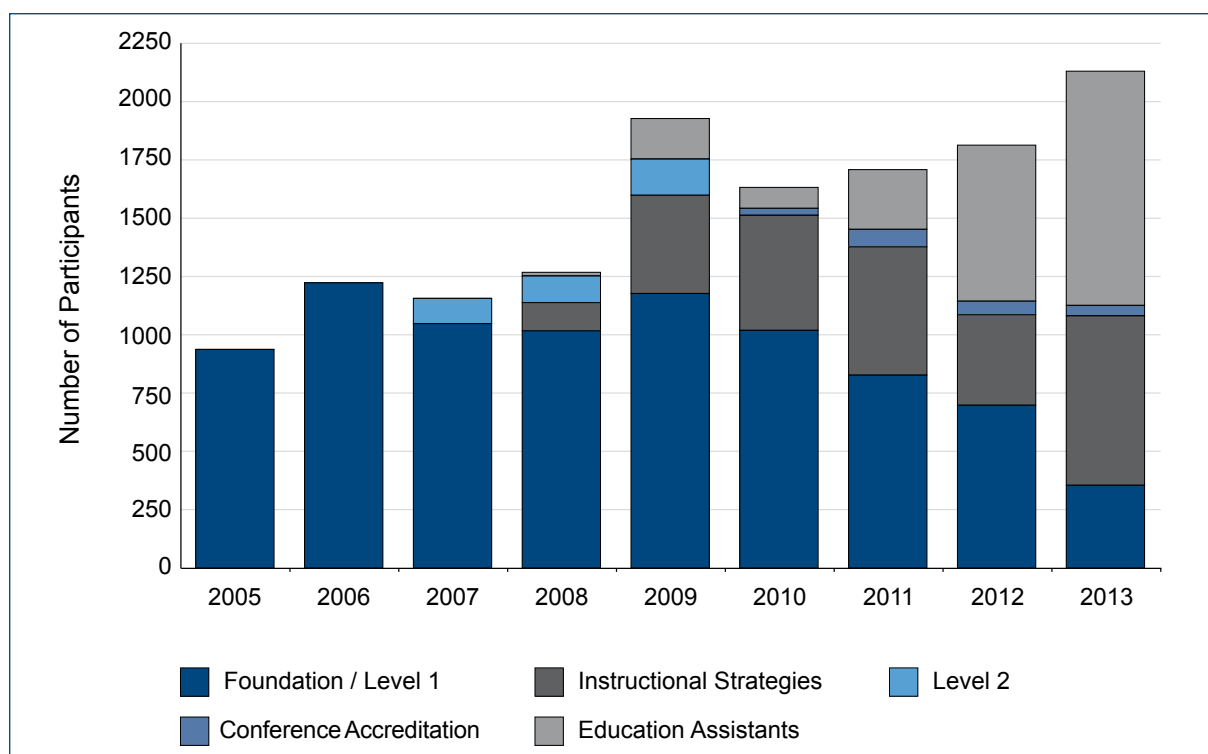


Figure 8: Number of participants in CMS training from 2005 to 2013

DoE does not have a plan for rolling out Positive Behaviour Support in schools in spite of its apparent success

The PBS framework has been implemented in 132 identified schools since 2009. PBS is an approach to whole-of-school change that uses data and information about teaching and behaviour management to improve student outcomes. To implement it schools must have whole-of-school commitment, invest their own resources and work with DoE's specialist support staff.

Our sample schools and survey results indicate that whole-of-school behaviour has improved in schools that are using it. DoE endorsed PBS in 2013, but has no policy or plan for encouraging more schools to take it up. There is limited information for schools about PBS on DoE's website.

Resources that schools value are limited and not always allocated to meet current school and student needs

Funding schools get for behaviour management is based on generic formulas and outdated data

Student Support Programs Resource Allocation (SSPRA) is a collection of nine formerly separate funding allocations based on location and broad demographic criteria about schools, much of which is not current. As a result, allocations do not consistently match the actual needs of the school and students.

SSPRA uses the previous year's student numbers, attendance rates and, for the numeracy and literacy component, NAPLAN results. Parts of SSPRA use 2006 Australian Bureau of Statistics Census data. Some sample schools said this old data no longer represented the socio-economic environment of their students.

Schools can use SSPRA funding for any of the following areas:

- raising standards of literacy and numeracy achievement
- closing the educational achievement gap for Aboriginal students
- supporting positive student behaviour
- supporting the engagement and achievement of all students.

DoE does not acquit these funds or require schools to show the results of the funded activities. Our sample schools spent SSPRA funds to partially or fully support behaviour management strategies. These ranged from paying for additional staff to buying rewards for positive behaviour, such as stationery, sporting equipment or attending a special school outing.

Not all schools receive all SSPRA funding components. Schools are eligible for the Behaviour Management and Discipline (BMAD) component if the school meets a specified Socio-Economic Index (SEI) threshold. Eight of 19 sampled schools did not receive a BMAD allocation. Some sample schools not receiving BMAD said the old SEI data used did not represent their current socio-economic environment. The 2006 SEI data does not take account of any recent changes in population or income levels, such as more low income families moving into a formerly high SEI school catchment area.

While there was an increase in SSPRA funding between 2011 and 2012, there was no increase in 2013 despite a three per cent increase in student numbers. In August 2013, the Government announced that SSPRA would be reduced by 30 per cent from \$53.6 million to \$37.5 million in 2014. DoE forecasts that student numbers will increase by four per cent (or around 11 000 students) in 2014 (Figure 9). Although SSPRA represents less than one per cent of all funding to schools, it can be significant for individual schools. In our sample of schools the reduction ranged between \$5 000 and \$110 000.

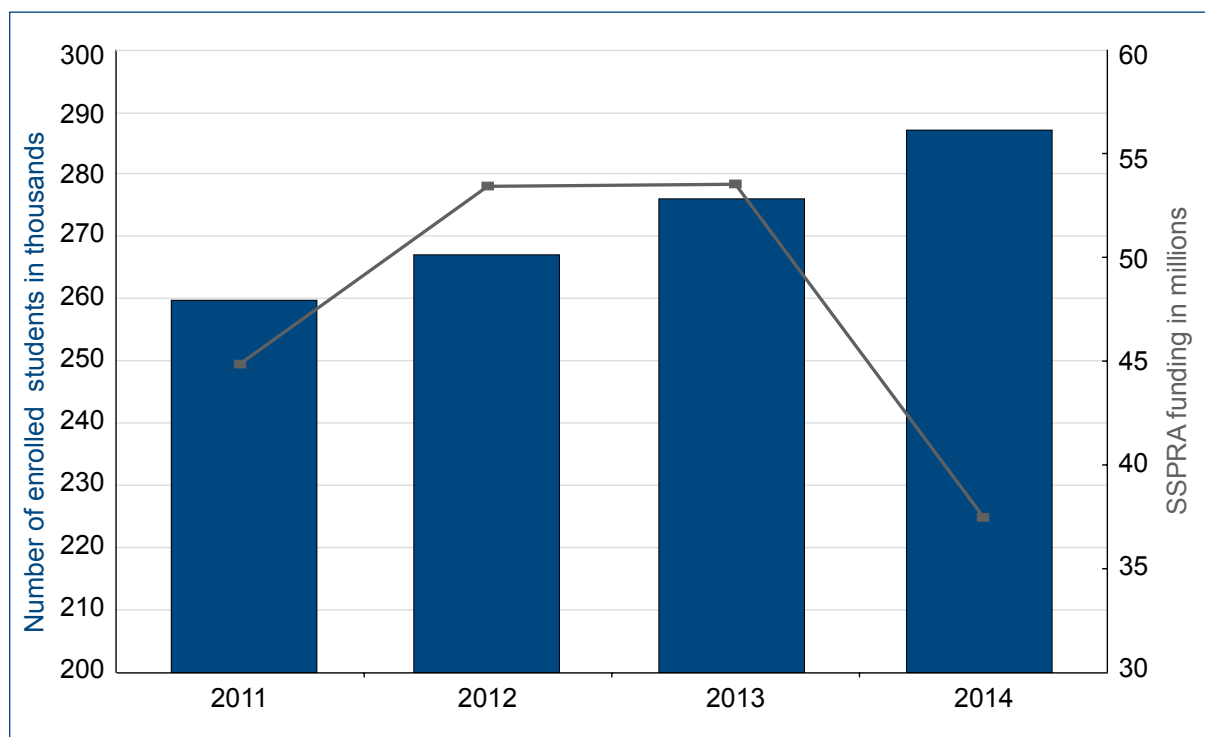


Figure 9: Department of Education student enrolments and Student Support Programs Resource Allocation funding 2011 to 2014

DoE is changing funding arrangements from 2015 to be more student-centred, and SSPRA funding will no longer be provided separately. All schools will receive a single line budget which could provide schools greater flexibility to tailor their behaviour strategies. DoE has not yet decided what data will be used for the new funding model, and how it will be collected and kept current.

School psychologists are rationed across the system and have limited time to help improve school-wide behaviour

Allocation of school psychologists is based on a formula that considers school characteristics. While satisfied with the quality of service provided, many schools consider their allocation is inadequate and some purchase additional time. Some schools do not involve their school psychologist in developing whole-of-school behaviour management strategies because of the limited time available to them.

Through the centrally managed School Psychology Service (SPS), DoE provides all schools with access to a school psychologist. At February 2014, DoE had 270 FTE school psychologists across the system. Of these, 198 FTE were allocated to schools, 25 FTE were lead psychologists, 17 were in Behaviour Centres and 30 were allocated to one of three Schools of Special Educational Need. Independent Public Schools have the choice to accept the allocated SPS psychologist or receive equivalent funding to directly appoint their own from outside the public system.

The amount of school psychologist time allocated to schools does not consistently meet schools' or their students' needs. All schools are allocated some time based on the characteristics of the school and factors such as attendance rates and the number of students with diagnosed disabilities. DoE reported that in 2013, the average ratio for school psychologists to primary and pre-primary students was 1:1069 and for secondary and district high schools it was 1:896. Remote community schools had a ratio of 1:492. However, the allocations can vary greatly between schools.

Four of the 19 sampled schools paid for additional psychologist time themselves because the allocation was insufficient to meet school needs. In the 2013 SPS survey of school principals, nearly two-thirds of the 128 respondents considered that their school did not receive adequate school psychologist time. While schools can purchase additional psychologist time using school funds, non-metropolitan schools find it more difficult to do so because there are fewer school psychologists available in those areas. These schools are also less likely to have access to other support services, such as agencies dealing with mental health or substance misuse. Schools may negotiate with other schools in their school network to 'borrow' school psychologist time.

School psychologists provide support by working with students, parents and schools to identify and change behaviour. Once allocated to a school, the psychologist is a member of school staff and negotiates a plan with the principal for delivering support across three areas – mental health and wellbeing, behaviour and learning. For some schools the focus is on testing for learning difficulties or individual student counselling, so psychologists do not have time to assist with behaviour management approaches. The SPS 2013 survey of principals show that principals were less satisfied with the psychologist's capacity to support school-wide and system level behaviour and wellbeing programs than they were with the level of service for educational assessment and counselling.

Specialist support is unavailable for many students with exceptionally challenging behaviour

DoE's Positive Behaviour in Schools framework model (Appendix Four) shows that between one to five per cent of students (about 2 760 to 13 810) require intensive and individualised behaviour support. Behaviour Centres and CARE schools providing key support these students. In 2012, Behaviour Centres and CARE schools supported a total of 629 students. Schools had to use their existing behaviour strategies for those students who were not able to access this additional support.

Access to Behaviour Centres depends on capacity and location

In 2012, DoE spent an estimated \$6.1 million on 13 Behaviour Centres, which supported 505 students in 2012 and 498 students in 2013. Students receive support at the Behaviour Centre and their school. Where necessary, the students' teachers and other staff receive behaviour management advice. Students are rarely withdrawn full-time from school. The eight Behaviour Centres in the metropolitan area provide support to either primary or secondary students. The regional Behaviour Centres consist of combined service Centres (primary and secondary) in Bunbury and Geraldton, a secondary centre in South Hedland, and primary and secondary centres in Kalgoorlie.

Behaviour Centres can support a limited number of metropolitan students. In regional areas, access is equally limited but also dependent on the travelling distance between a school and a Behaviour Centre. Some metropolitan and regional schools in the sample said that they could not access the services of a Behaviour Centre. Behaviour Centres have an eligibility process to prioritise support to students with the greatest need. The process includes an in-school student behaviour assessment, which considers whether the challenging behaviour could be addressed using school-based strategies.

CARE schools are part of DoE's behaviour strategy, but places are no longer reserved and access is limited by location

CARE schools are an option for some students with behaviours that cannot be managed in a regular school. CARE schools provide education programs for disengaged students and are private schools operated by church and community-based organisations. Public schools cannot transfer students to a CARE school. The student's parent or carer must enrol them as for any school.

Between 2009 and 2012, as part of the Better Behaviour and Stronger Pastoral Care strategy, government funded the Department of Education Services to reserve a specified number (as determined by DoE) of CARE school places for students from the public system (Figure 10). Initially few of the available places (between four and 17 per cent) were taken up, but by 2012 85 per cent of places were used.

CARE schools	2009	2010	2011	2012
Funded places available	25	55	95	145
Actual enrolments	1	15	16	124

Figure 10: Number of CARE school places reserved for public students and actual enrolments in the places 2009 to 2012

When the strategy ended on 30 June 2013, government stopped reserving places specifically for public school students in CARE schools. Instead it provided \$1 million to Department of Education Services in the 2013-14 Budget to contribute to general per capita funding for all CARE schools students. Although the strategy has finished, DoE will still raise the option with parents that they enrol their children in CARE schools. However, they no longer monitor the number of public school students enrolling in them.

Access to CARE schools is limited to a small number of places within the metropolitan area and key regional centres. Only two of nine CARE schools are located in non-metropolitan areas (Geraldton and Albany).

Appendices

Appendix One: OAG survey of school leaders, teachers and those who support students

In 2013 the Auditor General invited school administrators, teachers and people who directly support students in Western Australian public schools to complete a 20 question, anonymous survey about behaviour management, and an opportunity to make general comments.

The survey was open from Friday 27 September to Friday 18 October 2013, and promoted through the Department of Education's Ed-E-Mail system to all schools. Other key stakeholders were notified by email.

Not all of the 2008 respondents completed every question. Some questions included space for comments.

Participants were invited to provide general comments at the end of the survey, which have not been included in this summary.

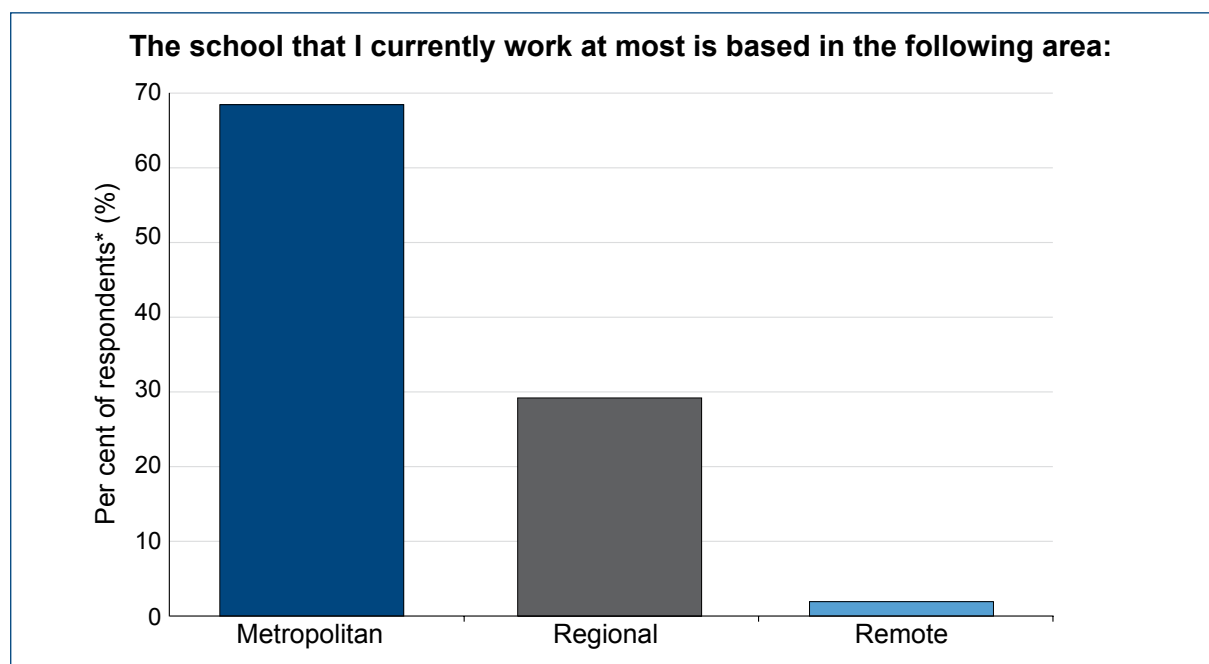
Following is a summary of the survey results.

Question 1: Over half of respondents indicated that they were currently Classroom or Specialist Teachers, or a Head of Learning Area.

I am currently a:	
Role	Per cent of respondents* (%)
School Principal	18.6
Deputy or Associate Principal	11.2
Classroom or Specialist Teacher or Head of Learning Area	52.8
Other role that directly supports students, such as Education Assistant, Aboriginal Islander Education Officer, School Psychologist, Student Support Officer	17.4

*Number of survey respondents who answered the question: 2008

Question 2: Nearly 70 per cent of respondents were working in metropolitan schools, with the other respondents working in regional and remote schools.



*Number of survey respondents who answered the question: 2008

Question 3: Just over half of respondents said that they worked at a primary or pre-primary school. Nearly a third worked at high schools or senior high schools.

My school is a:	
Type of school	Per cent of respondents* (%)
Primary school (including pre-primary)	54.1
High school or senior high school	32.9
District high school	4.8
Remote community school	0.6
Other (e.g. behaviour centre)	7.6

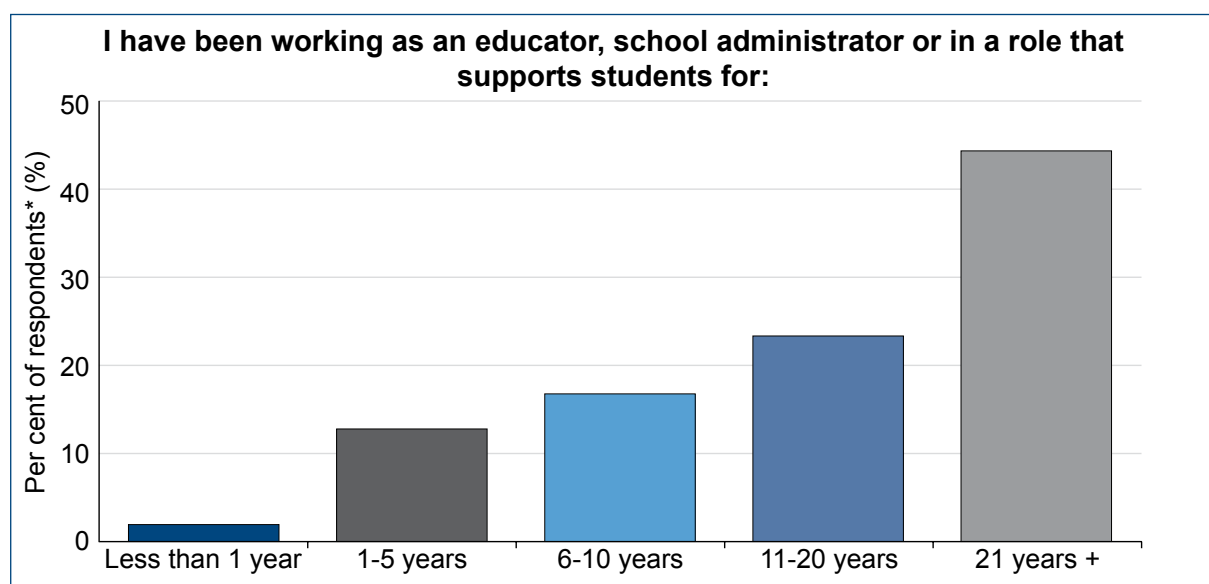
*Number of survey respondents who answered the question: 2008

Question 4: Nearly 45 per cent of respondents worked at Independent Public Schools. At the time of the survey, 32 per cent of schools were Independent Public Schools.

My school is an independent public school:	
Answer	Per cent of respondents* (%)
Yes	44.7
No	55.3

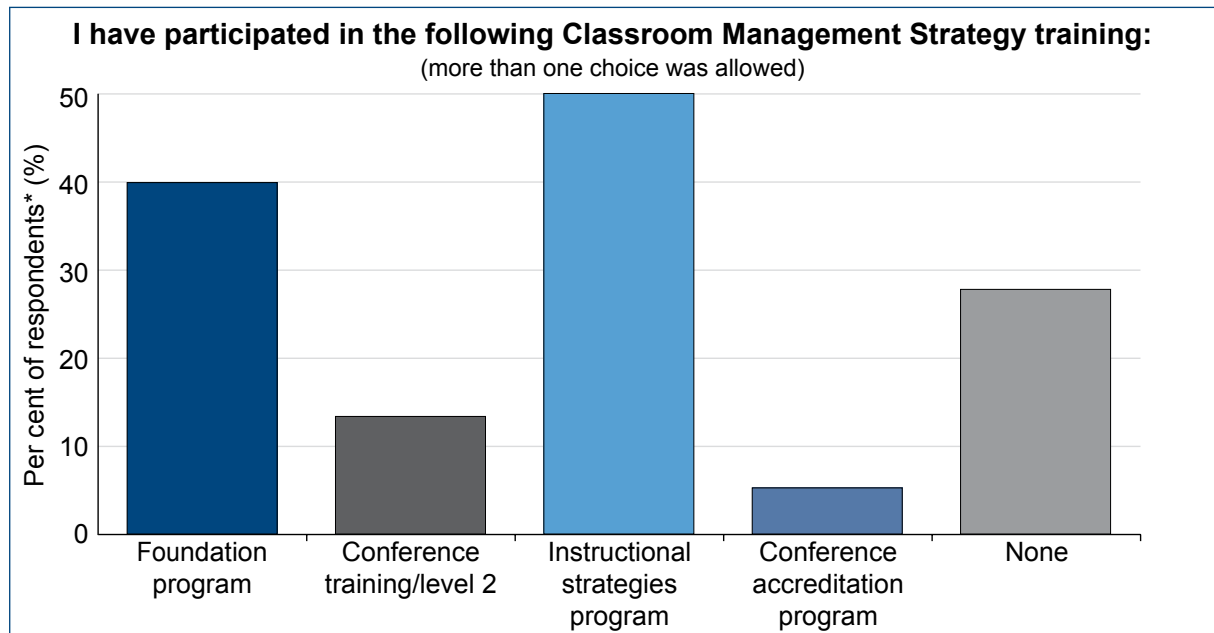
*Number of survey respondents who answered the question: 2008

Question 5: Nearly 45 per cent of respondents reported having 21 years or more experience in education.



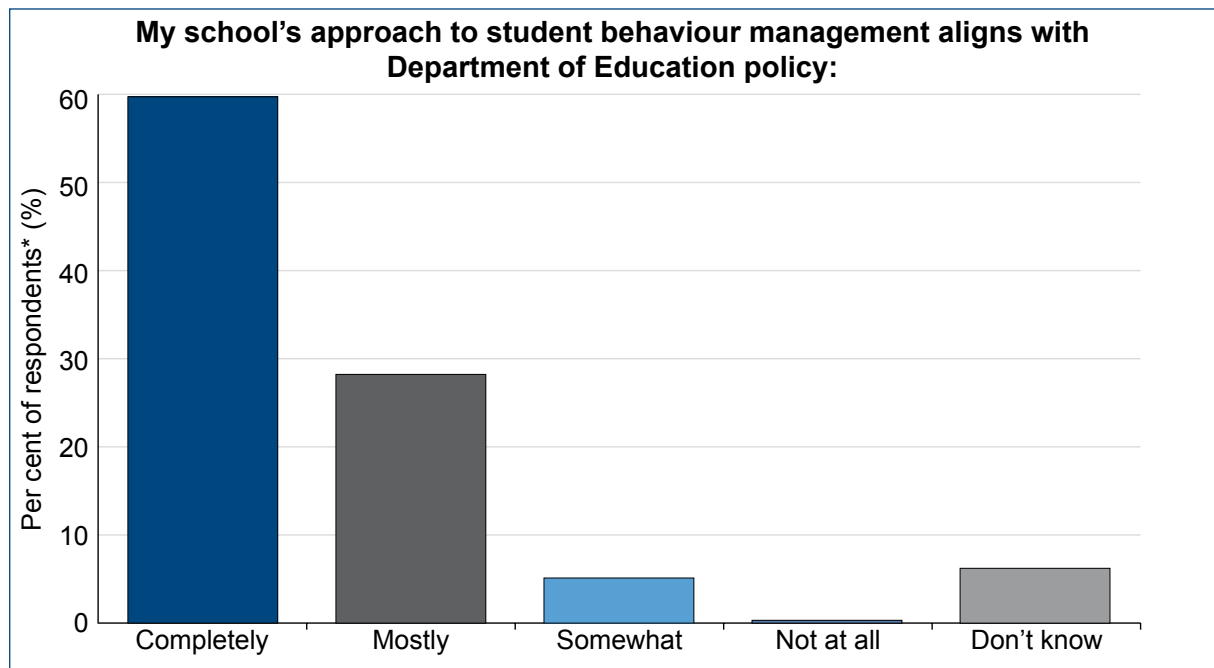
*Number of survey respondents who answered the question: 2008

Question 6: Three quarters of respondents had participated in Classroom Management Strategies training of some kind. Some participants had participated in more than one course.



*Number of survey respondents who answered the question: 1939

Question 7: Just over 88 per cent of respondents considered their school's behaviour management policy to be completely or mostly in alignment with DoE's policy.



*Number of survey respondents who answered the question: 1941

Question 8: Around half of respondents felt their school managed behaviour using a ‘whole school approach’.

My school has a ‘whole school approach’ to behaviour management:	
Answer	Per cent of respondents* (%)
Completely	50.9
Mostly	30.6
Somewhat	9.3
It’s currently implementing School-wide Positive Behaviour Support Strategy (such as Positive Behaviour in Schools)	7.7
Not at all	1.6

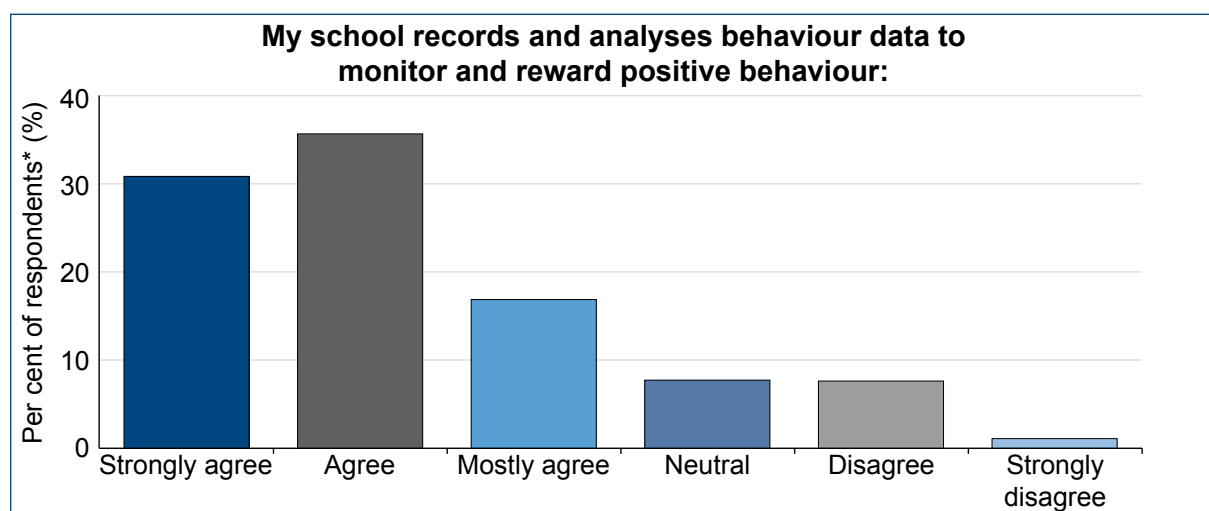
*Number of survey respondents who answered the question: 1933

Question 9: Most respondents indicated that their school gave consideration to the different types of student behaviour.

My school’s approach to student behaviour management:	
Answer	Per cent of respondents* (%)
Considers all student behaviour (e.g. pro-social behaviour is encouraged and acknowledged, as well as dealing with negative behaviour)	87.2
Focuses on the negative behaviours of some students and/or specific incidents	8.8
Other	4.0

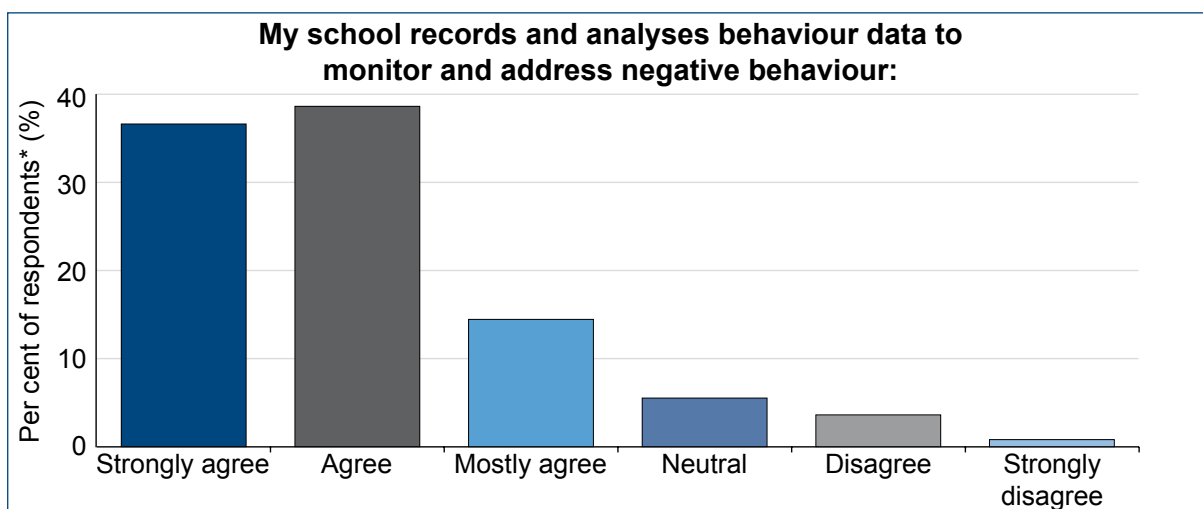
*Number of survey respondents who answered the question: 1943

Question 10: Over 83 per cent of respondents agreed to some degree that their school records and analyses behaviour data to reward positive behaviour.



*Number of survey respondents who answered the question: 1928

Question 11: Nearly 90 per cent of respondents agreed to some extent that their school recorded and analysed behaviour data to monitor and address negative behaviour.



*Number of survey respondents who answered the question: 1928

Question 12: Nearly one in five respondents reported recording and analysing student behaviour data.

I record and analyse student behaviour data:	
Answer	Per cent of respondents* (%)
No	19.1
Yes	80.9

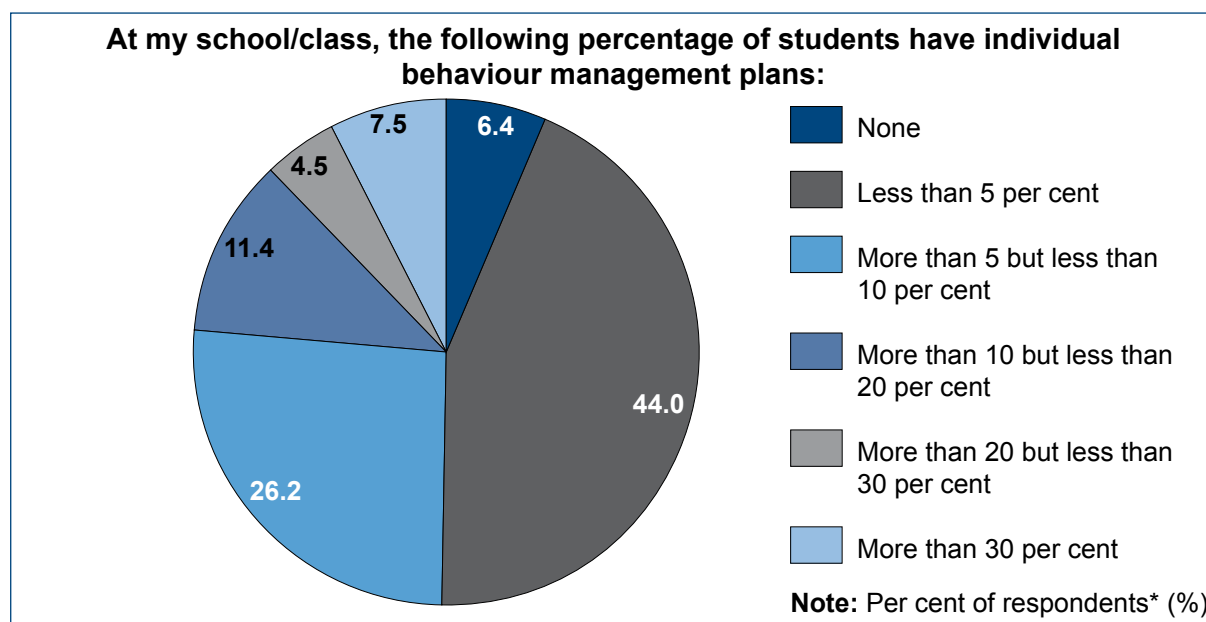
*Number of survey respondents who answered the question: 1930

Question 13: Many respondents found behaviour data most useful for identifying and dealing with emerging negative behaviour and for use in communicating behaviour issues to the student and others.

I use the student behaviour data for: (more than one choice was allowed)	
Answer	Per cent of respondents* (%)
Because my school requires me to	24.6
To help me identify emerging negative behaviour and deal with it before it escalates	79.0
To help me to recognise the positive achievements over time	65.4
To help communicate behaviour issues to the student and others (such as families and regional office)	79.9
To help build a case for additional support for a student with complex behavioural issues	69.5

*Number of survey respondents who answered the question: 1558

Question 14: Around half of respondents reported that either none of their students, or less than 5 per cent, had individual behaviour plans. A quarter had more than 5 per cent to less than 10 per cent of students with individual behaviour management plans.



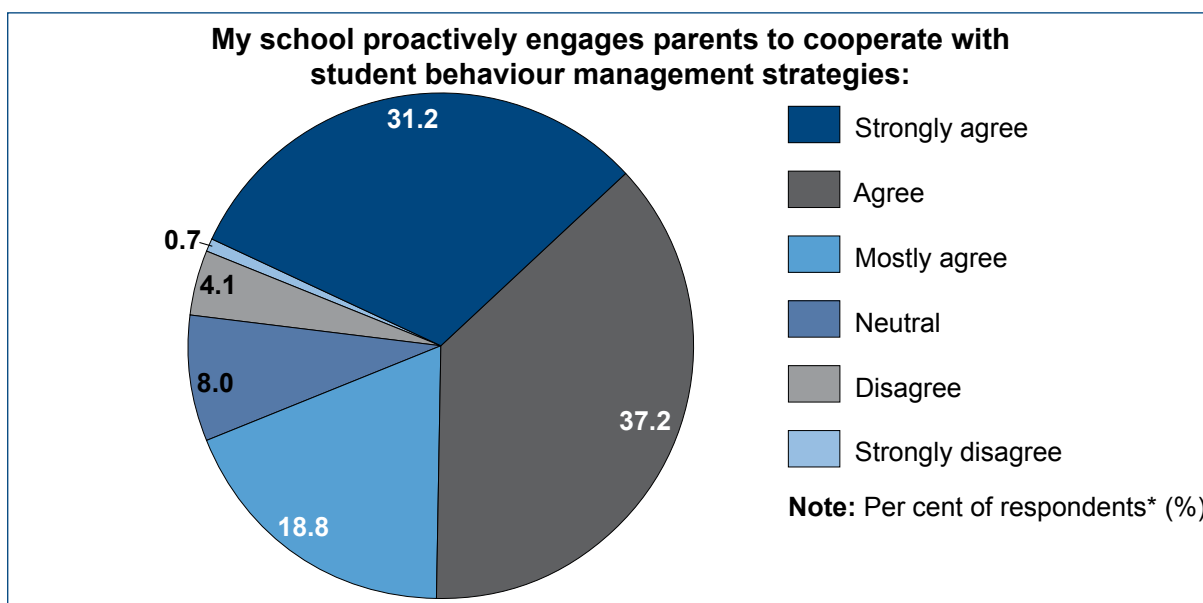
*Number of survey respondents who answered the question: 1846

Question 15: Over a third of schools develop their own behaviour management programs. Forty-four per cent considered suitability for the school to be most important.

The most important factor in selecting a behaviour program for my school is: (choose one that best describes)	
Answer	Per cent of respondents* (%)
Whether the school has the resources and capacity to purchase and implement the program	9.5
Suitability of the program for our school	44.0
Promotional materials and presentations by providers	0.5
What is working well at other schools	2.9
What we've been told to use	5.6
We develop our own to meet the needs of the school	37.5

*Number of survey respondents who answered the question: 1844

Question 16: Most respondents said their school was pro-actively engaging parents to cooperate with student behaviour management strategies.



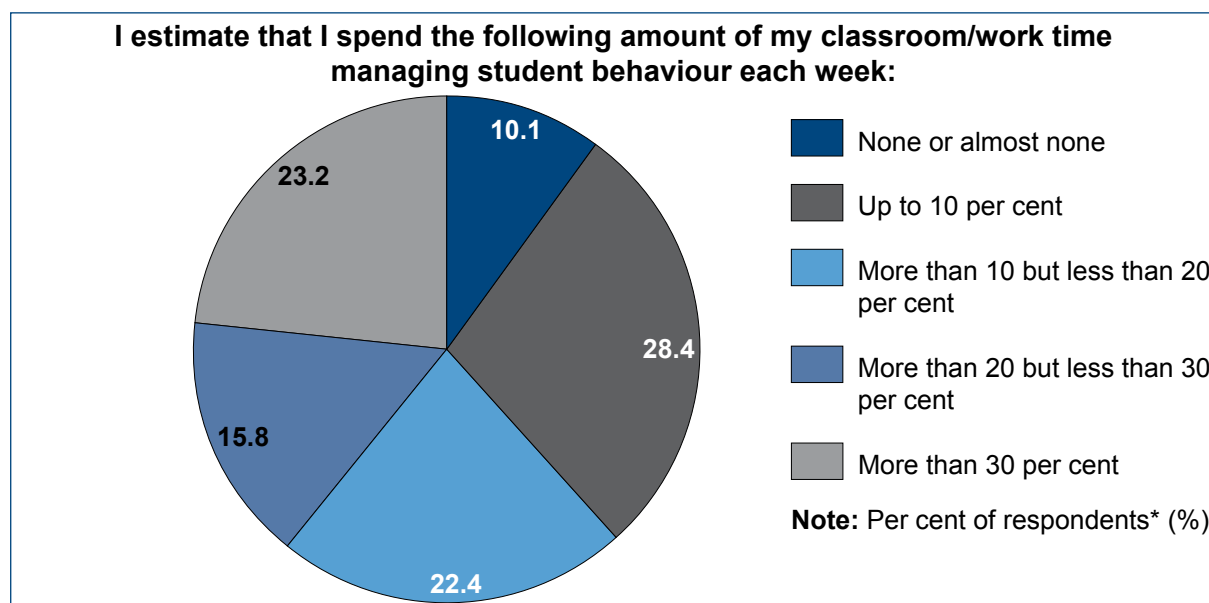
*Number of survey respondents who answered the question: 1869

Question 17: Nearly a third of schools relied on support from community organisations and/or government agencies to support students with particular needs.

Community relationships are important to the way my school manages student behaviour because: (more than one choice was allowed)	
Answer	Per cent of respondents* (%)
My school obtains financial and in-kind sponsorship (such as mentorships) to support and promote positive behaviour	11.9
Having a good standing helps to promote our school as a good school	70.8
My school relies on support from community organisations and/or government agencies to support students with particular needs	31.8
My school does not benefit from community relationships	8.6

*Number of survey respondents who answered the question: 1794

Question 18: Nearly forty per cent of respondents said managing student behaviour takes up more than 20 per cent^^ of their time each week.



*Number of survey respondents who answered the question: 1854

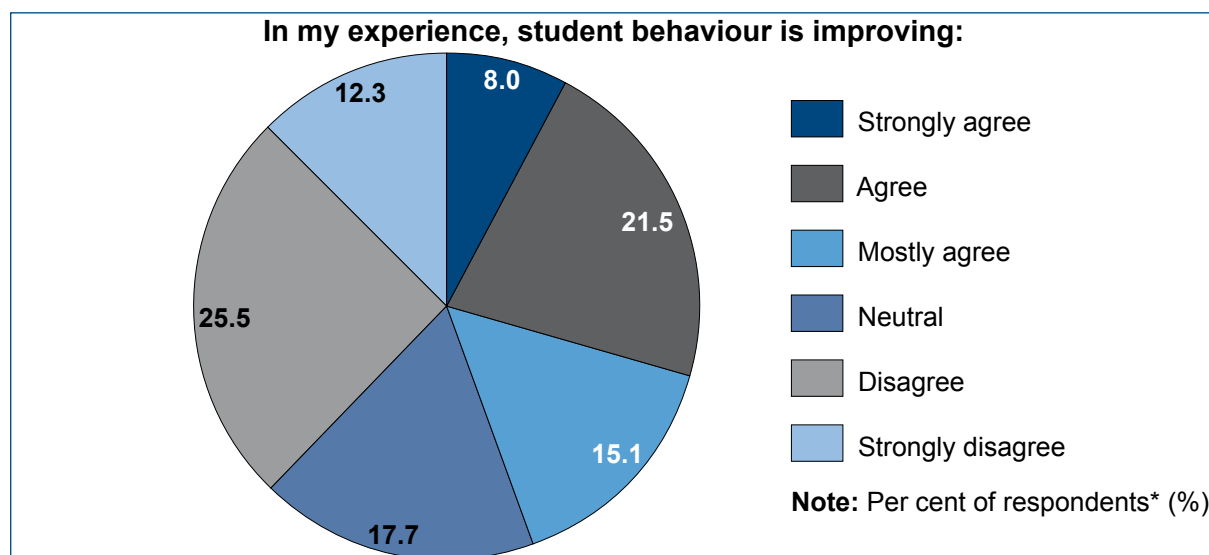
^^After the report was tabled an error was identified in the caption for Question 18 which read "...more than 10 per cent" but should have read "...more than 20 per cent." This has been corrected.

Question 19: Very few respondents said they did not have the skills, knowledge and ability to manage student behaviour in their class or school.

I have the skills, knowledge and ability to manage the behaviour of students in my class/school:	
Answer	Per cent of respondents* (%)
Strongly agree	43.2
Agree	37.7
Mostly agree	13.7
Neutral	3.0
Disagree	2.0
Strongly disagree	0.4

*Number of survey respondents who answered the question: 1855

Question 20: Forty-four per cent of respondents felt that student behaviour was improving. Just over 12 per cent strongly disagreed.

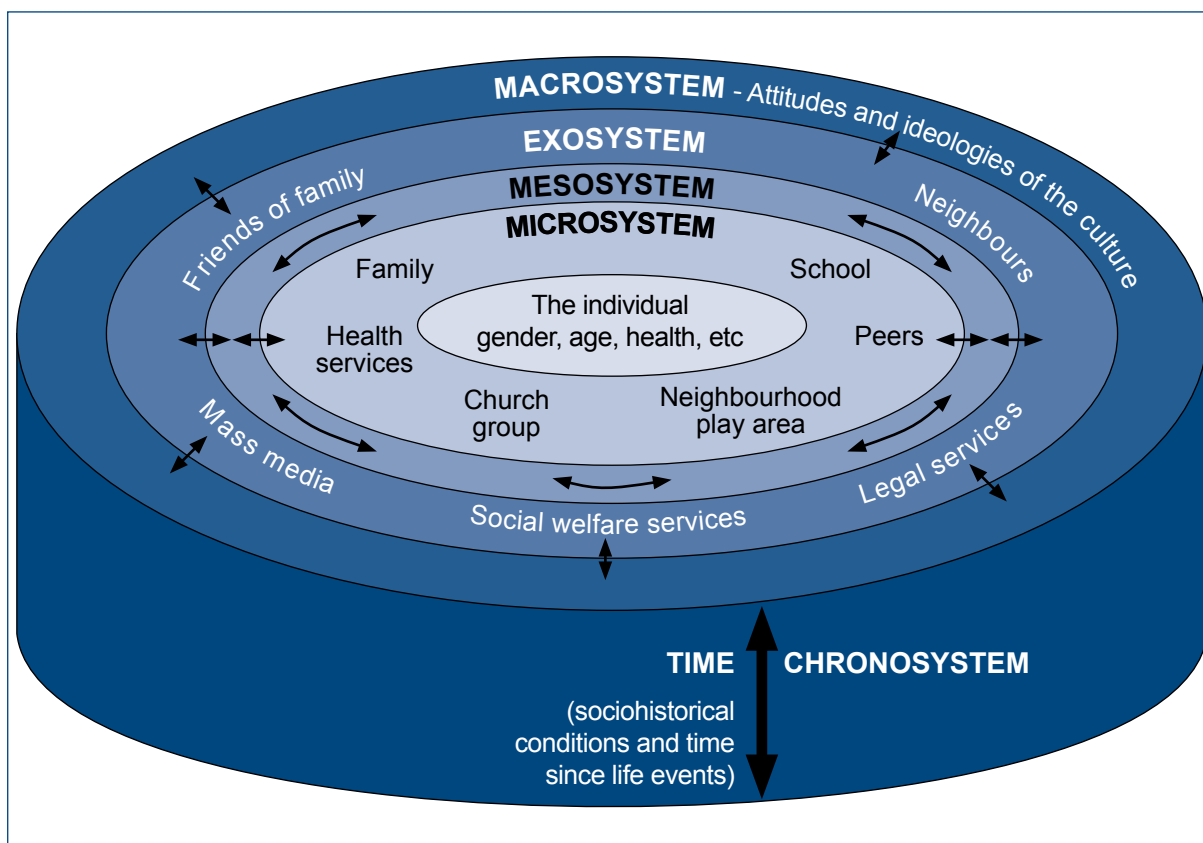


*Number of survey respondents who answered the question: 1857

Appendix Two: Factors influencing student behaviour

Child development and student behaviour research recognises that a student's behaviour is influenced by a number of factors, including the child's own biology, family and community, cultural background, and the wider socio-economic environment. While school is an important part of a child and young person's life, many significant influencing factors happen elsewhere.

Researchers conducting the Longitudinal Study of Australian Children use a bioecological model of human development to explain the complex interactions over time that contribute to children and young people's development (as below).



A bioecological model of human development adapted from Santrock, J. W. (2007). *Child Development*. Eleventh edition. NY: McGraw-Hill Companies, Inc. in 'Growing up in Australia: the Longitudinal Study of Australian Children, Key Research Questions' 2009

Appendix Three: School Performance Monitoring System – Attitude, Behaviour and Effort data

School Performance Monitoring System

DoE uses the School Performance Monitoring System to present school data collected from several information systems. It uses four domains to present school performance information:

- Student achievement – academic
- Student achievement – non-academic
- Financial management
- Human resource management.

A fifth domain, community relationships, will be added when school survey data becomes available following the implementation of the National School Opinion Survey in 2014. This will measure satisfaction of parents, staff and students.

In this audit, we examined the student achievement domains (Figure 3.1).

Domain		Performance Area	Performance Measures
Student achievement	Academic	Teacher judgements	Grade allocation
		NAPLAN	Absolute achievement (trend use for overall NAPLAN)
			Relative achievement
			Progress
		Senior secondary	Australian Tertiary Admission Rank achievement
			Attainment
		WAMSE	Relative achievement
	Non-academic	Teacher judgements	Attitude, Behaviour and Effort ratings
		Attendance	Students in risk categories
		Suspensions	Suspension rate

Figure 3.1: Measures for assessing academic and non-academic student achievement

Attitude, Behaviour and Effort (ABE) ratings

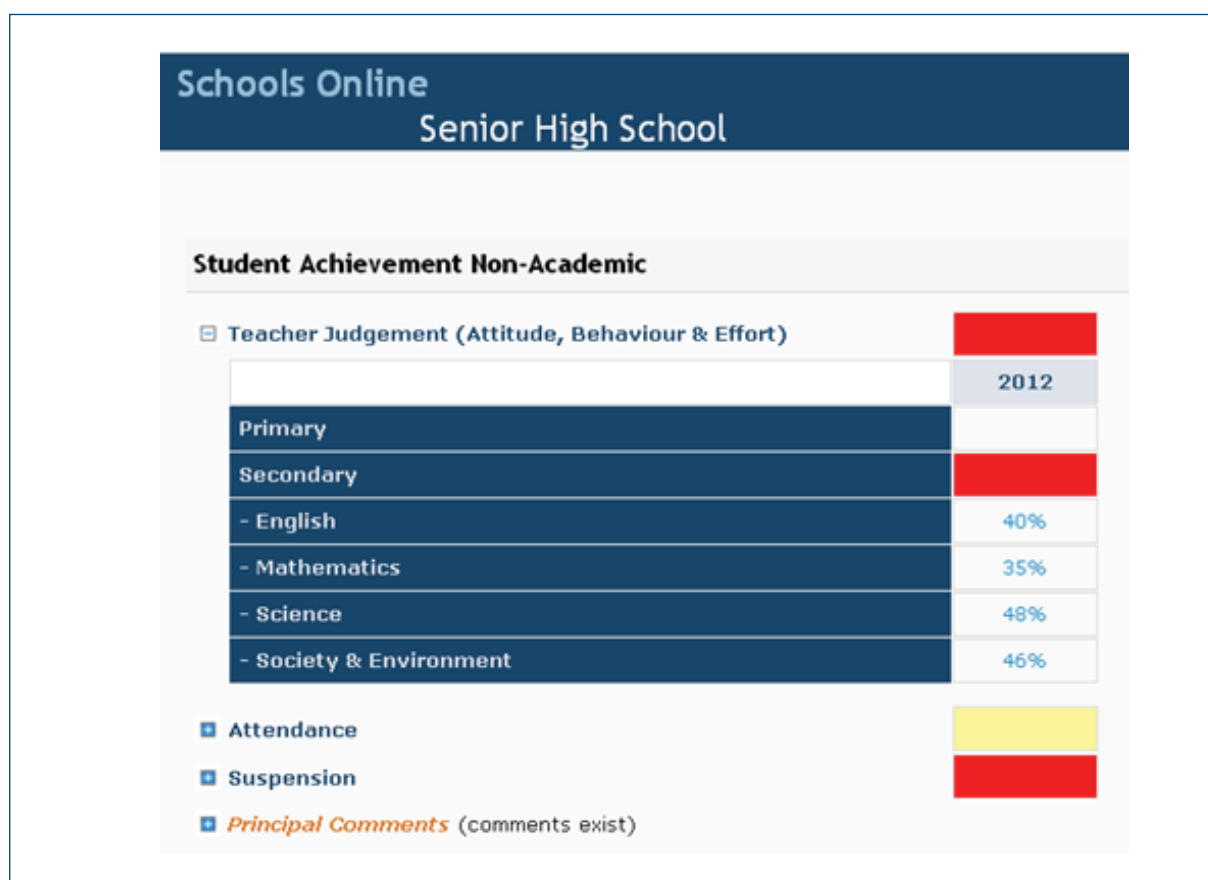
DoE uses teacher assessed ABE ratings to compare a school's performance against other schools (Figure 3.2). Teachers' ratings come from individual student's school reports to parents in July and December each year. The individual student ratings are combined to calculate whole school measures of performance.

ABE information comes from the Reporting to Parent system where teachers rate students on eight categories of attitude, behaviour and effort:

- works to the best of their ability
- shows self-respect and care

- shows courtesy and respect for the rights of others
- participates responsibly in social and civic activities
- cooperates productively and builds positive relationships with others
- is enthusiastic about learning
- sets goals and works towards them with perseverance
- shows confidence in making positive choices and decisions.

The ratings teachers use are 'consistently', 'often', 'sometimes', 'seldom' and 'not assessed'. DoE uses the ABE ratings 'sometimes' and 'seldom' to arrive at whole school measure for the school's performance overview (Figure 3.2).



Source: Department of Education

Figure 3.2: School view of non-academic performance in SPMS: ABE, Attendance and Suspension

Primary schools have one score, and scores for secondary schools are a composite of assessments made in English, Mathematics and Science. DoE uses this as an indicator of how much a school differs from the benchmark.

DoE uses statistical methods, to arrive at a benchmark for comparing schools across the system. The benchmark is based on a calculation that compares the schools ratings to teachers' ratings in all other schools and is weighted for socio-economic status. Based on the standard deviation from the benchmark, schools' performance is assessed as Green, Yellow, Red or White, with Red indicating a less than favourable performance.

Figure 3.2 Legend:

Attitude, Behaviour and Effort

Display	Percentage of students with an average of 'seldom' or 'sometimes' across the eight attitude, behaviour and effort categories
Green	>1.0 standard deviation above expected percentage relative to SEI
Yellow	-1.0 to 1.0 standard deviations from expected percentage relative to SEI
Red	<-1.0 standard deviation below expected percentage relative to SEI
White	Insufficient data or not applicable

Attendance

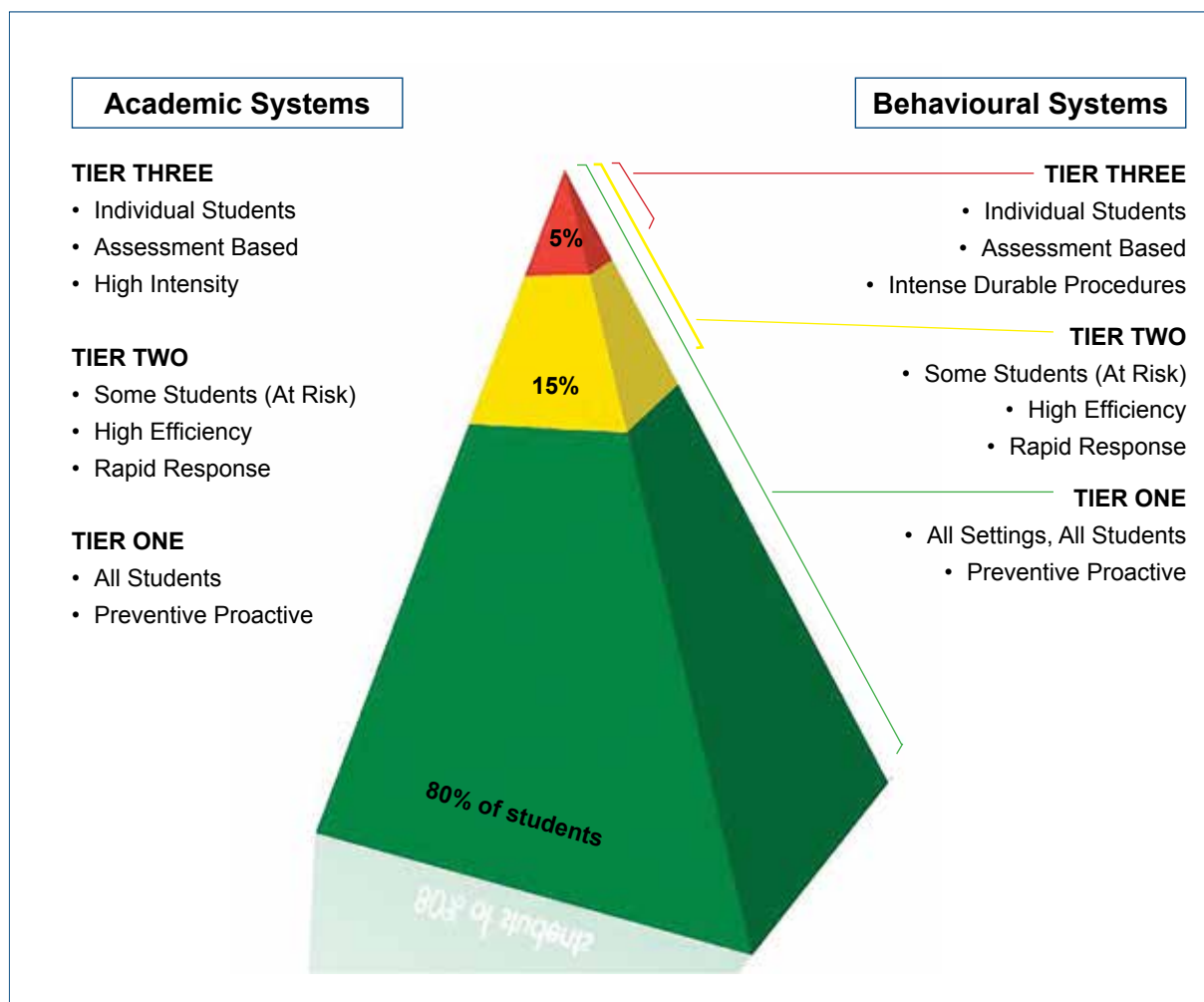
Display	Percentage of students attending 90 per cent or more of available student days
Green	>1.0 standard deviation above average regular attendance relative to SEI
Yellow	-1.0 to 1.0 standard deviations from average regular attendance relative to SEI
Red	<-1.0 standard deviation below average regular attendance relative to SEI
White	Insufficient data or not applicable

Suspension

Display	This overall measure is a composite of the percentage of students suspended (counting individuals once) and the change from the current to the previous year. There is no green category for this measure as many schools have no suspensions.
Yellow	Anything that doesn't meet the conditions for amber or red
Amber	Percentage of students suspended is >15%
Red	Percentage of students suspended is >20%, or >15% plus change, or Percentage student suspended is > 10% plus a change of >5%

Source: Department of Education

Appendix Four: Positive Behaviour Support framework model



Tier 3	Intensive practices and systems for students whose behaviours have been documented as not responsive at tiers 1 and 2. Individualised to the specific needs and strengths of the student.
Tier 2	Specialised practices and systems for students whose behaviours have been documented as not responsive at tier 1. Generally provided in a standardised manner in small student groupings.
Tier 1	Practices and systems for all students and staff implemented across all school students.

Source: Department of Education website

<http://det.wa.edu.au/studentsupport/behaviourandwellbeing/detcms/navigation/positive-classrooms/positive-behaviour-support/?oid=MultiPartArticle-id-14282482>, accessed on 10 March 2014.

Appendix Five: Department of Education resources provided to support student behaviour management

Resource Recipients	Support/Resource Received	Details
All schools	Student Support Program Resource Allocation Funding	DoE allocates funding to eligible schools based on student and school characteristics for: <ul style="list-style-type: none"> raising standards of literacy and numeracy achievement closing the educational achievement gap for Aboriginal students supporting positive student behaviour supporting the engagement and achievement of all students.
	School Psychologists	DoE allocates every school some school psychologist time (part of a FTE) to provide support in any of the three areas of behaviour, learning, and/or mental health and wellbeing.
	School Networks	DoE places all schools in a network of local schools to provide mutual support. In 2011, DoE provided funding to support 26 school networks.
	Engagement and Transition Managers (ETMs) – for secondary and district high school students	ETMs are based in education regions. They manage the transition of students in the last two years of schooling to meet participation requirements. They work with schools with students at risk of disengagement from 12 years of age onwards and source programs for these students from community organisations.
Schools with students meeting certain criteria	Education Assistants Schools Plus funds	DoE provides Education Assistants for students with certain diagnosed disabilities, or if the school is an Independent Public School, DoE provides Schools Plus funds.
	Schools of Special Educational Needs	Support is provided to schools and to students with disabilities through three Schools of Special Education Needs: Medical and Mental Health, Disability, and Sensory. Support assists students to participate in enrolled school programs and provides professional learning to teachers, including positive behaviour support.

Resource Recipients	Support/Resource Received	Details
Schools that nominate to access or participate	Classroom Management Strategies (CMS)	<p>CMS training is provided by DoE to staff nominated by principals. It supports teachers and education assistants with a suite of professional training. There are four programs:</p> <ul style="list-style-type: none"> • Foundation Program • Instructional Strategies Extension Program • Conferencing Accreditation Training • Education Assistant Professional Learning – ‘Working Together.’
	Positive Behaviour in Schools (PBS)	PBS is an approach to whole school change that uses data and information about teaching and behaviour management to improve student outcomes. Schools can opt into PBS and receive coaching and support from DoE to implement it.
	School Chaplaincy Program	DoE, through YouthCare, coordinates the employment and management of Chaplains to provide pastoral care and general services to schools. Schools that choose to assess chaplaincy services pay for their salaries.
	System-wide programs for specific issues – such as Providing Alternative Thinking Strategies, Positive Parenting Program	DoE in conjunction with school staff delivers programs for students to promote student wellbeing, and positive behaviour.
	Institute for Professional Learning (IPL)	The IPL coordinates professional learning opportunities for all public education staff, including behaviour management, and provides advice and guidance on the development and delivery of professional learning across the system.
Underperforming schools or schools experiencing specific behaviour management concerns or issues	Regional Education Office	Provides advice on managing individual or school wide behaviour, as a response to either a request from the school or community, or due to concerns raised by or to the Regional Education Office.
	Expert Review Group (ERG)	Student behaviour issues can be part of an ERG investigation into school performance.
	Police Education Liaison Officer	The Police Education Liaison Officer is seconded from WA Police. The officer supports school initiatives preventing and minimising the impact of violent or disruptive behaviour in schools, and engaging school-age children back into the education system who have been deemed as ‘priority prolific offenders’.

Resource Recipients	Support/Resource Received	Details
Students with exceptionally challenging behaviour	Regional Education Offices provide: <ul style="list-style-type: none"> • support to the school, through provision of advice and information • support to the student and their family, such as social worker • emergency management and coordination of the exclusions process by Regional Executive Director. 	Delivered when: <ul style="list-style-type: none"> • a school requests assistance in managing a student with exceptionally challenging behaviour • a school wishes to make a recommendation for exclusion • Regional Office becomes aware of a student whose suspension record is nearing the maximum allowed days.
	Student support: <ul style="list-style-type: none"> • Complex Behaviour, Mental health • Complex Learning and Wellbeing 	High level consultancy and support in the management of students with extreme and complex behaviour problems and psychiatric disorders and high level negotiation for interagency services.
	Behaviour Centres	Behaviour Centre staff provide: <ul style="list-style-type: none"> • specialist learning and support services to the students with exceptionally challenging behaviour, delivered at school or at a centre. • intensive support to some students. • support to school staff to better manage individual or broader classroom behaviour issues.
	Curriculum and Re-engagement in Education (CARE) Schools	Option for supporting students with exceptionally challenging behaviour is to refer them to a CARE school. There are nine private CARE schools that receive specific funding to provide education programs for disengaged students. Once a student enrolls in a CARE school, they leave the public system.

Auditor General's Reports

REPORT NUMBER	2014 REPORTS	DATE TABLED
3	Opinion on Ministerial decision not to provide information to Parliament about funding for some tourism events	18 March 2014
2	Charging Card Administration Fees	12 March 2014
1	Water Corporation: Management of Water Pipes	19 February 2014
REPORT NUMBER	2013 REPORTS	DATE TABLED
18	Managing the Impact of Plant and Animal Pests: A State-wide Challenge	12 December 2013
17	Western Power's Management of its Wood Pole Assets	20 November 2013
16	Opinions on Ministerial Notifications	13 November 2013
15	Audit Results Report – Annual 2012-13 Assurance Audits	13 November 2013
14	Public Trustee: Administration of the Financial Affairs of Vulnerable People	18 September 2013
13	Sustainable Funding and Contracting with the Not-For-Profit Sector – Component I	18 September 2013
12	The Banksia Hill Detention Centre Redevelopment Project	7 August 2013
11	Information Systems Audit Report	27 June 2013
10	Supply and Sale of Western Australia's Native Forest Products	26 June 2013
9	Administration of the Patient Assisted Travel Scheme	26 June 2013
8	Follow-up Performance Audit of Behind the Evidence: Forensic Services	19 June 2013
7	Fraud Prevention and Detection in the Public Sector	19 June 2013
6	Records Management in the Public Sector	19 June 2013
5	Delivering Western Australia's Ambulance Services	12 June 2013
4	Audit Results Report – Annual Assurance Audits: Universities and state training providers and Other audits completed since 29 October 2012 – and Across Government Benchmarking Audits: Recording, custody and disposal of portable and attractive assets and Control of funds held for specific purposes	15 May 2013
3	Management of Injured Workers in the Public Sector	8 May 2013
2	Follow-on Performance Audit to 'Room to Move: Improving the Cost Efficiency of Government Office Space'	17 April 2013
1	Management of the Rail Freight Network Lease: Twelve Years Down the Track	3 January 2013



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