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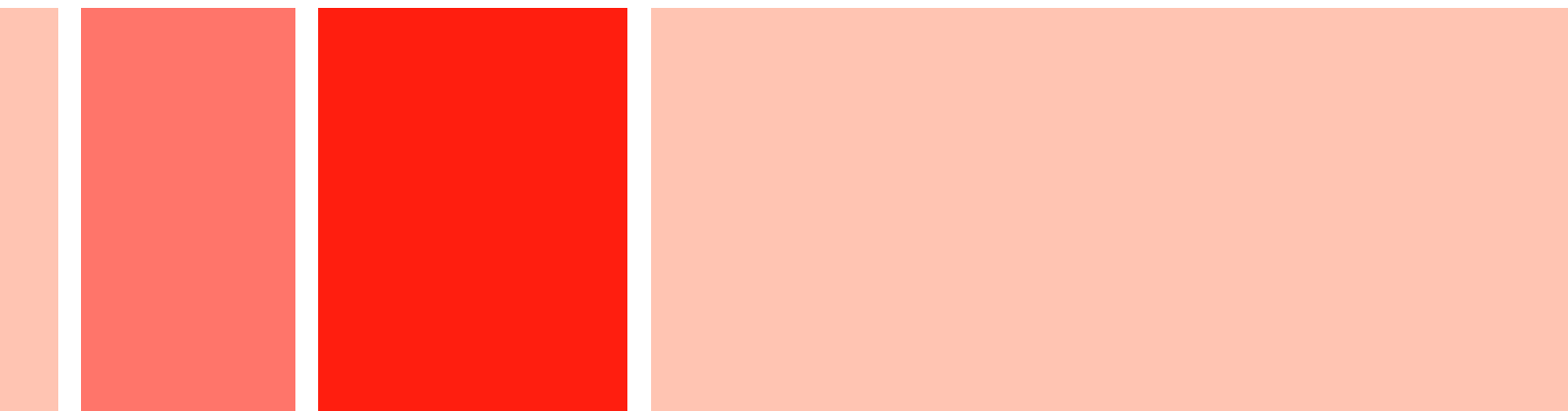
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All Wales School Liaison Core Programme (AWSLCP) EVALUATION REPORT



All Wales School Liaison Core Programme (AWSLCP) EVALUATION REPORT

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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Assembly Government

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Glossary of acronyms

AWSLCP	All Wales School Liaison Core Programme
BESD	Behaviour, Social and Emotional Difficulties
D.A.R.E.	Drug Abuse and Resistance Training
DCELLS	Department of Children, Education and Lifelong Learning and Skills
ESBD	Emotional, Social, and Behaviour Difficulties
ESTYN	Her Majesty's Inspectorate of Schools and Training in Wales.
HSBC	Health Behaviour in School-aged Children Study
KUSAB	Knowledge, Understanding, Skills, Attitudes and Behaviour
PRU	Pupil Referral Units
PSE	Personal and Social Education
SCPO	School Community Police Officer
WAG	Welsh Assembly Government

Executive Summary

Background:

The All Wales School Liaison Core Programme (AWSLCP) has been developed in recognition of the role that schools and education can play in tackling anti-social behaviour, substance misuse and problems associated with personal safety. The AWSLCP approach is mainly a preventive, generalised and broad-based one that is focussed on formal lessons delivered by uniformed police in the classroom, together with supportive policing activities. The aims of the programme are to:

- work towards achieving a reduction in crime and disorder in the young of our communities, through the medium of education
- promote the principles of positive citizenship in schools and their wider communities.

The Flanagan Report on Policing in England and Wales (2008) recognised that the police service now not only takes responsibility for its 'traditional' functions, but also for many new ones, which require different skills and different ways of working. These developments mean that policing now ranges from counter terrorism and civil emergencies, to child protection, to the management of sex offenders in the community, to anti-social behaviour, and community policing. The AWSLCP provides an example of how police are engaging with young people in Wales.

The AWSLCP is currently delivered across Wales in 98% of schools by 87 School Community Police Officers (SCPOs). It is the intention that the AWSLCP should be used in conjunction with other initiatives to work towards reducing crime and disorder among children and young people. The emphasis is on partnership working and the AWSLCP collaborates with a range of other providers.

This evaluation focuses on whether the messages contained in the AWSLCP lessons, and the supportive police role undertaken by the SCPOs, are feeding through to:

- a reduction in anti-social behaviour in schools and communities
- a greater sense of personal safety for pupils
- a reduction in substance misuse.

This evaluation took place between December 2008 – December 2010, and draws on both qualitative and quantitative data to identify good practice in the implementation of the AWSLCP. The evaluation includes a literature review and key informant interviews. Ten schools were identified across Wales (four primary, five secondary and one special). These schools were chosen specifically because they had a long-term positive relationship with the AWSLCP. This was because it was recognised that, with pupils receiving, on average, less than 2 lessons per annum, the effects of the programme were unlikely to be large, and would be more likely to be picked up in schools where there was established practice. These schools were also chosen in order to explore the impact of long-term supportive policing provided by

SCPOs. Two researchers spent, on average, two days in each school and local community conducting in total over 80 interviews with school staff, SCPOs, parents and community professionals. The researchers also observed seven AWSLCP lessons, and conducted 23 pupil focus groups. A pupil survey of all those in years 6, 8 and 11 was administered in each of the ten schools visited (over 1,500 pupil questionnaires completed). Contact with the schools was through the National Coordinator of the AWSLCP and SCPO. The SCPO often identified which individuals in schools and the community we should speak to. In some instances, the relationship between the SCPO and the school was particularly close as the SCPO might have children in the school and/or be a school governor: This may have had an impact on what was said.

Although socio-economic diversity was one criterion for selection of schools, it is clear that, if using free school meal entitlement (FSM) as an indicator, schools with higher levels of FSM are underrepresented. The small number of schools visited also means our findings cannot be considered as statistically representative or generalisable to all schools, though the amount, quality and consistency of data allows for some judgements about the effectiveness and impact of the programme to be reached. Many of our findings also accord with those from earlier independent evaluations (Tregidga, Williamson & Noaks, 2005, Markit Training & Consultancy 2007), and with the Estyn Report (2007) on the impact of substance misuse guidance for children and young people.

It is important to emphasise at this point that there has been no single programme, in the UK, or internationally, that has been found to make a significant long-term difference to the major social issues of substance abuse or anti-social behaviour. There have, however, been programmes that can be seen to make a difference to individuals or groups of young people at different points in their lives. Such programmes are likely to make a greater difference when associated with a wider range of social, economic and educational services. Any report on programmes designed to reduce substance misuse or anti-social behaviour needs to be read in this context.

Main Findings

The increasingly risky nature of young peoples life experiences, and the growing recognition that young people today are less and less likely to have common experiences, means it is difficult to attribute direct social change to any single intervention. Some research does show however, that interventions which are holistic, universal, and which use skill based interactive teaching styles are more effective in relation to young people's behaviour. There is also substantial literature supporting the view that effective multi agency work can contribute to successful interventions. With this in mind, the AWSLCP was seen by many respondents as recognising the relationship between community safety, social responsibility, non-engagement in crime, and substance misuse, therefore requiring the development of local relationships across Wales between the police service and education. Over the last decade statistics show there has been a general decline in substance misuse and anti-social behaviour among teenagers in Wales (as in other parts of the UK), though this is not, of course, the case in all areas. Expectations of

interventions such as the AWSLCP are often too high, and should be judged over the long term, with small successes welcomed and valued as possibly changing attitudes and behaviour in the future.

I know it's difficult to measure it right, but I see it in term of the relationships ... they [SCPO] are impacting in schools ... they are not just delivering lessons, delivering information – they are building up relationships [with pupils and staff] ... I think that's got to have an effect. (Assistant Head Teacher, Comprehensive school)

Our findings indicate the following:

- The AWSLCP was held in high regard, and seen as a valuable and important, by almost all those interviewed. Although there were some critical comments, these were made as suggestions for improvement, or were often directed at issues beyond the remit of the AWSLCP.
- There was overwhelming support for the continuation of the programme with data suggesting several different reasons for this view e.g. that in some schools there would be limited PSE input on these topics if not delivered by the AWSLCP; that SCPO presence in schools helped pupils and staff feel safe.
- The schools visited for this evaluation have long-term and very close relationships with 'their' particular SCPO, so our data reflects a level of engagement that is unlikely to be typical at this stage of the development of the programme. The schools chosen were those where there was most likely to be a positive impact of the programme, so that the characteristics of effective intervention could be identified.
- The number of lessons delivered and the level of contact between a school and SCPO varied from school to school. Contact beyond delivering the core programme was dependent upon a schools request for supplementary modules and/or for supportive policing.
- There was a widespread view from those interviewed, that the AWSLCP delivers considerable added value by providing *all* pupils with knowledge, awareness and understanding that they can use to keep themselves safe and out of trouble. This is seen as particularly important for those pupils who may be considered as vulnerable and 'on the cusp' of becoming involved in illegal behaviour.
- There are clear indications from our interviews with SCPOs, school staff, community professionals, and from comments provided by some pupils, that the AWSLCP has changed both behaviour and attitudes towards substance misuse and anti-social behaviour. Although this data contradicts evidence from larger studies that school-based interventions have little impact in these areas, it is important to recognise that this evaluation was directed towards identifying good

practice in a small number of schools, and was not looking at long-term impact.

- Teachers and SCPOs gave examples of pupils acting upon information contained in AWSLCP lessons that helped to keep them safe. For example, reporting suspicious behaviour on the internet. Some pupils requested more lessons from the AWSLCP on this topic.
- Nearly three quarters of primary pupils and over a third of secondary pupils completing our questionnaire volunteered to give examples of how they had changed. Only a very few comments were negative.
- Comments volunteered by pupils in questionnaire responses suggested that AWSLCP lessons had had an impact on anti-social social behaviour. For example *'I behave better on the streets'* and *'I don't spray paint anymore.'*
- Pupils also volunteered examples of how their behaviour had changed regarding substance misuse. Although fewer in number than other examples given, they nonetheless suggest the lessons were having an impact in this area. For example year 11 pupils wrote: *'I don't get drunk every weekend like I used to'; I drink less alcohol and I've been off drugs for two and a half years'*.
- Discussions in some pupil focus groups and questionnaire comments also indicate there have been changes in general attitudes and behaviour, particularly towards family and community that are encouraging and suggest more engaged and reflective citizens for the future. For example, comments from year 6 pupils included: *'I have changed the way I talk to my family and friends'; 'I am more friendly with everyone'*.
- The practicalities of a secondary school effectively engaging with the AWSLCP is dependent, to a large extent, upon the status and timetabling of PSE in individual schools. In schools with dedicated PSE staff and a weekly timetable of PSE lessons, it is easier to incorporate the AWSLCP into the curriculum and to plan for preparation and follow-up to PSE lessons. In schools where PSE is delivered during registration time, or if schools operate a 'block' delivery of PSE, time is more limited. Equally it seemed to be more effective in schools with specialist PSE teachers or where there is a relatively constant cohort of interested staff involved in PSE. There was also some evidence that staff were allocated to teach PSE, sometimes reluctantly, when they had a light timetable.
- Our findings provide clear indications of the factors and conditions that are likely to foster effective AWSLCP interventions. These include:
 - A positive relationship between SCPO and pupils and schools that is developed over time.

- According PSE high status in school strategy, curriculum and timetabling.
- Ensuring joint planning takes place between the PSE coordinator and SCPO for the effective delivery of lessons.
- Providing good quality staff development for school staff in PSE and ongoing support for their continuing professional development in the subject.
- Facilitating planned preparation for, and follow-up to, AWSLCP lessons.
- Establishing regular contact for both staff and learners with SCPO outside the formal lesson delivery time through the supportive policing role.

Strengths

- The positive relationship between SCPOs and a school sometimes 'opened the door' for contact with neighbourhood police and other agencies who had previously found it difficult to engage with some schools.
- There was a widespread view that SCPOs were best placed to deliver these lessons. SCPOs were seen as having good pedagogical skills; first hand experience of the issues; an up-to-date knowledge of the topic; and a presence in the classroom.
- Regular and frequent contact between a school and the SCPO is said by school staff to remind learners of the lessons; can contribute towards good discipline; and, in some schools, can lead to staff and learners feeling safer in school.
- School staff spoke of the importance of the educational training undertaken by SCPOs, and their confidence in the teaching skills of SCPOs. Pupils found the lessons delivered by the SCPO to be valuable and engaging.
- In many schools the supportive policing role was seen as important, particularly because this type of police presence in school was non-threatening. Supportive policing could involve, for example, SCPO intervention in incidents in school to prevent, where possible, the criminalisation of young people; SCPO attendance at pupil support groups; SCPO involvement in summer camps and outdoor activities with disengaged pupils; SCPO contact with families; and SCPO facilitation of restorative justice interventions.
- SCPO involvement in multi agency work was valued by schools and other agencies.
- Interviews clearly showed that a school's involvement in the AWSLCP could improve relationships between young people and the SCPO;

between the police and schools generally; and between schools and other agencies.

- It was reported by almost all (91%) of primary pupils and around 75% of secondary pupils completing our questionnaire that the AWSLCP provides them with new knowledge, and that this is sustained at different and consecutive key stages (e.g. secondary pupils surveyed, in particular those in year 11, continued to find the lessons instructive and valuable).
- The AWSLCP does seem to impact on the personal safety of pupils. Examples were given of pupils self-reporting concerns they had about the internet and possible paedophile activity. SCPOs also gave examples where children and young people had told them they have been 'kept safe' in their neighbourhood, because of information and advice given in the lessons.
- SCPO involvement in incidents in school was preventing the criminalisation of some young people.

Weaknesses

- The methodology used for internal evaluation needs further development (e.g. to use sampling or targeting of specific schools/areas; greater involvement of pupils in internal evaluation), so that strengths and weaknesses can be identified.
- School involvement with the AWSLCP did not always appear to be sufficiently integrated into the PSE curriculum in some primary and several secondary schools.
- There was considerable criticism by pupils that there was no opportunity for further discussion of information from the AWSLCP in PSE lessons. Quite a number of pupils in focus groups felt that they did not have enough opportunity in school to explore how to deal with peer pressure.
- A majority of respondents, including teachers, felt that teachers would be uncomfortable addressing some of the issues dealt with by the SCPOs. This was the case even with additional training in these areas, raising issues about the confidence of PSE staff, or some primary teachers, to provide adequate follow-up, particularly for pupils who might wish to disclose sensitive information.
- The positive relationship between individual SCPOs and young people was not seen to be impacting on the relationship between young people and the police in general. This was recognised by a small number of youth workers, teachers and an SCPO, and was also raised as an issue by pupils in focus groups, and in questionnaire responses.
- Although SCPOs were rarely called upon to undertake regular police

duties, there were concerns from some SCPOs that, as a result of the squeeze in public expenditure, the time available in the future to work in schools, might be limited.

Implications for WAG

- To evaluate the implementation of the Personal and social education framework for 7 to 19 year olds in Wales.
- To work with local authorities to improve staff development for PSE, and discuss with teacher training institutions how to develop PSE skill and knowledge for trainee teachers.
- To work with local authorities to monitor the joined-up-ness of national initiatives involving multiple agencies. It does not always seem clear what are the criteria for effective and successful working together initiatives.

Implications for AWSLCP

- There is a need to provide both national and local data charting crime rates and monitoring progress and change in other key areas. Such data is currently difficult to access.
- Children and young people could take a more active role in planning and evaluating AWSLCP. For example, pupils in this study appreciated the opportunity to give their views anonymously.
- The AWSLCP should develop more effective ways for evaluating their work with schools that includes evaluation of the level of commitment from, and cooperation with, the school.

Implications for schools and local authorities

- PSE organisation, structure and delivery needs to be developed to best meet the needs of learners.
- There should be greater integration of the AWSLCP into PSE in secondary schools.
- Schools should ensure that teachers take a more active role in supporting further learning when outside agencies such as the AWSLCP take the lead in delivering lessons.
- The issue of teachers' reluctance to engage with the issues dealt with by the SCPOs is of concern. Young people need to know there are adults in school with whom they can share concerns about these issues.
- The impact of the AWSLCP could be further explored with schools and local authorities taking a greater role in monitoring and evaluation.

Implications for the police

- SCPOs work in schools should continue to be prioritised, valued and funded.
- There is a need to consolidate and strengthen links between SCPOs, neighbourhood police, schools and relevant community organisations.
- Though relationships between pupils and SCPOs are good, more needs to be done to encourage police officers generally to develop positive relationships with young people in the community.

All Wales School Liaison Core Programme (AWSLCP) EVALUATION REPORT

1. Introduction and description of the AWSLCP

1. 1. Introduction

Multi-disciplinary and inter-agency working within and outside school settings is now regarded as essential for promoting strong school communities that are effectively rooted in, and supported by, their wider localities. It is also well established that developing new kinds of collaborative partnerships is key to creating schools and young citizens matched to the needs of the 21st Century (Kennedy, 2003). The Flannigan Report on Policing in England and Wales (2008), recognises that the police service now not only takes responsibility for its 'traditional' functions, but also for many new ones, which require different skills and different ways of working. These developments mean that the police have responsibility for the following diverse fields: counter terrorism and civil emergencies; child protection; the management of sex offenders in the community; the management of anti-social behaviour; and community policing.

This backdrop provides the wider context for understanding the current impetus to forge partnerships that bridge the professional domains and value positions of both education and policing. It also recognises that a range of national and more localised agendas and concerns are currently informing the deployment of police in school. For example, bullying, truancy and drug use have been troubling aspects of young people's behaviour across all countries of the UK for many years, with negative impact on the health and social development of young people (Shaw, 2004). Young people living in socially deprived neighbourhoods are more likely to be involved in a range of anti-social behaviour than others (Smith, 2006). The important role of schools in preventing the development of delinquent behaviour has also been highlighted in, for example, the longitudinal *Edinburgh Study of Youth Transitions and Crime* (see in particular Smith, 2006a; Smith, 2006b)

Devolution has led to growing differences between Welsh and English education policy (Rees, 2005). From the establishment of the Welsh Office Department of Education in 1970 and the formation of a Curriculum Council for Wales (CCW), there has developed what has been referred to as a 'distinctive Welsh brand of cultural restorationism' in the form of the cross-curricular *Curriculum Cymreig* (ACCAC, 2003). The commitment of the CCW to foster the notion of community through comprehensive schools placed emphasis upon equality and human rights, thus promoting a broad understanding of community which continues to this day. In the areas of education and training a 'Welsh Alternative' to English policies has emerged.

The Welsh Assembly Government has an explicit commitment to the principles of social justice, sustainability and inclusivity, and to tackling the root causes of problematic behaviour. In the decade since devolution there have been a number of policy developments from the Welsh Assembly

Government relevant to this project, including, for example, the review of the school curriculum for Wales and the updating of the PSE framework for 7 to 19 year olds in Wales (2008); All Wales Youth Offending Strategy; Working Together -10 year substance misuse strategy 2008-2018; Inclusion Pupil Support (2006); and the Welsh Network of Healthy Schools Schemes (2000).

The DARE project (Drug Abuse and Resistance Training) in Wales preceded the AWSLCP. The DARE project is delivered by specially trained police officers in schools and is the most widely implemented youth drug prevention programme in the United States. It receives substantial support from parents, teachers, police, and government funding agencies, and its popularity persists despite numerous well-designed evaluations and meta-analysis that consistently show little or no deterrent effects on substance misuse¹. Overall, evidence on the effects of the traditional DARE curriculum, which is implemented in grades 5 and 6, shows that children who participate are as likely to use drugs as those who do not participate. However, some positive effects have been demonstrated regarding attitudes towards police. Although DARE in Wales was seen to make a good contribution to developing positive relationship between schools, parents, communities and the local police force, there were criticisms regarding the failure by all concerned to agree on the best way in which to teach pupils, and the resulting detrimental effect on effective multi-disciplinary approach (WAG Report, undated). The AWSLCP took these criticisms on board and was launched with core modules, multi agency approval, and with the agreement of all four Welsh Police Forces.

1.2 Description of AWSLCP

The All Wales School Liaison Programme (AWSLCP) has been developed in recognition of the role that schools and education can play in tackling anti-social behaviour, substance misuse and in improving personal safety. The AWSLCP approach is mainly a preventive, generalised and broad-based one that is focussed on formal lessons delivered by uniformed police in the classroom, together with supportive policing activities. The aims of the programme are to:

- Work towards achieving a reduction in crime and disorder in the young of our communities, through the medium of education
- Promote the principles of positive citizenship in schools and their wider communities.

The programme became fully operational in September 2004 and adopts a spiral approach, building upon the knowledge and skills of children and young people throughout their school career. The AWSLCP works with schools to enhance crime prevention/reduction as part of the schools PSE programme. Schools have therefore been encouraged to 'sign up' to the AWSLCP, and in 2008/2009 98% of schools in Wales had done so.

¹ Following a series of rigorous evaluations of DARE, the USA Surgeon General put the programme in the category of "Does Not Work", with regard to substance misuse prevention (USA Surgeon General (2001)

The lessons and supporting materials of the AWSLCP are designed by the national coordinator and five regional coordinators, all of whom are experienced educational professionals. All lessons adhere to key components of the PSE framework for 7 to 19 year olds in Wales, and conform with best practice guidelines outlined in the *WAG Substance Misuse Children and Young People Circular no 17/02*. In the revised AWSLCP '*Teachers Pack*' the core programme was developed and refined to allow greater choice and flexibility for schools. As outlined by the national coordinator in her introductory letter to the revised programme:

The AWSLCP adopts a corporate approach to complement PSE in the field of Crime Prevention and Reduction Education. As a spiral scheme of work spanning Foundation Phase/Key Stages 1 to 4, it utilises police expertise to complement and support your good work in schools. It focuses on three main themes namely drugs and substance misuse, social behaviour and community and safety.

Issues vary from region to region and from school to school and new issues emerge which adds strength to the belief that the programme needs to be more flexible to accommodate regional demand and change. To resolve this issue we maintained the common framework of the core elements, but to allow greater choice a supplementary menu was introduced in September 2007.

In each of the Key Stages officers will deliver the following number of lessons:

- 5 Drug and substance misuse lessons
- 5 Social Behaviour and Community Lessons
- 5 Personal safety lessons

(There are 15 extra lessons on the supplementary menu)
(*AWSLCP Teachers Pack 2008*)

The programme is currently delivered across Wales by 87 School Community Police Officers (SCPOs – formerly known as School Liaison Officers). SCPOs are serving police officers with frontline policing experience who apply for the position of SCPO. All officers are expected to complete level four of the Foundation Degree in Education as mandatory training, and are encouraged to continue their studies through level five to obtain a foundation degree.

The school's PSE coordinator and the SCPO jointly plan the SCPO delivery of the core programme and any supplementary lessons from the AWSLCP lesson matrix. The AWSLCP has recently been extended to encompass working with pupils in Pupil Referral Units (PRUs), and special schools for pupils with behavioural, educational, and social difficulties (BESD).

It is the intention that the AWSLCP should be used in conjunction with other initiatives/programmes/interventions. The emphasis is on partnership working and the programme collaborates with a range of other providers; such as, Welsh Network of Healthy Schools Schemes, the Fire Service and Road

Safety Wales. The AWSLCP has also just started working with the Youth Justice Board, Wales.

Two recent examples of the AWSLCP working with other agencies give a flavour of the expanding scope and vision the AWSLCP. In 2008/2009 the AWSLCP organised four training days for teachers across Wales, one in each police force area, to promote alcohol and domestic abuse education in schools. The aims included:

- developing a partnership approach between agencies
- informing teachers of the current information and trends surrounding alcohol use and misuse and domestic abuse from a health, social and legal perspective
- sharing best practice.

In May 2010, the AWSLCP also organised a seminar entitled 'The Police Support Model for Secondary Schools'. Speakers included a Chief Constable, the Director General of the Department for Children, Education, Lifelong Learning and Skills (DCELLS), an academic, and a secondary school headteacher.

There is continual, internal monitoring of the programme (e.g. National Evaluations dated 2005, 2006 and 2009). The KUSAB model (Knowledge, Understanding, Skills, Attitudes and Behaviour) was introduced as an evaluative tool in 2007 (in line with police and educational training directives), as an indicator of change in young peoples knowledge, understanding, skills attitudes and behaviour.

There have been two independent evaluations of the AWSLCP. The first evaluation (Tregidga, Williamson & Noaks, 2005) was a formative evaluation that identified issues to be considered as the project developed. Although many of the issues have now been addressed, the following are integral to this study:

- The nature and extent of school engagement with the programme;
- The importance of SCPO 'persona' and continuity of contact for developing positive relationships with young people;
- Concerns from some SCPOs indicating a need for clearer strategic guidance on the roles and responsibilities within the classroom;
- A need to adopt a realistic approach to measuring success in terms of crime reduction;
- The complexity of measuring the long term effects on young people.
- The attitude of children and young people to SCPOs, and to police in the community.

The second independent evaluation (Markit Training & Consultancy, 2007) followed the KUSAB model. This evaluation consisted of survey questionnaires, interviews and focus groups giving an account of how the AWSLCP was received by pupils and teachers across Wales. Findings included:

- Children and young people were overwhelmingly positive about their experiences and consistently described the programme as important, interesting and useful;
- Teachers were also similarly affirmative about the educational value of the programme, but felt that the impact of the programme depended, to a significant extent, on the relationship with the individual SCPO;
- School staff perceived the programme as having a positive effect on pupil knowledge, understanding, and skills development, but they were unable and unwilling to attribute positive changes in pupils' attitudes and behaviour to any single intervention;
- When answering individual pupil questionnaires, Year 6 pupils were generally unable to identify how AWSLCP lessons linked with and complemented teacher-delivered sessions. However during focus group discussions pupils in most schools were able to identify some links between the AWSLCP and the curriculum;
- The model of PSE adopted in schools has a significant impact on the delivery of the core programme.

A Report by Estyn (Her Majesty's Inspectorate of Education and Training in Wales, 2007) entitled '*Education about substance misuse. Evaluation of the implementation and impact in schools of the guidance 'Substance misuse, children and young people in Wales' in Welsh Assembly Government circular 17/02 June 2007*', has particular resonance with this evaluation. The report found there are signs that the impact of Circular 17/02 in primary schools may be having a positive effect in helping to delay the age at which the majority of children and young people start smoking and experimenting with other hazardous substances, but that the impact of the Circular in secondary schools is less certain. Estyn recognise that pupils' knowledge and understanding of some of the physical effects and legal consequences of substance misuse has improved since the Circular's introduction, and that this is mainly because the majority of schools have adopted the 'All Wales School Liaison Core Programme'.

A National Behaviour and Attendance Review (Reid, 2008) found that managing behaviour and attendance, both in and out-of-school, are becoming increasingly complex issues that require prioritisation by the Welsh Assembly Government. In particular girls are now as likely as boys to manifest both behaviour and non-attendance traits, and there is a perceived rise in the numbers of pupils with social and emotional needs and other additional support needs. Importantly this report acknowledges that Wales also has higher numbers of pupils from deprived and low socio-economic backgrounds by comparison with many other parts of the UK.

Taking the above into consideration we developed a series of research questions that focused on whether the messages contained in the AWSLCP lessons, and the supportive policing role undertaken by the SCPOs, are having an impact on:

- reducing anti-social behaviour in schools and communities;
- promoting greater sense of personal safety for pupils;
- reducing substance misuse.

2. Research questions, design and methods

2.1 Research Questions

Our research questions are grouped under four headings. We explored the first two questions through a literature review; the following six questions relate to a process evaluation; the next five questions to an outcome evaluation; and the final two questions to a review of internal evaluation systems.

Literature review

1. What evidence is there that school-based interventions can change the attitudes and behaviour of young people in relation to anti-social behaviour, drug misuse and personal safety?
2. What evidence does the research literature provide of effective school-based interventions involving police in schools?

A process evaluation

3. What are the various roles and remits of SCPOs in Welsh schools? How are their distinctive remits (lesson delivery and supportive policing) understood by different actors in the school and the wider community?
4. To what extent does the content of PSE lessons complement the lessons delivered by the SCPOs? How do SCPOs interact with school staff, including those involved in the delivery of PSE?
5. Do schools differ with regard to the extent to which they have engaged with the programme?
6. What proportion of pupils has participated in the programme, what is their social profile and what has been the scale and nature of their involvement?
7. Have pupils regarded as 'disengaged' been involved with the programme, and what has been the nature of their involvement?
8. What systems does the AWSCLP use for internal monitoring and evaluation purposes?

An outcome evaluation

9. As judged by a range of actors in the school and wider community, what is the impact and effectiveness of the AWSLCP?
10. Do learners feel that the programme has had an impact on their attitudes and behaviour regarding personal safety, substance misuse and anti-social behaviour?
11. What kind of evidence is used by the various stakeholders in coming to judgements about the effectiveness of the programme?
12. What evidence can be drawn from comparing existing relevant data sources across local authorities, health boards, police/youth justice, and schools that would indicate positive changes in pupil behaviour?
13. What are the characteristics of effective programmes where there is an indication of some positive impact on anti social behaviour, substance misuse and personal safety?

Examination of internal evaluation systems.

14. How can data from existing sources be used to inform and improve current practices and internal evaluation systems?
15. What new data would be useful for monitoring and evaluating future practice?

2.2 Design and Methods

The evaluation draws on both qualitative and quantitative data from a range of sources using several methods. We were aware that changes in behaviour are likely to be caused by a range of personal, family and local factors as well as interventions in diverse fields such as education, health, policing and poverty. A range of methods were used including a literature review, interviews, focus groups, observations, and a pupil questionnaire survey.

Information leaflets and letters about the evaluation were provided for key informants, schools, teachers, community professionals and pupils (see Appendix 111). It was emphasised that information provided for the evaluation would be used anonymously. Contact details were given so that any concerns or questions could be addressed directly by the research team. All research literature was provided in Welsh and English. All interviews and focus groups were offered in both languages, and at all times the bilingual context of Wales was recognised and endorsed.

The literature review

A review of current interventions of school based initiatives (2000-2008) in the areas of substance misuse, anti social behaviour, and personal safety/well-being. The review accessed mainly literature published from 2000 to 2008. It utilised in-house library resources at the University of Edinburgh and national/international databases (e.g. ERIC, ASSIA). The Health Board for Scotland library also undertook searches of the following data bases:

- CINAHL (Cumulative Index of Nursing Journals related to nursing and health and Allied Health Literature),
- Cochrane Library Systematic reviews of the literature on medicine, nursing and allied professions
- MEDLINE.

As the research areas of drugs and substance misuse and the prevention of anti-social behaviour are established fields, this review draws on meta-analyses and systematic reviews (e.g. EPPI Centre and Cochrane Collaboration) in these areas. In contrast, information on the topic of personal safety comes from a variety of sources so it has been necessary to rely on relevant survey data and some primary studies. This review has also been mindful of research carried out within the Welsh context.

As one would expect, there are limitations with such a time-limited and broad based review. In particular its extensive focus necessitated a reliance on systematic and meta-analyses where such reviews were available. This approach had both advantages and disadvantages. While the strength of systematic and meta-reviews are that they provide a methodologically robust and sound evidence base for identifying what works over numerous programmes they fail to provide more detailed contextual data which may

inform our understanding of why a programme may work in one setting, but not another.

This review was completed in June 2009.

Key Informant Interviews

Interviews were conducted with ten key informants to provide context and an indication of current issues to be considered by the evaluation. Key informants included two Senior Police Officers; Healthy Schools Advisor; AWSLCP National Coordinator; ESTYN representative; Advisory Panel Member; ESIS Regional Coordinator (Education and School Improvement Service); Youth Offending Team Manager; Course leader/assessor Police GradDip Programme; and DCELLS Subject Specialist (Department for Children, Education and Lifelong Learning and Skills). Views were sought on how the AWSLCP fitted into national and local policies, and how the effectiveness of the programme was described and evidenced. Key informants were also asked about the universality and impact of the programme and the perceived sustainability of the programme in the future. Five interviews were face-to-face, with five interviews being conducted by telephone (ten interviews in total). All interviews were recorded with permission and were fully transcribed.

These interviews were completed in June 2009.

We also interviewed seven SCPOs before and during school visits, and four AWSLCP Regional Coordinators. The seven SCPOs interviewed had between 12 and 29 years of frontline policing experience before becoming an SCPO. Two SCPOs interviewed had been in AWSLCP for less than 18 months all the others had been in post from the beginning of the AWSLCP roll out in 2004. Topic Guides were used to explore how the work of the SCPO is incorporated into the curriculum/ethos of the school; the timeliness and relevance of topic delivery; and the role of the SCPO. All interviews were recorded with permission.

The National Coordinator of AWSLCP was interviewed separately on several occasions.

Fieldwork

Fieldwork took place in selected schools. Ten schools (including four pairs of linked primary and secondary schools, a special school, and a community school) were chosen for in-depth fieldwork and a pupil survey. In addition fieldwork (but not the pupil survey) was carried out in another special school. The selection of schools was based on the following criteria;

- Long-term contact with SCPO;
- As an example of well established practice with the AWSLCP because it was recognised that, with pupils receiving, on average, less than 2 lessons per annum, the effects of the programme were unlikely to be large, and would be more likely to be picked up in these schools. These schools were also chosen in order to explore the impact of long-term supportive policing provided by SCPOs in these schools;

- Representation across all four police force areas;
- Socio-economic diversity;
- Inclusion of a Welsh medium primary and secondary school.

Each of the ten schools was contacted initially through the AWSLCP National Coordinator prior to the school summer holidays 2009.

Table 1 – School and area data

School	School data	Local authority area statistics	Police area
Primary A	200 pupils FSM 11% (Low). Mixed catchment area. Rural.	Unemployment rate: 7.1%; No qualifications WAP: 9.5%; Jobseekers: 4.2%; IB/ESA: 7.6% WIMD: Low	South Wales
Secondary A	1,500 pupils FSM 4.5% (Low). Good area but some deprivation. Urban.	Unemployment rate: 7.1%; No qualifications WAP: 9.5%; Jobseekers: 4.2%; IB/ESA: 7.6% WIMD: Low	South Wales
Primary B	250 pupils FSM 33% (High). Former mining community, 75% economically disadvantaged.	Unemployment rate: 10.1%; No qualifications WAP: 20%; Jobseekers: 7.1%; IB/ESA: 16.2% WIMD: Very High	Gwent
Secondary B	900 pupils FSM 26% (High). Former mining community, 75% economically disadvantaged	Unemployment rate: 10.1%; No qualifications WAP: 20%; Jobseekers: 7.1%; IB/ESA: 16.2% WIMD: Very High	Gwent
Primary C	200 pupils FSM 13.5% (Low). Bilingual school. Catchment area a small town. Minority of pupils from economic disadvantaged area.	Unemployment rate: 6%; No qualifications WAP: 14.2%; Jobseekers: 2.9%; IB/ESA: 7.7% WIMD: Low	North Wales
Secondary C	500 pupils FSM 7.5% (Low). Serving town & rural communities 50% home	Unemployment rate: 6%; No qualifications WAP: 14.2%; Jobseekers: 2.9%; IB/ESA: 7.7%	North Wales

	language Welsh. Pupils from varied Backgrounds	WIMD: Low	
Primary D	350 pupils FSM 12.5% (Low). Pupils from wide geographical area with mixed socio- economic population.	Unemployment rate: 7.3%; No qualifications WAP: 15.4%; Jobseekers: 3.3%; IB/ESA: 12% WIMD: High	Dyfed- Powys
Secondary D	1,500 pupils 12% FSM (Low). 5% Welsh speaking, few ethnic minority pupils.	Unemployment rate: 7.3%; No qualifications WAP: 15.4%; Jobseekers: 3.3%; IB/ESA: 12% WIMD: High	Dyfed- Powys
Secondary E	700 pupils FSM 35% (High). Urban area 'Poorest area in Wales'.	Unemployment rate: 8%; No qualifications WAP: 16.2%; Jobseekers: 4.5%; IB/ESA: 15.2% WIMD: High	South Wales
Special School 1 for BESD pupils	60 pupils FSM 69% Urban - pupils from across the city. 1 in 7 'looked after', 10% ethnic minority.	Unemployment rate: 8.1%; No qualifications WAP ¹ : 11.1%; Jobseekers: 4.3%; IB/ESA: 8.2% WIMD: Reasonably evenly distributed	South Wales
Special School 2 for BESD pupils	30 pupils Residential FSM n/a		South Wales

Welsh Primary schools average FSM = 20.1%

Welsh Secondary school average FSM = 17.1%

1. WAP = working age population
2. WIMD = Welsh Index of Multiple Deprivation; local authorities are divided into five groups: Very high (levels of deprivation): High; Reasonably evenly distributed; Low and Very low, see <http://wales.gov.uk/topics/statistics/publications/wimd08la/?lang=en> (accessed 28/05/10).

Fieldwork visits took place in seven schools in the autumn term of 2009, and in four schools in the first weeks of 2010.

Almost all interviews with school and community personnel were conducted face-to-face, with three interviews by telephone. Those interviewed depended

on type and size of school and included as appropriate and/or available: Head/Deputy teacher; Head of Pastoral/PSE; Year 6 class teacher; Head of pupil support/ behaviour; school nurse; school youth worker; school governor; parent; and SCPO.

We conducted 47 interviews with teachers and other school based staff. Community interviews took place with neighbourhood police, youth justice coordinators and other relevant local professionals: we conducted 22 interviews with community professionals.

Five SCPOs were interviewed prior to the school visit, all seven were interviewed during the school visit. All interviews were recorded with permission.

We observed seven SCPO lessons in one primary, two special schools and four secondary schools, and observed in dining halls, corridors, classrooms and meetings.

We held 23 focus groups involving 87 pupils:

- 45 Year 6 Primary pupils,
- 6 Year 8 secondary pupils*
- 30 Year 11 secondary pupils
- 6 pupils from special schools.

(* We had not asked for year 8 focus group participants, but this had been arranged in one school).

Where possible we had asked that the focus groups were gender specific (eleven groups), and that some groups (six) were with pupils considered to be 'disengaged' (one primary, three secondary and two special schools). All focus group discussions were recorded with permission from the young people taking part. Pupils were asked to respond to general questions such as: Are the lessons with the police useful?; Do you feel safe in your school and neighbourhood?; Do you feel police generally listen to young people and treat them fairly? Scenarios for group discussions were used when time permitted.

Table 2: Overview of fieldwork data

SCHOOL (<i>Schools sharing the same letter code are linked primary and secondary</i>)	FIELDWORK DATA (<i>General observations and informal discussions with pupils and staff took place in all schools</i>).
Primary school A	2 school based interviews; 1 community based interview; 2 focus group discussions; observed AWSLCP lesson.
Secondary school A (Low FSM)	4 school based interviews; 8 community based interviews; 3 focus group discussions (1 with disengaged).
Primary school B	3 school based interviews; 3 focus group discussions (1

	with disengaged)
Secondary school B (High FSM)	6 school based interviews; 3 community based interviews; 2 focus group discussions; observed AWSLCP lesson.
Primary school C	2 school based interviews; 1 community based interview; 2 focus group discussions.
Secondary school C (Low FSM)	3 school based interviews; 3 community based interviews; 3 focus group discussions (1 with disengaged); observed AWSLCP lesson.
Primary school D	5 school based interviews; 2 community based interviews; 1 focus group discussions.
Secondary school D (Low FSM)	6 school based interviews; 1 community based interviews; 3 focus group discussions; observed AWSLCP lesson.
Secondary school E (High FSM)	7 school based interviews; 3 community based interviews; 3 focus group discussions (1 with disengaged); observed AWSLCP lesson.
Special school 1	4 school based interviews; 1 focus group discussion (with disengaged); observed AWSLCP lesson.
Special school 2	3 school based interviews; 1 focus group discussion (with disengaged); observed AWSLCP lesson.

Although community based interviews usually took place in a particular school (in either the primary or secondary of a linked pair), topics discussed were about the AWSLCP and pupil behaviour in general in the local area.

Pupil Survey

Questionnaires were sent to the ten schools in advance of the researchers visit and were administered by the school. Completed questionnaires were collected by the researchers when they visited the school.

Three slightly different questionnaires were devised for each year group (Years 6, 8, and 11) taking into account the different lessons delivered by the SCPO (see Appendix for example of Year 11). The questionnaire contained 20 questions of which 12 asked for a 'tick' to agree or disagree to a statement or question. There were also several opportunities for pupils to elaborate and/or make further comments. The survey was anonymous, with individual envelopes provided for pupils so that completed questionnaires would not be seen by school staff. Questionnaires were distributed by teachers². Questions asked if the lessons and contact with the SCPO had improved their knowledge and improved their understanding and behaviour regarding substance misuse, anti-social behaviour, and safety in school and in the community. Further questions regarding attitudes towards drugs and anti-social behaviour were broadly based on the *Scottish Schools Adolescent Lifestyle and Substance Use Survey 2004 (SALSUS)*. See (http://www.drugmisuse.isdscotland.org/publications/abstracts/salsus_national_04.htm)

² There are no details of how questionnaires were distributed in earlier evaluations.

We had asked each school to provide the total numbers of pupils they had in years 6, 8 and 11 so we could send the required number of questionnaires. The response rate is based on the number of questionnaires returned to us. A total of 2015 questionnaires were distributed to the ten schools and 1543 pupils completed the questionnaires (193 in Welsh). This gives an overall response rate of 88% for primary schools (year 6); 78% for year 8, and 74% for year 11 (the special school is not included in the survey analysis because of the low numbers).

Table 3: Questionnaires returned by school

School	FSM	Questionnaires sent ³			Questionnaires returned ³			Return rate		
		Year 6	Year 8	Year 11	Year 6	Year 8	Year 11	Year 6	Year 8	Year 11
Sec – D	Low	-	233	228	-	201	160	-	86%	70%
Sec – A	Low	-	312	251	-	233	199		75%	79%
Sec – C	Low	-	104	100	-	87	79		84%	79%
Sec – B	High	-	148	174	-	102	115		69%	66%
Sec – E	High	-	117	139	-	92	104		79%	75%
Prim-B	High	35	-	-	33	-	-	94%		
Prim-C	Low	30	-	-	27	-	-	90%		
Prim-A	Low	60	-	-	49	-	-	82%		
Prim-D	Low	60	-	-	53	-	-	88%		
Spec 1 ¹	High	-	10	14	-	6	3	-	60%	21%
Total ²		185	924	906	162	721	660	88%	78% 78%	73% 74%

1. This school has not been included the questionnaire analysis due to small numbers
2. The first overall response rate includes Special school 1; the second excludes Special school 1
3. Numbers in bold show where there is a discrepancy of more than 30 in questionnaires sent and returned.

In order to ensure anonymity, secondary school data are analysed according to 'above Welsh secondary school average' and 'below Welsh secondary school average' Free School Meal (FSM) entitlement which in 2009-10 was 15.6% (<http://www.statswales.wales.gov.uk>)²; primary schools are reported

¹ FSM average for secondary schools reduced gradually from 19.8% in 1996-97 to a low of 14.2% in 2007-08 since then it has increased up to 14.6% in 2008-09 and now it stands at 15.6%

² FSM average for secondary schools reduced gradually from 19.8% in 1996-97 to a low of 14.2% in 2007-08 since then it has increased up to 14.6% in 2008-09 and now it stands at 15.6%

separately as a single group as the sample would be too skewed if using FSM to group the schools, as there is only one primary school in the sample with high FSM entitlement. 'High FSM' in this report refers to above average FSM entitlement and 'Low FSM' refers to below average FSM entitlement. Whilst this leads to an imbalance in numbers at secondary due to the different number of responses from the schools, the use of percentages allows for an examination of the proportion of responses within each of these two types of schools. Although we analysed the data using lower and higher than average FSM entitlement, and by gender (see Appendix V), these analyses were not found to significantly impact on the general themes and conclusions drawn. Data in this report (5.4) is therefore presented by year group, however, the small number of pupils and schools surveyed means our findings cannot be generalised or considered as statistically representative.

School fieldwork was completed in February 2010. All questionnaires were returned by February 2010 and entered into SPSS (Statistical Package for the Social Sciences) for analysis.

2.3 Methodological issues arising

Where there is a discrepancy of more than 30 in the number of questionnaire returns compared to the questionnaires sent, it is possible that a whole class or some individual pupils may not have been given the questionnaire, or were absent. We do not know if classes or individuals were left out and, if they were, what the characteristics of those particular pupils/classes were.

Although socio-economic diversity was one criterion for selection of schools, it is clear that, if using FSM entitlement as an indicator, schools with higher levels of FSM are underrepresented.

The small number of schools visited means our findings cannot be considered as statistically representative or generalisable to all schools, though the amount, quality and consistency of data allows for some judgements about the effectiveness and impact of the programme to be reached.

Contact with the schools was through the National Coordinator of the AWSLCP and SCPO. The SCPO often identified which individuals in schools and the community we should speak to. In some cases individuals selected for interviews were those who would be most likely to give a positive account of the project. In some instances, the relationship between the SCPO and the school was particularly close as the SCPO might have children in the school and/or be a school governor. It should be noted that this may have had an impact on what was said in the interviews.

We greatly appreciated schools agreeing to participate in the evaluation as our visits required considerable organisation. There were occasions, however, when arrangements were ad hoc and/or had to be changed at the last minute, resulting in us not always being able to talk to as many people as we had hoped, or sometimes having more interviews than intended. We did take advantage of an offer to visit a nearby special school (not one of the ten

schools originally selected) and while there were able to interview staff and have formal/informal discussions with a small number of pupils.

In the following sections we draw together data from all interviews, school fieldwork, the pupil questionnaire and focus groups to answer each research question. This large amount of diverse data reflects the complexity and interrelationships involved in the operational reality of the AWSLCP.

3. Summary of findings from the literature review

The complete literature review is in Appendix 11. This is a summary.

3.1 Introduction

We begin with a note of caution. It is estimated that over three quarters of well evaluated drug education research is carried out in the United States (Midford, 2007), with success usually measured in terms of abstinence. This raises questions regarding the extent to which it is possible to generalise such findings beyond the country of origin (Faggiano et al., 2007). It is also the case that intervention evaluation always involves subjective judgements, with outcomes reflecting a range of relationships, not just those in the specific project or intervention under evaluation (McCluskey et al., 2004). Effectiveness is therefore difficult to measure and it is important to keep in mind that programmes may not directly change people, but offer people the opportunity, information and resources to change (Chapman, 2000).

There are, however, increasing numbers of studies illustrating how the interplay of different vulnerabilities experienced by young people can impact on their attitudes and behaviour. For example DrugScope164 (2001) found that general drug misuse and smoking was fairly common among vulnerable youth, including looked after children, rough sleepers, youth offenders, those excluded from school, and children of drug using parents. A study of young people at risk in Swansea found that young people who used drugs were more likely to state that they underachieved at school, had poor relations with teachers, and one in four reported disaffection from school as well as lack of commitment to school (Case & Haines, 2003). Young people who indicated that there was high availability of drugs in their own neighbourhoods, and who felt unsafe there during the day, were also identified as predictive of drug use (ibid).

Research also shows that young people today are less and less likely to have common experiences and the increasingly risky nature of their life experiences is now being recognised (see for example Bottrell & Armstrong, 2007; Hill et al., 2007; Bancroft et al., 2004). It is also the case that schools are becoming more complex institutions usually engaged in a range of multiple and simultaneous interventions and innovations. Evaluating school-based interventions therefore requires a careful and nuanced approach that recognises these complexities.

3.2

What evidence is there that school-based interventions can change the attitudes and behaviour of young people in relation to anti-social behaviour, drug misuse and personal safety?

It is difficult to attribute direct change or impact to any particular intervention, although research does show that those interventions which are holistic, universal, and which use skill-based interactive teaching styles are more

effective (Lloyd et al., 2007; Stewart-Brown, 2006; Sutton et al., 2005). There is also research in both the UK and USA suggesting that overall connectedness and engagement with school is as important as particular information and knowledge in preventing risky behaviour by young people (McNeely et al., 2002; DES, 2005).

When looking at the evidence from meta analyses and some particular studies, it is generally agreed that few evaluations of school-based drugs misuse interventions have identified long-term effects on drug use, although there is fairly strong evidence that a number of programmes show short-term benefits and that they can delay onset of risk behaviour (Faggiano et al., 2009). It is also the case that using cessation or abstinence as a marker of success for drug and substance interventions show variable and disappointing long-term results. Following a series of rigorous evaluations the DARE programme in the USA (Drug Abuse Resistance Education) was placed in the category of “does not work” by the USA Surgeon General (2001). Overall, evidence on the effects of the traditional DARE curriculum, which is implemented in grades 5 and 6, shows that children who participate are as likely to use drugs as those who do not participate (see also Thombs, 2000).

Wilson and Lipsey’s (2003) meta-analysis, however, demonstrated that school-based interventions can have a positive impact on aggressive behaviour in the school. Programmes to improve conflict resolution and reduce violence and aggression were also found to be effective (Wilson & Lipsey, 2003; Stuart-Brown, 2006; Mytton et al., 2009). For example, whole school programmes such as Restorative Practices involve a variety of strategies aimed at restoring good relationships when there has been conflict and harm (Lloyd et al., 2007). There is also evidence to suggest that holistic programmes that promote mental health by strengthening school ethos, may be as productive an investment as specific programmes (Stuart-Brown, 2006).

Reviews of Personal Social Education (PSE) (Ofsted, 2007; Ofsted, 2010) found that PSE in the UK school curriculum in England continued to be somewhat problematic particularly in the secondary sector with issues around the qualifications and competence of secondary school staff to deliver PSE. McLaughlin, currently the most prominent writer/researcher on PSE in the UK, wrote in 2008 in an article on emotional well-being that:

The history of Personal, Social and Health education in the UK is one of struggles to combat the effects of a separation from, and disjunction with, the aims and processes of the mainstream curriculum. It is an area of the curriculum that has struggled to have status, adequate resourcing and to be taken seriously. This is not merited but is the consequence of a ‘bolt on’ approach. (2008:365)

The report from Estyn on substance misuse education (Estyn 2007) argued that the impact of Circular 17/02 on substance misuse was mixed:

38 The impact of the Circular in secondary schools is less marked in influencing the attitudes and values of young people in relation to substance misuse

39 The Circular does not take enough account of and provide enough guidance for schools and other educational settings about the views of children and young people from a range of different social-economic backgrounds including looked-after children and those pupils excluded from schools.

40 The Circular does not stress enough the importance of offering PSE to trainee teachers ... Generally, most teacher, especially in secondary schools lack confidence and expertise in this area and this hampers the effectiveness of the teaching and learning. (2007:10-11)

Later they add:

When PSE is organised so that non-specialist teachers follow up lessons taught by the external agency, the teachers involved often lack expertise and confidence. These lessons often become a 'filler' activity with no real purpose or impact. (2007:21)

An earlier Estyn report which looks at provision of PSE is much more positive (although, reflecting the position of the subject in secondary schools, Estyn did not have specialist inspectors in PSE).

In key stage 3, the quality of teaching in personal and social education lessons is satisfactory or better in almost 90% of classes and good or very good in almost half.

In key stage 4, it is at least satisfactory in 85% of personal and social lessons and good or very good in more than two fifths. (Estyn 2002)

The literature indicates that the development of effective PSE should involve whole school, cross-curricular and discrete focused elements, with successful delivery of PSE requiring staff development and support. Delivery of PSE by external agencies/ multi-agency teams has been found to be more effective when supported by continuing work by school staff. External contributors are rated highly when they work with class teacher-delivered education and are effective when they combine their specialist knowledge with the active participation of pupils (White & Buckley, 2007). However, different training, priorities and funding can inhibit effective school based inter-agency interventions, though this is mediated when those involved have developed a level of professional trust and understanding (Stead et al., 2003).

Universal/whole school approaches are regarded as cost effective and efficient because they reach a large number of young people and can have a positive impact on behaviour of 'at risk' groups in a non-stigmatising and inclusive way (Roe & Becker, 2005). However, those excluded from school, regular truants and those most at risk may be less likely to benefit from universal whole- school approaches. Targeted and indicated interventions can be effective, but these depend upon identifying and assessing vulnerable young people and this has been found to be problematic (Deed, 2007). In practice, however, schools typically adopt a combination of approaches to

address pupil behaviour and promote healthy lifestyles and well-being, and many schools are increasingly involving other professionals in learning, teaching and support.

Summary

- Programme effectiveness is difficult to measure and it is important to keep in mind that programmes may not directly change people in the short-term, but offer people the opportunity and resources to change in the future.
- The interplay of different vulnerabilities experienced by young people can have an impact on their attitudes and behaviour.
- It is difficult to attribute direct change or impact to any particular intervention, although some research shows that those interventions which are holistic, universal, and which use skill based interactive teaching styles are the most effective.
- It is generally agreed that few evaluations of school-based drugs misuse interventions have identified long-term effects on drug use, although there is fairly strong evidence that a number of programmes show short-term benefits and that they can delay onset of risk behaviour.
- Research in both the UK and USA suggests that, overall, connectedness and engagement with school are as important as particular information and knowledge in preventing risky behaviour by young people.
- Delivery of PSE by external agencies/ multi-agency teams has been found to be more effective when supported by continuing work by school staff.

3.2

What evidence does the research literature provide of effective school-based interventions involving police in schools?

Police officers working with schools have had a long history in the UK and elsewhere although their working relationships with schools became more formalised from the 1990s onwards (Shaw, 2004). In the USA, school-based police officers have undertaken roles associated with promoting school security and law enforcement and the provision of monitoring patrols around the school campus (Brown, 2006). Police officers (in the USA and internationally) also deliver drug education through the DARE (Drug Abuse Resistance Education) project. DARE is the most widely implemented youth drug prevention program in the USA, even though numerous and well-designed evaluations and meta analysis consistently show little or no deterrent impact on substance misuse (see Thombs, 2000; Surgeon General USA, 2001). In contrast, police officers in the UK have been largely associated with a variety of supportive and preventative roles including:

- delivering educational programmes (e.g. DARE);
- preventing anti-social behaviour;
- working with pupils at risk;
- promoting school safety.

A report from Ofsted (2002) indicated that 80% of schools in England used external contributors in classroom to deliver drugs education. External contributors included the police, health educators, counsellors, nurses and older peer leaders. Stead and Angus (2004) drawing on Lowden and Powney's survey of the providers of drug education found that the most regularly used external contributor was the police. However, from their review, Buckley & White (2007) concluded that there is not enough evidence to assess accurately whether particular contributors are more effective than others.

The evidence base regarding police officers routinely working in schools in the UK is relatively sparse given that these initiatives tend to be at an early stage of implementation. Across three of the four countries of the UK there has been a recent policy thrust to locate police officers in schools. In Scotland an evaluation of campus police officers carried out by ISRA MORI (Black et al., 2010) has recently been completed. This evaluation found that undertaking group work targeted at challenging or at-risk pupils, and information sharing with other support workers and agencies, were considered major benefits of the role. It was also felt that campus police have the biggest impact in deprived areas where communities may lack positive role models and perceptions of the police may be negative.

Summary

- The evidence base regarding police officers working routinely in schools in the UK is relatively sparse given that initiatives tend to be at an early stage of implementation.
- The evaluation of campus police officers in Scotland found that undertaking group work targeted at challenging or at-risk pupils, and information sharing with other support workers and agencies, were considered major benefits of the role. Campus police had the biggest impact in deprived areas where communities may lack positive role models and perceptions of the police may be negative.

4. A Process Evaluation

4.1 Introduction

This section will address research questions 3-8 concerning the AWSLCP in practice and issues arising from this. We present our findings in relation to the roles and remits of the SCPO. We outline the structure of lesson delivery undertaken by SCPOs and then focus on the 'supportive policing' role of the SCPO and how this is manifested in the day-to-day practice in schools.

We then look at how schools have engaged with the programme and to what extent the lessons delivered by the SCPO complement PSE programmes in schools. The relationship between school staff and the SCPO are also examined in order to tease out and illustrate understandings of the different roles undertaken by SCPOs (research questions 4 and 6).

We also look at the development of the programme and changes in roles and remits, including work with learners who are disengaged and/or disaffected (research questions 5 and 7), and finally, we comment on the systems used by the AWSLCP for internal monitoring and evaluation (research question 8)

Each research question will be followed by a summary.

4.2

What are the various roles and remits of SCPOs in Welsh schools? How are their distinctive remits (lesson delivery and supportive policing) understood by different actors in the school and the wider community?

The responsibilities of an SCPO are currently described as:

To actively engage with children and young people to provide a positive and sound strategy to all school pupils with a view to enhancing public reassurance, while influencing attitudes regarding substance education, anti-social behaviour and personal safety therefore promoting the principles of positive citizenship and reassurance, in the schools and wider community.

The main duties include:

To promote positive contact between the police and educational establishments by working closely with their designated secondary and primary feeder schools, including special schools and provide establishments to promote measures which lead to a reduction of crime and disorder in accordance with the objectives of the AWSLCP.

To deliver the AWSLCP across Key stages 1 to 4 reinforcing aspects of the PSE programme, principles of lifelong learning and the Healthy School Programme.

To successfully complete a mandatory national core training programme.

To participate in schemes and initiatives, working in partnership, with relevant agencies, that have an interest in school issues.

To identify children and young people at risk of becoming victims or offenders and inform/refer to the relevant adult of appropriate agency.
(AWSLCP Role Description July 2010)

Although the roles and remits of the SCPOs interviewed fitted generally the above description, the day-to-day practice does result in some variation between police force areas, particularly in relation to the supportive policing role (examples given below).

Lesson Delivery

The main focus of the AWSLCP is recognised as lesson delivery as part of PSE:

PSE and skill development have an enhanced place within the curriculum in Wales ... [the] aims of the core programme and the way it is now delivered complement the aims of the revised curriculum in Wales. (DCELLS Subject Specialist).

In each of the Key Stages SCPOs will deliver, as a minimum, the following number of lessons:

- 5 Drug and substance misuse lessons;
- 5 Social behaviour and community lessons;
- 5 Personal safety lessons.

(AWSLCP Teachers Pack 2008)

The number of schools allocated to each SCPO depends on demographics and area. The SCPOs interviewed had responsibility for between three and four comprehensive schools and 12 and 36 primary schools each. This equates approximately to 14-17 AWSLCP lessons per week per SCPO - an average of two lessons per year per class/primary year group. As described by one SCPO 'I access over 10,000 children a year.' (SCPO 4). Another SCPO gave the following as an illustration of their lesson timetable in a comprehensive school:

- Year 7 one lesson per year;
- Year 8 two lessons per year;
- Year 9 one lesson per year;
- Year 10 three lessons per year;
- Year 11 one lesson per year. (SCPO 1)

Contact for lesson delivery ultimately depends on size of school, the needs of the school (in terms of accessing the supplementary modules on offer from the AWSLCP); the length of time SCPO has been working with a school; and relationship between the SCPO and the school. Each SCPO delivers some lessons in two or three comprehensive schools about once per week. Consequently although the time an SCPO spends with a particular class is limited often to two lessons per year, they are often delivering lessons in large comprehensive schools on a weekly basis (though this is not the case in

comprehensive schools with 'block' PSE – see below). Several school staff said this helps to remind learners of the lessons, can contribute towards good discipline, and, in some schools, leads to staff and learners feeling safer in school.

There was a strong belief from the majority of key informants and almost all school staff in both comprehensive and primary schools that the SCPOs were best placed to deliver these lessons. And, although we only interviewed a small number of parents, they also endorsed this view. SCPOs were seen as having first-hand experience of the issues; an up-to-date knowledge; a uniform; and a presence in the classroom:

I think the information becomes more important because it's being delivered by the person on the street who is working with it (HT, high FSM comprehensive school).

[SCPO] in uniform – it creates a different perspective (PSE Coordinator, low FSM comprehensive school)

I can talk about the law, but surely it has got more clout if you have got a police officer who, on face value, obviously has more experience of the law (Class Teacher primary school)

... because we've got the life experiences. The teacher hasn't arrested. They haven't dealt with a girl who's been raped because she's gone down a back lane rather than take a main route home (SCPO 6)

And every story I tell in a class is all, you know, what I've dealt with in this area ... I can bring that sort of work to life... (SCPO 5)

There was however, some criticism from pupils attending secondary schools in affluent areas that the content of the lessons was sometimes too extreme:

Yeah, like they [AWSLCP lessons] are eye openers, but they are quite extreme, so it doesn't like [feel it will] happen to you.

There was also some criticism of SCPOs delivering lessons from a minority of professionals who felt that teachers should be trained to deliver the lessons so that a preventative, rather than legalistic, message was given to pupils:

How can you have a police officer going in and talking about harm reduction [substance misuse] and things like that? Police officers by definition have to talk about this as illegal behaviour....(Advisory Panel Member)

The above view was supported by this senior police officer who felt that SCPOs should focus on the illegality of certain behaviours:

All the studies, well say from my perspective, is yes you can bring in a health worker that understands the treatment issues around substance

misuse, I have no doubt at all, but the bottom line is illegal use of drugs is an enforcement issue. (Senior Police Officer 2)

Some key informants and several school staff felt that many teachers did not have the necessary knowledge to deliver these kinds of lessons, and would feel uncomfortable addressing some issues (4.3).

Earlier concerns from schools that police did not have teaching skills have now been addressed with the pedagogical skills of the SCPOs acknowledged:

If [SCPO] is delivering lessons he knows there's a lesson content, introduction, main core, group work, pair work whatever. There's a conclusion at the end. You know as we're talking – it's teachers isn't it? (AHT high FSM comprehensive school).

We [primary school] are looking at a new skills curriculum and children applying their skills, sorting problems out, and using their thinking skills ... what we find is that there are children who would not normally take part in a lesson like that, who are fully engaged with it [SCPO lesson] and [learning] new skills in which they can express themselves. (Class teacher primary school)

The role and remit of SCPOs were not directly addressed in the pupils' questionnaire or in focus group discussion, but there were many comments about enjoying the lessons and learning from them (5.4). The AWSLCP lesson structure provides opportunities for role-play, interactive tasks, use of props and DVDs, and discussion. In focus groups primary pupils were usually able to recall several lessons they had been taught, and across all year groups a majority of pupils said the lessons were interesting and '*not boring*'. When asked if the SCPO was different from a teacher, this pupil responded: '*Sometimes. She [SCPO] does funner lessons*'.

Supportive Policing Role

Lesson delivery was seen as representing 80% of SCPO time, with the other 20% for supportive policing. The supportive policing role for the SCPO is, however, diverse and varied and therefore difficult for those not directly involved in the programme to describe. In the AWSLCP National Report (2006), there was a very short section entitled '20% supportive role' which described the supportive role as:

to enable officers to become involved in school life and assist with advice, incidents or be involved in policy development in relevant areas of school life.

Several key informants interviewed were, however, either unaware of the 20/80 split, seeing the AWSLCP purely as lesson delivery, or having no clear idea of what 'supportive policing' might refer to:

I must admit I don't have a clear insight into that role, as I understand it the officers are available to support the school with say if they are

having incidents of vandalism, or anti-social behaviour in and around the school buildings. Matters of that nature, so they will be the first point of call and liaison rather than calling in a local uniformed officer. That's how I understood it, or working with parents, wider community groups, that sort of thing. (DCELLS Subject Specialist)

In contrast, key informants from the police service referred to the 20% as involving operational police work:

But, you know that 80/20 split is, I suppose in a sense quite restrictive and does cause problems operationally for the police ... the fact that police officers are bound by those terms and conditions of the Welsh Office grant means that it's very difficult to abstract them to do other things ... but I think those terms and conditions need to reflect the fact that occasionally there will be times when, you know, we want the school's officers to be acting as police officers. And doing operational police work. (Senior police officer 1)

What does this 80/20 look like? ... 20% is about doing night patrolling in Swansea or whatever ... Now, the moral should be that the 20% is operational activities which are youth related ... So it should be youth/schools related, operational issues is where the 20% should lie... (Senior police officer 2)

The above highlights tensions between the role of SCPO as delivering lessons and support in schools, and participating in operational police duties. This tension not only has consequences for the police, but also repercussions for the AWSLCP:

...there is nothing worse for a school than having a commitment from the officer to come in and deliver a session or sessions to a year group, and suddenly find, for operational reasons, that the officer is not able to attend ...this programme needs to be available across the country on a coherent, consistent basis really. (DCELLS Subject Specialist)

In recent documents, however, the percentage split (80/20) seems to have disappeared, although the priority remains lesson delivery, with supportive school policing. As the number of SCPOs has increased it has become more possible for them to cover absences between themselves so that schools don't miss out on planned lessons (Interview with regional coordinators). The role of the SCPO is currently described as:

.. dedicated to their posts during school term to deliver 100% of the schools programme to 100% of the schools. This role encompasses the time spent delivering the lessons and the remaining time to be use for supportive school policing. (Document from National Coordinator AWSLCP – undated, received March 2010)

As the role and remit of the SCPO has developed those SCPOs interviewed reported that they were rarely called upon to do regular police duties, though

this is not the case in all areas. There were concerns from a few SCPOs that they were now being asked to work a small number of regular operational police shifts/duties (understood as a result of the 'credit crunch'), and:

... there are other things sort of suddenly getting slid on to my desk to do, like crime prevention.... It's less time in schools. (SCPO 2)

The SCPOs interviewed described what for them constituted the 'supportive policing role', as time for attending multiagency meetings, dealing with specific incidents in the school, liaison with neighbourhood policing teams, and family work. When SCPOs are involved in incidences in the school, the School Crime Beat protocol (2007) provides clear guidance on how the SCPO:

- should deal with occurrences on school premises;
- be involved in the life of the school and community;
- agree a way forward that would help decriminalise young people by offering them support and guidance. (AWSLCP document received Dec 2009).

The SCPOs interviewed were, however, involved with the schools we visited in many different ways. For example, they may be involved in one or more of the following:

- addressing school assemblies;
- dealing with incidents in schools (including involvement with families);
- facilitating restorative justice interventions;
- attending multiagency meetings (based in school or community);
- attending Pupil Support Groups/PACT meetings;
- offering training/talks to school staff and/or Governors;
- leading and/or attending youth clubs/football clubs/boxing clubs;
- attending/organising summer camps and other outdoor activities with disengaged pupils;
- functioning as School Governor;
- eating lunch and spending informal non lesson time in schools;

An important aspect of the role of the SCPO is being part of a multiagency approach to support young people in schools. Over the last two years the role of SCPO has been developed in relation to partnership working, with this being recognised by schools:

[SCPO] has looked at drug abuse, alcohol, anti-social behaviour, issues about being good citizens yeah. And [SCPO] has done that by pulling in other partners as well. (HT, high FSM comprehensive school)

... we have the school counsellor, we have got the police liaison, got the community police ... very forward thinking deputy head, and a very forward thinking head. So we have got the support network here ... (School youth worker, high FSM comprehensive school)

Those respondents who were critical of SCPOs delivering lessons did stress however, that the multiagency work undertaken by AWSLCP was important and valuable. SCPOs are actively involved with many other agencies, and there is also a new initiative for SCPOs to work more closely with neighbourhood police.

...we've got neighbourhood policing teams now which cover every area of the country and I think the challenge for us is to try to build those relationships that our school children have already got with their school's officers into the wider neighbourhood policing team There are a lot of benefits in that for us and I'm not really sure that we've fully addressed that gap yet' (KI Senior Police Officer 1)

My NPT, which is my neighbourhood policing team, they know, if they've got an issue involving a young person, and they either want help to find out their home address or telephone number, they come to me. But also, they ask me to speak to the young people for them. (SCPO 4)

An important part of supportive policing in schools is the development of positive relationships with pupils. Pupils were not asked directly about the 'supportive policing role', but in questionnaire responses asking who pupils would most likely talk to about social issues, about half of primary and half of secondary pupils said they would talk with the SCPO (Appendix V). There were also several appreciative comments in focus groups about the SCPO being involved in clubs and activities. It was also important for some pupils that SCPO presence in and around a school increased their sense of safety:

When the police is around school then nothing bad goes on because he has a legal authorisation to arrest anyone ... they make the school feel safer like. [Focus group, special school).

However, there were concerns in one secondary focus group in particular about information they might share with an SCPO being given to police and the school, and this made them feel both indignant and uncomfortable.

Summary

- There was a general understanding from all those interviewed that the main focus of the AWSLCP was on lesson delivery and that almost every school in Wales was involved in the programme
- Actual lesson delivery with a specific class is limited, but the SCPO may be in a school once a week and this regular/frequent contact is said by school staff to remind learners of the lessons; can contribute towards good discipline; and, in some schools, can lead to staff and learners feeling safer in school.
- There is a strong belief from the majority of key informants (4 of whom were directly or indirectly involved in the AWSLCP), and almost all school staff that the SCPOs were best placed to deliver these lessons because of their status as police officers, experience and knowledge.
- There was recognition of the importance of the educational training

undertaken by SCPOs and school staff spoke of their confidence in the teaching skills of SCPOs.

- Pupils remembered AWSLCP lessons and found them interesting and 'not boring'.
- Those not directly involved with the AWSLCP were unclear what constituted the supportive policing role.
- An important part of supportive policing in schools is forming positive relationships with pupils. In the pupil survey half of primary and secondary pupils said they would talk to their SCPO about social issues.
- SCPOs interviewed were very involved with the schools we visited.
- There are tensions between the SCPO delivering lessons and support in school, and being abstracted for other policing duties.
- SCPO role is expanding to include multiagency liaison and making greater links with neighbourhood police.
- SCPOs also deal with specific/individual incidences in the school, liaison with neighbourhood policing teams, and family work.
- Some SCPOs were concerned that their increased workload may result in them spending less time in schools.

4.3

To what extent does the content of PSE lessons complement the lessons delivered by the SCPOs? How do SCPOs interact with school staff, including those involved in the delivery of PSE?

The AWSLCP is a national programme and all schools in Wales are encouraged to participate. However, it is expected that schools plan their involvement with the AWSLCP to enhance and/or supplement their own PSE programmes.

The guidance we provide as the Welsh Assembly Government to schools is very much that the PSE programmes should be owned and managed in-house, and delivered by highly qualified teachers, and that any additional support must be part of a planned programme, not just inviting people in on an ad hoc basis. And there is very clear definitive guidance on the PSE Guidance website [together with] protocols for working with external organisations to make sure that their inputs are planned into the curriculum. (DCELLS Subject Specialist)

In most primary schools we visited the AWSLCP lessons were integrated into the curriculum, and in one primary school staff were given non-contact time to develop a school PSE programme that incorporated AWSLCP lessons with preparatory and follow-up materials. However, although the inclusion of AWSLCP lessons into the primary PSE curriculum appears established, there were a few examples of the AWSLCP lessons being used as the catalyst for a particular topic, rather than being embedded in it.

We haven't done anything previous to [SCPO] coming in. As I say there will definitely be follow-up activities knowing what [SCPO] has

done Usually that it's the way forward, that [SCPO] really instigates the whole project. (Class teacher primary school)

The engagement of secondary schools with the AWSLCP should also reflect a planned and coordinated approach to the schools PSE curriculum. However the practicalities of a secondary school engaging with the AWSLCP is dependent, to a large extent, upon the status and timetabling of PSE in individual schools. In schools with dedicated PSE staff and a weekly timetable of PSE lessons it is easier to incorporate the AWSLCP into the curriculum and to plan for preparation and follow-up to the AWSLCP lessons. In schools where PSE is part of the registration class, time is more limited and there is likelihood that some of the staff delivering PSE are not skilled and/or confident in the delivery of all the PSE/AWSLCP topics. Equally even when there is a dedicated PSE lesson some staff may have been allocated for practical timetabling reasons and may not have much interest, knowledge or training in PSE.

When schools operate a 'block' delivery of PSE the SCPO needs to deliver lessons across a year group/key stage within a very short timescale. This results in the SCPO having more infrequent visits to the school and not getting to know staff and pupils, or at least having a different relationship with pupils and staff [interview with regional coordinators].

This head teacher describes the importance of school structures for effective PSE/AWSLCP planning and coordination:

... if the delivery is to be, make an impact, you have to have the structures in place. So the structure facilitates, the, you know, good delivery and gives that person [SCPO] the continuity of contacting the school. If there are issues, to be able to discuss those issues with [SCPO], with [AHT] who is also our child protection officer ... with the welfare officer as well and the social services. So what you've got there is joined up thinking yeah. It's not an isolated person coming in as an officer. You've got joined up thinking within the structure. So I want to put that in play because if anything is actioned as a result there, it could be done in partnership, in a professional manner. And I emphasise it again, I've been in other schools where they come in and they are just delivering different lessons throughout registration periods and it's just not good enough. (HT, high FSM comprehensive school)

In the secondary schools we visited, there was evidence of joint planning with PSE coordinators and SCPO in relation to lesson delivery:

I think it has to be understood that it has to be done with the understanding that it's not just a one-off lesson. And it never is when [SCPO] comes into the school. It's all about follow-up work. We know [SCPO] is coming, [SCPO] is booked in advance. Like you say next week [SCPO] be up in, they are going to do their own powerpoint presentations on a drug of their choice Before the lesson, before that we studied Ecstasy in depth and we thought about the dangers of

Ecstasy before [SCPO] came in. And we did the 'what is the drug?' and that sort of stuff. Because there's no way that [SCPO] could cover everything in one lesson. It's just too much information. And really the main aim is not to give them everything ever on drugs but to give them decision making skills in order to make their own choices. (Head of guidance and PSE, high FSM comprehensive school)

I will link in with what they're doing, 'cos there's no benefit for me to go in to do a talk on knife crime if they're doing drugs ... (SCPO 1)

However, it was acknowledged by some key informants, SCPOs, and school staff that planning and follow-up, particularly in secondary schools, was not always the case. This view was also supported by our observations.

In secondary I think there is a definite problem with doing the preparation work, and the follow-up work. (Course leader/assessor).

In order to provide adequate preparation and follow-up it can be argued that teachers need to be knowledgeable and feel confident about discussing issues raised in an SPCO lesson. In one secondary school lesson we observed that school staff appeared somewhat shocked and surprised at the knowledge levels being displayed by pupils. Even when training has been provided some teachers remain uncomfortable about dealing with certain issues:

Staff went on a PSE course for example on domestic violence, only a couple would touch that with a barge pole. They were not comfortable. (PSE Coordinator, high FSM comprehensive school)

The integration of AWSLCP lessons with PSE, and the importance of PSE within the school, was discussed in two secondary school focus groups. While there was a general consensus on the value of the AWSLCP lessons, there was considerable criticism of how this information was used and/or discussed further in PSE lessons. A focus group in one school in particular (low FSM) described how PSE took place in a form class once a week and how this is not conducive to further learning and exploration of issues:

Form is really laid back. We don't really do much. So when someone comes into talk to us people don't necessarily take them seriously. PSE is kind of seen as the free lesson.

It's [PSE] not even a little bit in their [the schools] main priority.

In another school (low FSM) pupils also felt that PSE input from their teachers is variable and that some teachers do not offer enough opportunities for discussion and active work.

AWSLCP guidelines recommend teachers should remain in the classroom during an AWSLCP lesson and this was the case in all the lessons we observed. SCPOs are also encouraged by their managers to engage teachers

in the lesson [interview with regional coordinators]. However we were made aware that in schools we didn't visit, this was not always the case:

[teachers] wandering in and out [of lessons] maybe going and doing their own little bits and bobs ...' (SCPO 3)

The involvement and participation of teachers in AWSLCP lessons appears indicative of the status given to PSE more generally. In primary schools teachers actively engaged with the lesson, but this not so often the case in comprehensive schools. Although the schools we visited were thought by SCPOs to be examples of good practice we were made aware that not all schools view PSE (and the AWSLCP) as important and/or valuable:

I've taught there [another school not part of the evaluation] a few times this year and the teachers' attitudes, they've got a negative attitude, the pupils you know coming in half an hour late during a lesson ... how can I influence those pupils if the values are not there to start off in before you get into the classroom? Cos we're just a facilitator really ... it's down to the teachers to make those boundaries ... (SCPO 6)

As indicated above, the status and timetabling of PSE in a school to some extent reflects the relationships that can be formed between school staff and the SCPO. As illustrated by the quotation below, respondents believed that personal rapport and professional trust between the SCPO and school staff were critical:

I have to say that the [success of the programme] is to some extent personality driven. The police liaison officer who is coming is really very good. I mean looking at impact, [SCPO] is a well known face to the youngsters and he had a lot of clout with the youngsters in this area. (HT, high FSM comprehensive school)

[SCPO] has got a very, very good way with people, not just the pupils here. [SCPO] really is a friend of [school], he is a friend of all the staff (DHT, Special school).

This SCPO commented on her relationship with a particular school:

To be honest with you, [name of school] is most probably the best school that I go to, as in teacher support, as in pupil support, as in backing of the teachers, as in ease of access. I can get into there ..., if I've got a problem, they'll help me. If they've got a problem, it's most probably the best one of my schools I go to ... (SCPO 1)

Summary

- School involvement with the AWSLCP did not always appear to be planned as part of their wider PSE curriculum in some primary and secondary schools.
- The practicalities of a secondary school engaging with the AWSLCP is dependent, to a large extent, upon the status and timetabling of PSE in

- individual schools.
- The delivery of PSE is more effective when supported by PSE staff who are enthusiastic and knowledgeable. However, the organization and timetabling of PSE in some case study schools meant that this was not always the case.
 - An important factor in effective relationships between SCPO and school staff is the personal rapport and professional trust that develops from regular contact.
 - The AWSLCP was seen as effective when the involvement of the SCPO is planned and coordinated and when preparatory and follow-up lessons take place.
 - There was considerable criticism by pupils that information from the AWSLCP was not discussed further in PSE lessons.
 - A majority of respondents felt that teachers would be uncomfortable addressing some of the topics, raising issues about follow-up of availability of PSE staff for students to ask further questions, or make disclosures.
 - Personal rapport, regular contact and professional trust between SCPO and school staff were seen as important for effective intervention.

4.4

Do schools differ with regard to the extent to which they have engaged with the AWSLCP?

A school's engagement with the AWSLCP/SCPO can either be very close, as with the schools we visited, or can be on a continuum ranging from close involvement to minimal engagement. Minimal engagement might involve SCPO delivering core modules to learners at specific key stages with little involvement of school staff. Maximum engagement might involve the SCPO delivering core and supplementary modules across key stages, and regularly engaging with the school on a formal and informal basis.

The schools in our study have long term, and very close, relationships with particular SCPOs, so our data reflects a level of engagement that is unlikely to be typical at this stage of the development of the programme. We have already discussed the importance of school structures/PSE for fully incorporating the AWSLCP into the curriculum and how this differs across schools, so will concentrate here on the specific engagement between SCPO and the schools we visited, stressing once again, the importance of the relationship between a school and their designated SCPO for the perceived success and effectiveness of the AWSLCP.

A snapshot of SCPO diaries for the period Sept-Dec 2009 indicates that all comprehensives in our study had between five and 13 visits from their SCPO, and primary schools in our study had between zero and six visits from their SCPO during these four months. These visits were in addition to lesson delivery, but the diaries gave no indication of what took place during these visits. Interview data however, provides some examples of the supportive policing role:

In [our community] SCPO is already in an established relationship with the school and often gives additional talks such as 'friends of the school'. She is not just the police as a controlling factor (HT primary school)

...for example, yesterday I spent about an hour in one of my other primaries because they had an ongoing issue with anonymous letters, and they wanted advice. They wanted to know that they had done the right thing. They needed me to find out some information for them (SCPO 4)

SCPOs described very good relationships with staff and learners in the schools we visited. These SCPOs often lived in the local area and some had children attending the school we visited. These SCPOs were, therefore, often involved in activities as parents, as SCPOs, or in other roles such as school governor. This led to good local knowledge and connections, giving them further credibility with the school, parents and learners. In several interviews, SCPOs spoke of parents contacting them directly.

All the secondary schools in our study indicated considerable contact with their SCPOs beyond lesson delivery. When questioned about this, some SCPOs said they were able to spend this time in all their schools, others said that they responded to each school's needs (some 'needing' more than others) and/or of balancing contact on a term-by-term basis. It was, however, difficult for us to grasp how the level of contact taking place in the schools we visited could be sustained over a prolonged period for more than a minority of schools covered by a SCPO.

The importance of regular contact, and of the flexibility and support of the SCPO was acknowledged by all the schools we visited: For example:

I can ring him and say 'can you come down I want to speak to you about, you know, x or y?' or basically it's an over the phone conversation, 'I need a bit of advice' or 'I'm worried about this, can you check out your police sources, yeah to see what you've got?' (AHT, high FSM comprehensive school)

I've asked him in to sit in with an issue with children yeah. And the parent is there. And I've used him ...to give me a weighed element to the conversation with parent. (HT, high FSM comprehensive school)

Personally I have sort of leaned on [SCPO] quite a bit in the past when parents have sort of raised issues, concerns about their pupils. [AHT, high FSM comprehensive school]

Three secondary schools in our study have high FSM entitlement and many pupils lived in 'tough' areas of multiple deprivation. In some interviews it appeared that the SCPO supportive policing role in schools in these schools tended to be about individual pupils, whereas in schools in more affluent

areas the supportive policing role of the SCPO appeared to be directed towards developing positive links between pupils and the community.

Summary

- All the secondary schools in our study indicated considerable contact with their SCPOs beyond lesson delivery.
- SCPOs had a close relationship with the schools we visited and were often involved in several 'out of school' activities as SCPOs, parents, or in other roles such as school governor.
- The schools in our study have long term, and very close, relationships with particular SCPOs, so our data reflects a level of engagement that is unlikely to be typical at this stage off the roll-out of the programme
- The flexibility and support of the SCPO was acknowledged as important in all the schools we visited.
- Some SCPOs said they responded to individual school's needs (some 'needing' more than others) and/or of balancing contact on a term-by-term basis.

4.5

What proportion of pupils has participated in the programme, what is their social profile and what has been the scale and nature of their involvement?

98% of schools across Wales engage with the AWSLCP. Figures for 2008 and 2009/10 show there has been an overall increase in schools engaging in the programme:

Police Force area	Schools visited 2008	Pupils reached 2008	Schools visited 2009/10	Pupils reached 2009/20	SCPOs in 2008	SCPOs in 2009/10
Gwent	288	Over 80,000	276	No data	13	21
South Wales	630	Over 130,000	671	No data	30	38
Dyfed-Powys	400	Over 78,000	431	No data	11	13
North Wales	Figure missing	Over 80,000	496	No data	16	18

The increase in SCPOs in each area and most of the increase in schools visited is, however, as a result of the additional funding for the AWSLCP to work with disengaged pupils (4.6).

There are questions (raised by some key informants) about the amount of contact and level of engagement that occurs between a school and the SCPO, as asked by this respondent:

What proportion of the programme is being done by what proportion of schools? How many schools are really doing all of the programme and

are committed to it, and have been doing it for some time? (Advisory Panel Member)

As shown above, it is possible to give an approximate number of pupils attending AWSLCP lessons over a particular period, but as we have described (4.2), the role and remit of the SCPO involves not only lesson delivery, but also supportive policing. There are therefore many different ways, both formal and informal, for pupils to be involved with the programme (see 4.6 and 5.4 for examples).

Pupil views on the AWSLCP were first recorded in 2007 (Markit Training & Consultancy) using the KUSAB model, and have since been included in the most recent internal evaluation (Pupil and Teacher Evaluation, November 2009). Using survey questionnaires, pupils across Foundation Phase and Key Stages 2, 3, and 4 were asked about one lesson from the drug strand. There were responses from almost all local authorities, with just over 4,000 pupils and 169 teachers completing the questionnaire. Pupils were asked, for example, if they learned something new; if they now know more about the topic; if they took part in the lesson; and on ways the lessons could be improved (e.g. more discussion, more real stories, more role play).

The overall pupil level of confidence and satisfaction for the AWSLCP and the School Community Police Officers nationally was 74%. The most highly thought of, and possible most significant result, was 81% providing advice and guidance. (AWSLCP Lesson Evaluation November 2009)

Pupils are also involved with the AWSLCP in the making of DVDs for AWSLCP lesson delivery, and some pupils participate in national quizzes organized by the AWSLCP (e.g. representatives from 150 comprehensive schools took part in the local round of the 2008/2009 quiz).

Summary

- 98% of schools across Wales engage, to a different extent, with the AWSLCP.
- There has been an overall increase in schools engaging in the programme as a result of the additional funding for the AWSLCP to work with disengaged pupils, especially in South Wales.
- There are still questions however, about the amount of contact and level of engagement that occurs between a school and the SCPO
- The AWSLCP is not just about lesson delivery, but also supportive policing. There are therefore many different ways, both formal and informal, for pupils to be involved with the programme.
- AWSLCP questionnaire returns show the overall pupil level of confidence and satisfaction for the AWSLCP and the School Community Police Officers nationally was 74%.

4.6

Have pupils regarded as 'disengaged' been involved with the programme and what has been the nature of their involvement?

The AWSLCP is a universal programme delivered to year groups in primary and secondary schools with no specific targeting of pupils considered as disengaged in mainstream schools. The continual updating of lesson plans and resources; the expansion of the AWSLCP to provide a range of supplementary modules; and the developing skills and experiences of SCPOs have, however, resulted in the programme becoming accessible to a greater range of learners:

I've always found [SCPO] willing to tweak things, change things. Not for core of things, but to fit our needs, to fit our abilities, because [SCPO] teaches some special needs [learners]. You know, so to teach the abilities, he's able to change the programme to what I needed.
(Head of PSE, secondary school)

Although the AWSLCP lessons in mainstream schools are not specifically delivered to groups of disengaged pupils, several SCPOs interviewed were directly involved in activities, such as summer camps and outdoor activities, with groups of disengaged pupils. We did speak to 4 groups of disengaged pupils in mainstream schools (see table 2, page 19) about the impact of the lessons. There was general agreement that the information given in the lessons was useful e.g. *'If you're doing drugs at the weekend like They [AWSLCP lessons] help you take a wider look at it so you don't want to do it like ...'* and some agreement that relationships with SCPOs were positive.

In a recent development, building on the work of SCPOs working with mainstream pupils and developing positive relationships with those who have the potential for disengagement, the AWSLCP has been extended to encompass working with pupils in pupil referral units (PRUs) and educational social and behavioural units (ESBDs).

As highlighted in the Inclusion and Pupil Support Document (2006):

Disengaged pupils / young offenders need additional support as the availability of appropriate education and training is recognised as an important protective factor in reducing the likelihood of offending behaviour and preventing re-offending.

The AWSLCP has received additional funding to develop specific materials for disengaged pupils and for extra police time to deliver this part of the programme:

Consequently, the inclusion element of the programme has been developed in conjunction with the relevant education specialists. This has now been rolled out across 14 LEAs in Wales and SCPOs are delivering to disengaged pupils. This will assist in promoting continuity of delivery and relationships with the officer when pupils move from mainstream to PRU or vice versa. This is particularly advantageous with younger pupils where longer-term relationships are preferable to encourage positive behaviour. The officers have been trained to work with disengaged pupils. Initial training has been provided by the

university and supplemented by regional training from PRU staff and other professionals that work with disengaged pupils providing officers with greater understanding of local problems and helping to initiate relationships with their local PRU staff. [AWSLCP document]

This new initiative has resulted in each Police Force area now having extra SCPO officers to facilitate work with disengaged pupils [see table above], with the increase in the number of schools visited roughly corresponding to the numbers of SCPOs now visiting pupil referral units (PRUs) and Educational Social and Behavioural Units (ESBDs). The following tables shows the numbers and types of schools visited by SCPOs in each police force area in 2009/10.

	South Wales	North Wales	Gwent	Dyfed Powys
Primary	527	407	209	359
Secondary	97	59	43	47
PRUs/ESBDs	47	30	24	25
Total	671	496	276	431

This development of the AWSLCP also sees the role of the SCPO expanding outside the school term:

The additional funding for officers working with disengaged pupils stipulates that each [police] division, having benefited from an additional officer for disengaged work, is responsible for delivering the Programme throughout the financial year, not just academic term times. (AWSLCP Operational Roles & Responsibilities Document)

One SCPO described how the new guidelines meant he should now spend six hours per week in the special schools and units in his patch. But he said he was spending much more than this in the special school (SCPO 6). This increased funding for extra time and/or personnel for these schools has already had an impact in some schools:

I think previous years he's managed to do say one lesson with every year group. But this, this year I think at least two or three year groups, he's doing two lessons a year and he's available when I ask him to be. So yeah there is more now than there used to be. (Head of Guidance & PSE, low FSM comprehensive school)

You know, fantastic that it's [AWSLCP] engaging with young people, especially the hard to reach, they [SCPO] have just got that natural... I don't know what it is, but they have got that sort of youth work / teacher, yet they know where that line is as well (Youth Inclusion worker, high FSM comprehensive school).

This expansion of the remit of the AWSLCP has, however, implications for SCPO workload and how they allocate their time:

I'm not saying it's really really really bad but I could get involved a lot more with the pupils who need the help. I get involved now but obviously, I'm conscious of the fact as well I don't want to be spending too much time in one school and not my other schools. (SCPO 1)

... to do it properly you would have to get another officer in there – at least one other ... I've got to prioritise - this term it has been [name of school] ... last term I got swallowed up in other stuff I was doing ... (SCPO 6)

This recent development of the AWSLCP to work directly with disengaged pupils was being rolled out as this evaluation began, and we visited a Special residential school and a BESD unit both of which had long term and established relationships with their SCPOs. In both schools there was an emphasis on the importance of the SCPO presenting the human face behind police officers in uniform, which was particularly significant for many of these pupils who had very negative experiences of the police. In an interview one pupil said 'Well some [police] are tidy [implying that the SCPO was one of these], but some are not'. It was also recognised by teachers and SCPOs that success and effectiveness in these situations were dependent upon the SCPO 'knowing' the pupils:

You have to know your clientele I've been doing it for four or five years There are two boys coming today ... one has a drink problem which causes a lot of his criminal activities ... we'll bring it up – in a controlled environment (SCPO 6)

It was also seen as important by these pupils that they would not be judged by their behaviour, but helped to change:

[SCPO] understands you drink and they don't mind they understand quite a lot of stuff...

We observed one lesson in a special school where the SCPO was able to present the information in a flexible and coherent way taking into consideration the particular experiences of the pupils in terms of their existing involvement with alcohol. In two of the larger comprehensives the SCPOs were involved in many extra activities and interventions with pupils considered as disengaged. This more informal contact with the SCPO encouraged pupils to respond positively to the lessons.

It is in the special schools that the tension between the SCPO as 'police' who have to react to illegal behaviour in a prescribed way, and SCPO as a knowledgeable and trustworthy adult, are brought to the fore, as many of these pupils are/have been in trouble with the police. Although the 'School Crime Beat Protocol (2007) gives clear guidelines as to how SCPOs should deal with incidences in school, it does not reflect the delicate nature of these relationships.

Summary

- The AWSLCP is a universal programme delivered to year groups in primary and secondary schools with no specific targeting of pupils considered as disengaged in mainstream schools.
- There was general agreement from disengaged pupils in mainstream schools that the information given in the lessons was useful e.g. *'If you're doing drugs at the weekend like They [AWSLCP lessons] help you take a wider look at it so you don't want to do it like ...'* and some agreement that relationships with SCPOs were positive. However, it is important to note we did not know the criteria used by the schools in identifying these pupils as disengaged.
- All police force areas in Wales have received extra funding to increase the number of SCPOs to work with disengaged pupils and those in special schools, PRUs and ESBUs (emotional, social and behavioural difficulty units).
- Some mainstream schools are already seeing an increase in contact with their SCPO.
- A small number of SCPOs were concerned that expanding their role would lead to less time in other schools.
- In the two special schools/units we visited there was an emphasis on the importance of the SCPO presenting the human face behind police officers in uniform. This was particularly significant for many of these pupils who had very negative experiences of the police.
- This recent development of the AWSLCP to work directly with disengaged pupils was being rolled out as this evaluation began.

4.7

What systems does the AWSLCP use for internal monitoring and evaluation?

There have been two AWSLCP National Reports (2005 and 2006) that have largely focused on evaluating lesson content, delivery, and pupil/teacher satisfaction.

For the National Reports in 2005 and 2006 a short questionnaire was sent to every schools PSE coordinator. Nine questions ask for a rating (excellent; very good; good; satisfactory; and development needed) on the influence of the AWSLCP on pupils' knowledge, and on the standard of lesson delivery. One question asked about the value of the supportive policing role. A further nine questions (using the same ratings), asked the PSE coordinators to evaluate individual lesson/topic satisfaction. Data is presented by collating all responses of excellent; very good; good; and satisfactory together, and presenting this score alongside that of 'needing development'. An overall improvement in all aspects of the programme was evidenced between 2005 and 2006, with all cumulative totals in 2006 over 93%. However, having only four positive categories (excellent, very good, good and satisfactory), and only one less positive category (needs development), results in inevitable bias towards a positive result and leaves little room for considering what improvements could be made to the programme. It is also worth noting that the response rate for the 2006 National Report was between 41% and 46%. This evaluation is therefore based on less than 50% of the coordinators and is therefore not necessarily representing the view of the majority.

The Pupil & Teacher Lesson Evaluation now takes place in November and March each year, and in November 2009 focused on one lesson per key stage (i.e. 5 lessons) in the drug strand. Over 4,000 questionnaires from pupils across all key stages who had received the lesson, were returned, however there is no indication of many questionnaires were sent to schools and what the actual response rate was. Whilst it is unrealistic to expect all pupils who had received the lesson to participate in the evaluation, it is necessary to know now the sampling of pupils was carried out in order to understand whether the responses are representative of the larger population.

In the November evaluation the KUSAB model was used to evidence pupils' knowledge, understanding, skills, attitudes and behaviour. Overall pupils' level of confidence and satisfaction for the AWSLCP generally was 74%, with 76% saying the SCPO provided them with help and support. Questionnaires were also returned by 169 PSE Coordinators who were asked to comment on SCPO delivery and lesson content in accord with the KUSAB model. Based on 'very well' and 'well' responses from the PSE coordinators, the following percentages were collated:

Knowledge	98%
Understanding	99%
Skills	92%
Attitudes	97%
Behaviour	95%

Teachers' evaluation of pupils' response (motivation, attention appropriateness, enthusiasm) to the lesson was 95%, and 98% of teachers recorded that resources and activities were relevant to pupil learning. The presentation of data in this way (with percentages often in the high nineties), does, however, leave little or no chance for improvement, and puts considerable pressure on maintaining these figures in the future.

Although questionnaire data is produced at school level it was collated nationally for the National Report in 2006, and was collated by police force area for the latest Pupil and Teacher Evaluation in November 2009. Different levels of response, from different numbers of schools and pupils are therefore submerged in overall figures/percentages. Whereas this does provide a broad overview of the level of confidence and satisfaction with the programme in general, it does not allow for more targeted monitoring and evaluation.

The AWSLCP Regional Coordinators also observe a lesson given by each SCPO once per term (using a standard evaluation form), and the National Coordinator observes three lessons in each of the four police force areas to monitor standards across Wales. There are also termly advisory group meetings with local authority PSE representatives, and regular meetings are held with the Police Divisional Community Safety line managers. It is not clear how/if this information is used for monitoring and evaluation purposes.

An electronic system for recording lesson delivery totals and supportive policing elements was introduced in September 2009. This allows AWSLCP regional coordinators to have oversight of lesson delivery totals and

supportive policing, but totals are for police force areas and can only be accessed by the police system.

Summary

- There have been two AWSLCP National Reports (2005 and 2006).
- A Pupil & Teacher Lesson Evaluation takes place in November and March each year.
- The collation of local data to present a national picture (with resulting percentages often in the high nineties), leaves little or no opportunity for improvement, and puts considerable pressure on maintaining these figures in the future. Whilst these figures are reassuring, it is not clear to what extent they represent the wider teacher and pupil community in Wales
- The AWSLCP Regional Coordinators observe a lesson given by each SCPO once per term (using a standard evaluation form).
- The National Coordinator observes three lessons per year in each of the four police force areas to monitor standards across Wales.
- An electronic system for recording lesson delivery totals and supportive policing elements was introduced in September 2009.

5. An Outcome Evaluation

5.1 Introduction

In this section we describe the experiences and evidence given by different actors in the school and wider community on the impact and effectiveness of the AWSLCP (research questions 9 and 10). We present the views of key respondents, school staff and those in the community, with some references to pupil views where appropriate. Pupil questionnaire and focus group findings are then reported separately.

Existing data sources are the used to compare evidence across local authorities, health boards and police/youth justice to indicate changes in pupil behaviour (research questions 11 and 12), and we outline the characteristics of effective intervention (research question 13)

5.1

As judged by a range of actors in the school and wider community, what is the impact and effectiveness of the AWSLCP?

Although many respondents spoke of the difficulty in quantifying or evidencing the impact of the AWSLCP, a large majority of those interviewed felt strongly that the AWSLCP was an important and effective programme. Those interviewed gave many examples of what they considered to be the positive impact of the programme, with some examples indicating a wider impact than those directly related to the aims of the programme.

The impact and effectiveness of the AWSLCP were seen by key informants, school staff, pupils and community professionals as having three (often overlapping) dimensions:

- Improving relationships
- Preventing and reducing crime.
- Encouraging and facilitating multiagency working.

The views of pupils on the impact of the AWSLCP on their attitudes and behaviour will be discussed separately.

Improving relationships between the police and young people.

Schools were chosen for this evaluation because they had long-term contact with an SCPO and were seen as examples of good practice. It is therefore not surprising that these established relationships between the pupils and SCPO, and teachers and SCPO, were recognised as integral to the success and effectiveness of the programme.

The relationship between young people and police can be one of suspicion and wariness. This account from an SCPO describes how her relationship with pupils changed since she became involved with one low FSM comprehensive school:

You would walk in there [school] and you get that instant stereotype 'oh, why are they [police] here, this is going to be horrible'... I would be walking through the playground or yard when it's full of children, and I would feel very uncomfortable because of the glares, and they [pupils] would be shouting 'you pig' at you. Now I walk through the yard and they are coming up to me saying 'when are you teaching us next?', or 'how are you?' and even the tough ones - you get what I call 'the nod', the 'a'right miss?' You get acknowledged by the schools toughies (SCPO 4)

Regular contact with the same SCPO over a number of years (sometimes the same SCPO having contact with the same pupils in both primary and secondary schools) is also important for 'getting the message across':

What I notice now is year 10 and 11 are prepared to listen to what you say to them, as opposed to 'I'm not listening – you're a policeman'. Now they [pupils] listen... (SCPO 2)

There was also some positive feedback from a parent (who is also a senior police officer) regarding the relationship between SCPO and pupils:

... my kids have both been through the process and I know that even though that contact is fairly limited, you know, they would both come home knowing who the school's officer was and if not having a personal relationship with him then knowing that he was someone that, you know, they could approach if they felt they need to, or contact if they felt they need to. (Senior police officer1)

Another parent said her primary aged child would come home and talk about the lessons, saying; '*I know the [SCPO] and she was teaching about the internet*'.

Senior school staff all spoke of the positive relationships between pupils and the SCPO and between staff and SCPO e.g.

I know it's difficult to measure it right. But I see it in terms of the relationships. And I think that's got to be positive. You know, they are impacting schools. ... They are in schools, they are not just delivering lessons, delivering information. They are building up relationships. And I think that's invaluable. And I think that's got to have some effect somewhere down the line. But again the problem is quantifying it. You know, proving that it is having an effect, you know. And it's not just relationships with the pupils, it's relationships with key staff in school ... [SCPO] has that role [SCPO] has a lot to do with certain key staff in school. And I find that role had tremendous support for schools as well ... (AHT, high FSM comprehensive)

On a personal level [SCPO] is so approachable, the pupils feel they can talk to her and she is trusted ... [SCPO] is considered a valued

member of staff who can be consulted for professional advice. (AHT low FSM comprehensive school)

The positive relationship that has developed between SCPOs and pupils is also recognised by other police:

... they [pupils] know that she's[SCPO] a police officer, but I think that they see her as a different role to what we are ... they've got a much better relationship with her. (Beat Manager)

Pupils in focus groups also spoke of the positive relationship they had with their SCPO e.g.

He [SCPO] treats you different and talks to you like you are a grown up and not a kid. ['disengaged' pupil low FSM school]

However, the positive relationship between the SCPO and pupils does not appear always to impact on the relationship between young people and the police in general. The following quote raises the issue of transferring the positive relationships with 'nice guy cops' (e.g. SCPOs) to 'another kind of copper':

... young people like them [SCPO's], and they like them in uniform ... That doesn't mean when they [young people] are fifteen they are going to transport that positive attitude to the police out onto the street when they are rolling a spliff and some other kind of copper comes up ... It doesn't work like that (Advisory Panel Member).

The reference above to 'another kind of copper' places some responsibility for the difficulties in the relationship between police and young people on the police. This SCPO spoke candidly about how his previous attitudes towards young people was one of suspicion, but that whereas his views had now changed, those of his colleagues had not:

...young people are not stupid. They're not gonna think policemen are wonderful. As long as the policeman keeps giving them attitude back, they're gonna keep giving them attitude.... I think the youth are prepared, are willing to 'give way', but we [the police] are not. Its not a criticism of the police because that's where we, that's where I was'. (SCPO 2)

In focus group discussions pupils were also aware of the difference between the SCPO and 'other' police:

The police who patrol the streets are probably the ones you are most worried about If you talk to them [police on the streets] like adults they don't like that because they are not used to it ... on the streets some of them can be quite patronising [Girls focus group, low FM school]

There is no doubt that the positive relationships between school staff and SCPO are a very importance factor in evaluating the impact and effectiveness of the programme. But, as indicated above, for the relationship between young people and police generally to improve, there needs to be a change in how the police relate to young people. Indeed one school youth worker remarked that the relationship between pupils and the SCPO had given pupils an unrealistic expectation that police generally would relate to them in a positive way. However, there were signs that some attitudes were changing as this neighbourhood policeman, who worked closely with a SCPO, was now recognising the benefits of engaging with young people:

They've [SCPOs] all helped give me a better understanding of how important it is to have that contact, close contact, with the pupils ...
(Beat Manager)

Preventing and reducing crime

There was overwhelming support from schools for the AWSLCP and a strong belief that it was having an impact on pupils' behaviour in terms of preventing and reducing crime:

And I'm sure it [AWSLCP] does save or redirect some of our youngsters and make them stop and think Do I think there's an impact? Yes I do. (HT high FSM comprehensive school)

The changes in pupils' attitudes and behaviour alluded to in the above quote can be evidenced by the pupil questionnaire (see 5.4 below). In this section we focus on the views of school staff and SCPOs.

What was particularly striking about the examples given by SCPOs and school staff regarding changes in pupils' behaviour was the emphasis on how information from the AWSLCP was helping pupils to stay safe. For example:

'I know I've made children think... I've had success stories where children have told me they've been kept safe ' (SCPO 3)

Young people come up to me and they say 'Oh we remember you in school the other day', which is nice you know, and [they say] 'remember not to get into a taxi, it's gotta be licensed' and stuff like this you know You think god that's nice that people will come, first of all, come up to you, recognise you as a police, and actually relate to what you've said in a lesson.. (SCPO 6)

Another important example of the impact of the AWSLCP was given by an ex CID in child protection (now an SCPO, but not allocated to the schools we visited) who said:

I could see a clear impact of the work of the SCPO – which is strong in this area [of personal safety] as now children are much more likely to self report [possible paedophile activity online] and children's awareness has been heightened.

Another example was given of pupils in a secondary school disclosing to their SCPO concerns about the internet that were referred to CEOP (Child Exploitation and Online Protection Centre).

Giving pupils the information, skills and support to keep themselves safe is important, and there is no doubt in the minds of our interviewees that the AWSLCP and the relationship between pupils and SCPO play a vital role in this.

We were also given several examples where SCPO intervention in incidents in school had prevented further criminal behaviour, and had prevented some pupils from getting a criminal record. As this SCPO describes:

... incidents will happen in the school ... if the parents of the victim aren't making a criminal complaint, and they're happy for the school to deal with it, or they're happy with the way the school has dealt with it, it comes to me, and I will go to the school and speak to the teachers, speak to the pupils, if need be, and the parents. And we sit round the table ... [before] if you did something in school, you'd be arrested for it, you'd get a criminal record, whereas, if we can hopefully deal with it within school, it stops them from being criminalised. (SCPO 1)

The AWSLCP was also seen as having an impact in the community, with pupils in one school focus group saying that gangs were less of a problem for them now. School staff also reported that the SCPO input on Halloween regarding the dangers of fireworks, had resulted in a reduction of complaints regarding behaviour of young people at this time. For example in one area only one complaint had been received, when there had been many more the previous year.

A neighbourhood police officer also spoke of young people being more knowledgeable about dangers and able to articulate why they should not be engaging in these behaviours.

Many of those interviewed were however, well aware of the problem of providing evidence for these claims, particularly in light of local/national statistics:

I couldn't say these people [AWSLCP] are preventing crime, or anything of that sort, and I wouldn't know, would I ... we are in an area where there has been over the past few years, decreasing youth crime, it's the nature of the area. (Community Safety Officer)

There was, however, recognition that the AWSLCP could have an impact on those pupils considered as 'on the cusp' of possible illegal or anti-social behaviour.

Multi agency working

Succinctly put by one respondent, and reflecting the views of several others, the programme was seen to have two core strengths in relation to the multi/inter disciplinary imperatives of national policy development and practice:

1. The AWSLCP recognises the relationship between community safety, social responsibility, non- engagement in crime, and substance misuse.
2. The AWSLCP does compel some local relationship across Wales between the police service and education. (Advisory Panel Member)

Although the main thrust of improving relationships is directed towards those between police and young people, it was acknowledged by both police and school staff that their relationships with each other had improved as a result of the AWSLCP. For example, some schools had been reluctant to have police on the premises and through involvement with the SCPO were now seen as receptive to other police involvement (e.g. neighbourhood police):

Because you can't get your foot in the door in certain schools. They don't want a police presence ... because it looks like bad reputation. [SCPO] has already got her foot in the door [of this school] ... which makes it that little bit easier especially for me because they are my liaison in here. (Police Beat Manager)

Possibly a surprising result of school involvement with AWSLCP is how this has also facilitated other agencies becoming accepted into schools:

For the youth services in general it's known it's hard to get into schools [SCPO] definitely has made it possible to come into [name of school]. (Youth Participation Officer, low FSM school).

The SCPO was also seen as a possible catalyst for greater police and community liaison:

... we like communities to know their local officer and to build a relationship with that person to be able to speak to the person if there's a problem or an issue that they want to discuss and so they [SCPOs] are creating that ... So I think it's the [AWSLCP] part of that relationship [to] put some building blocks in place for closer relationships with the communities in the long-term... there's lots of things going on in communities that affect kids and are of concern to kids. And, you know again I think that the school's programme provides an ideal platform for, you know, generating that sort of engagement but I'm not sure we maximise the opportunities that come out of it really (Senior police officer 2)

Within the police service there are also initiatives to further develop links between schools and SCPOs and neighbourhood police:

We've recognised for quite a while that we need to perhaps use the schools' officers as a bit of a catalyst for introducing police officers in a wider sense into schools, you know, we've got neighbourhood policing teams now which cover every area of the force and indeed the country and I think the challenge for us is to try to build those relationships that our school children have already got with their schools' officers into the wider neighbourhood policing team because there, you know, there are a lot of benefits in that for us... .(Senior police officer 1)

SCPOs were aware of their role in interdisciplinary working:

I consider the school programme as a cog, the bigger cog, as far as developing young people ... there's cogs from the family, there's cogs from the teachers, cogs from careers - as far as getting support after school - and we're one of those cogs.(SCPO 6)

Summary

- Interviews indicate that a school's involvement in the AWSLCP can improve relationships between young people and the SCPO; between the police and schools; and between schools and other agencies.
- SCPOs noticed substantial changes in their relationships with pupils, with pupils now acknowledging them in the school and in the community. They also felt that many young people now trusted them.
- Involvement of SCPOs in a school sometimes 'opened the door' for contact with neighbourhood police and other agencies.
- Examples were given of pupils self reporting concerns they had about the internet and possible paedophile activity. SCPOs gave examples where young people had told them they have been 'kept safe' because of information given in the lessons.
- There had been a reduction in complaints about the behaviour of young people around Halloween understood to be as a result of the AWSCLP/SCPO intervention.
- The positive/changing relationship between SCPO and young people was not seen to be impacting on the relationship between young people and the police in general.
- SCPO involvement in incidences in school was preventing the criminalisation of young people.

5.4

Do pupils feel that the programme has had an impact on their attitudes and behaviour regarding personal safety, substance misuse and anti-social behaviour?

This section looks specifically at the views and experiences of pupils to find out what impact the lessons and contact with the SCPO has on their knowledge, understanding, behaviour and attitudes regarding personal safety, substance misuse, and anti social behaviour. Data for this section was produced using a survey in ten schools (four primary, four secondary, one community school and one special school) with all pupils in years 6, 8 and 11. A total of 2015 questionnaires were distributed to schools and 1543 pupils

completed the questionnaires (193 in Welsh, 162 from primary schools -year 6, and 1382 from secondary schools - years 8 and 11). We also conducted focus/discussion groups with pupils' in the same ten schools (plus a focus group in another special school) with pupils in years 6 and 11 (87 pupils).

A summary of this data is presented here (the full survey report and all tables can be found in Appendix V). The small number of pupils and schools surveyed means our findings cannot be generalised or considered as statistically representative. Although we analysed the data using lower and higher than average FSM entitlement, and by gender (see Appendix V), these analyses do not significantly impact on the general themes and conclusions drawn. Data in this section is therefore presented by year group.

Knowledge and understanding

The single most highly rated factor for the majority of all pupils in all the schools we surveyed was that they found out things they didn't know before. Questionnaire data (across years 6, 8, & 11) show that pupils were consistently acquiring new knowledge from the AWSLCP lessons, although the percentages in each year group do get smaller e.g. 91% in year 6, 73% in year 8, and 64% in year 11.

Table 5.1: numbers/percentage agreeing with statement, primary (n=162).

	Numbers	%
I found out things I didn't know before	148	91
I now think about how other people might feel	128	79
I now think about changing my behaviour in school	83	51
I now think about what happens if you smoke cigarettes	135	83

Table 5.2: numbers/percentage agreeing with statement secondary year 8 pupils (n=721)

	Numbers	%
I found out things I didn't know before	525	73
I now think about how other people might feel	334	46
I now think about changing my behaviour in school	211	29
I now think about what happens if you smoke cigarettes	366	51

Table 5.3: numbers/percentage agreeing with statement secondary year 11 pupils (n=660)

	Numbers	%
I found out things I didn't know before	419	64
I now think about how other people might feel	190	29
I now think about changing my behaviour in school	77	12
I now think about what happens if you smoke cigarettes	138	21

As voiced by a year 11 pupil in a focus group: ‘A lot of people have got that common sense already, but it does build on it and give you a bit more information and get you thinking about it a bit more...’

When asked to give examples of how they have changed Year 6 pupils wrote:

I care more about things.

I have changed the way I talk to my family and friends.

I do more stuff to help in the house.

I used to scream at my family.

I'm more friendly with everyone.

Personal safety

As indicated by the examples from SCPOs and school staff (5.1), the knowledge gained from the AWSLCP has had considerable impact on pupils’ personal safety. This is supported by the 91% of primary pupils who said they had learned about staying safe and the high percentage who also think about what happens if they drink too much alcohol or take illegal drugs

Table 5.4: numbers/percentage agreeing with statement, primary (n=162).

	Numbers	%
I now think about what I need to do to stay safe	148	91
I now think about what happens if you take illegal drugs	135	83
I now think about what happens if you drink too much alcohol	139	86

Examples given were ‘I now know what to do if I come across drunk people’ and ‘I now know how to be sensible on websites because there are pedophiles’ [original spelling]. A small number of pupils said they would like more lessons about keeping safe (though not mentioning the SCPO directly) e.g. *Give us more lessons on keeping safe.*

More than half of secondary pupils surveyed also said they would now think about what to do to stay safe, with the percentage of pupils saying they know enough to keep themselves safe only slightly decreasing from year 8 to year 11.

Table 5.5: numbers/percentage agreeing with statement secondary year 8 pupils (n=721)

	Numbers	%
I now think about what I need to do to stay safe	423	59
I now think about what happens if you take illegal drugs	414	57
I now think about what happens if you drink too much alcohol	459	64

Table 5.6: numbers/percentage agreeing with statement secondary year 11 pupils (n=660)

	Numbers	%
I now think about what I need to do to stay safe	330	50
I now think about what happens if you take illegal drugs	243	37
I now think about what happens if you drink too	245	37

much alcohol		
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Examples given by secondary pupils included ‘*to make me safer when I am on the internet*’ and ‘*taught me how to stay safe and take precautions in and outside of school.*’

The lessons and supportive policing role of the SCPO also appeared to have some impact on whom pupils would choose to talk to, with 50% of primary pupils saying they would talk to the SCPO (with only parents and class teacher rating more highly). 55% of year 8 pupils said they would discuss lessons/topics with SCPO, with this falling to 35% for those in year 11.

In the secondary focus groups however, opinion was split between those who felt they would and could talk to the SCPO about issues raised in the lessons, and those that didn’t. What appeared important was the amount of time the SCPO spent in a school:

We see him [SCPO] often, he’s not like scary ... He talks to you about stuff and the consequences.

I don’t really know him that well

The impact on behaviour is, however, more difficult to gauge. Pupils were asked if, as a result of talking about the lessons and social issues, their behaviour had changed.

- 48% of year 6 pupils said ‘yes’ and 27% said ‘sometimes’.
- 28% of year 8 pupils said ‘yes’ and 22% said ‘sometimes’.
- 14% of year 11 pupils said ‘yes’ and 25% said ‘sometimes’.

Nearly three quarters of primary pupils and over a third of secondary pupils then gave examples of how they had changed (more pupils gave examples of change than had indicated they had changed in the earlier question).

Substance misuse

The numbers of year 6 pupils drinking alcohol ‘often’ is small (6), with very few taking illegal substances/drugs (2). There was however, some agreement in primary focus groups that the information provided in the lessons was important for the future particularly regarding their intentions not to drink alcohol or engage in substance misuse. A small number of pupils in one school felt that this information was of particular benefit now, because there were family members who were alcoholic.

Just over a quarter of year 8 and 11 year olds reported drinking alcohol ‘often’, with about one fifth saying they get drunk ‘often’. Examples of changes in behaviour regarding alcohol:

People on Fridays always tell me to drink alcohol But now I know I shouldn’t. (Yr 8 girl)

Because I don’t drink that much any more; (Yr 8 girl)

I don’t get drunk every weekend like I used to (Yr 11 girl)

I don’t have alcohol every day (Yr 11 girl)

About a fifth of year 8 and 11 pupils said they took illegal drugs 'often', with a sixth saying 'not very often'. Examples given of changes in behaviour in relation to drugs:

I stop thinking that drugs are cool (Yr 8 boy)

Because I drink less alcohol and I've been off drugs for 2 and a half years (Yr 11 boy)

I used to do drugs but not anymore because what I have learned in school, and outside school (Yr 11 boy)

Anti social behaviour

In the primary focus groups there was a strong sense that most pupils saw themselves as 'law abiding' and identified troubling issues as the behaviour of others both in and out of school. However, there were examples given in the survey of changes in their behaviour:

I behave better on the streets.

I've changed by realising that fighting doesn't solve anything.

I don't spray paint anymore.

I don't drink as often.

There were also examples of changes in social behaviour provided in the survey by year 8 and 11 pupils:

Been more careful on the streets (Yr 8 girl)

I stay more quiet when out with mates (Yr 11 girl)

Because I used to get into trouble, but now I don't (Yr 8 boy)

I don't fight much anymore (Yr 8 boy);

I don't pick fights as much (Yr 11 boy)

Secondary pupils in several focus groups also talked about learning a range of strategies from the AWSLCP that helped them deal with aspects of difficult behaviour by others.

There were also indications of changes in attitudes towards substance misuse and anti-social behaviour, though the picture is a complex one. When secondary pupils were asked about their attitudes to drinks and drugs, more than two thirds of pupils considered taking illegal drugs not to be exciting, and they recognised that taking illegal drugs or drinking too much alcohol harms your health, but only around half said they were knowledgeable about the impact of illegal drugs. Whilst viewing drugs and too much alcohol as harmful, around 40% - 50% of pupils did not consider people who got drunk to be stupid, and just over one third felt that getting drunk was part of having a good time. This would suggest a more relaxed attitude towards drink compared to illegal drugs.

Summary

- 91% of primary pupils and around 75% of secondary pupils said the AWSLCP provided them with new knowledge.

- Most pupils, around 80%, in both primary and secondary, felt they now had sufficient knowledge to keep themselves safe.
- Just under half of the primary pupils and around a quarter of secondary pupils stated that the lessons had led to a change in their behaviour.
- Nearly three quarters of primary pupils and over a third of secondary pupils gave examples of how they had changed. Almost all these examples were of positive change with many in the areas of substance misuse and social behaviour.

5.5

What kind of evidence is used by the various stakeholders in coming to judgements about the effectiveness of the programme?

As already highlighted it is difficult, if not impossible, to measure the effectiveness of a programme such as the AWSLCP in isolation from other initiatives and national/local trends. Findings from the AWSLCP annual reports have already been discussed, and data from these reports were used by some stakeholders (particularly those in schools), to further evidence and support their views regarding the effectiveness of the AWSLCP.

Not surprisingly most of the evidence offered by those interviewed is therefore anecdotal, but the amount and scale of this evidence and its consistency of message, allows for some judgements about the effectiveness of the programme to be reached. Indeed, as already illustrated, the perception of the AWSLCP as effective, and having an impact on the behaviour and attitudes of young people, is held by almost all respondents across all stakeholder groups. Of particular note are the examples of behaviour and attitude change provided by some pupils in their questionnaire responses, though positive views on the impact of the AWSLCP are not as widely held by pupils as they are by other stakeholder groups. However, it is important to recognise that understandings of effectiveness do rely heavily on the quality of relationship between SCPO and pupils and schools. For example, the regional coordinators placed considerable value on the SCPO knowing pupils' names and being trusted with information. The following comment is typical of those made by SCPOs when discussing the difficulties evidencing changing behaviour/attitudes:

... what I tend to look at, is the response I get from the children, in that they know my name, if they're quite happy to stop and talk to me, if they're happy to ask me questions, sometimes quite personal questions. Things that maybe happened to them, and they've come to me as a person they can trust. And, hopefully, I personally think, if I can give them an answer, then I think I'm doing something right, and, hopefully, making them think twice. 'Cos a lot of the questions I get asked, obviously, they're things that they've seen happen out and about, outside the school - things that they think 'that shouldn't be happening', and they've asked me about it. So, whether they haven't actually taken part in, or they have taken part, or they took a little bit of a part in what's happened, they've taken a step back. Whereas,

before, maybe, if I hadn't have been in the school talking to them, they'd have carried on doing it without thinking. (SCPO1)

Summary

- AWSLCP Annual Reports were used by some stakeholders (particularly those in schools), to further evidence their views.
- Most of the evidence is anecdotal, but the amount and scale of this evidence and its consistency of message, allows for some judgements about the effectiveness of the programme to be reached.
- Although some pupils gave examples of behaviour and attitude change in their questionnaire responses, positive views on the impact of the AWSLCP are not as widely held by pupils as they are by other stakeholder groups.

5.6

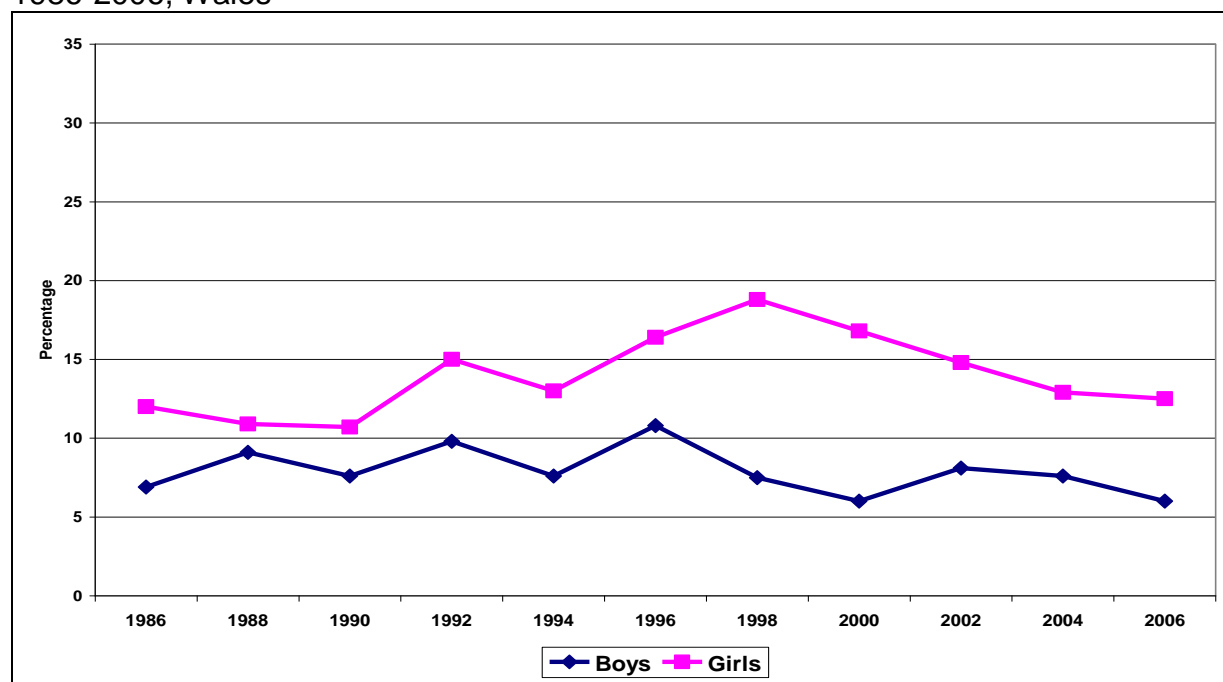
What kind of evidence can be drawn from comparing existing relevant data sources across local authorities, health boards, police/youth justice, and schools that would indicate positive changes in pupil behaviour?

Existing relevant data sources are used here in relation to alcohol, drug misuse, anti social behaviour and personal safety in order to explore whether young people's behaviour has changed over the period of the AWSLCP being in operation. However, a word of caution is needed. Statistics gathered over a period of time are liable to distortions due to changes in data gathering or reporting. In addition, any changes over time seen here are not necessarily due to the AWSLCP as we can only examine correlations and not causation. We therefore present the data as representing general trends in the behaviour of young people over the last decade.

Although the data on smoking, alcohol and drugs come from Welsh Health Statistics 2010 and Health Centre Wales, 2009, it should be borne in mind that the data itself is much older. These two publications provide analyses of data from the Health Behaviour in School-aged Children (HBSC) surveys with specific focus on Wales

The percentage of girls aged 13-14 who smoke rose quite sharply from 1994 to a peak in 1998 since then the trend has been downward but shows sign of levelling off between 2004 and 2006. The overall percentage of girls smoking in 2006 is marginally higher than it was 1986. Although there were some increases in boys smoking, the increase was not as large as for girls.

Figure 5.7: Percentage of boys and girls smoking weekly, 13-14 year olds, 1986-2006, Wales



Source: Welsh Assembly Government, 2010 (Health Statistics Wales 2010)

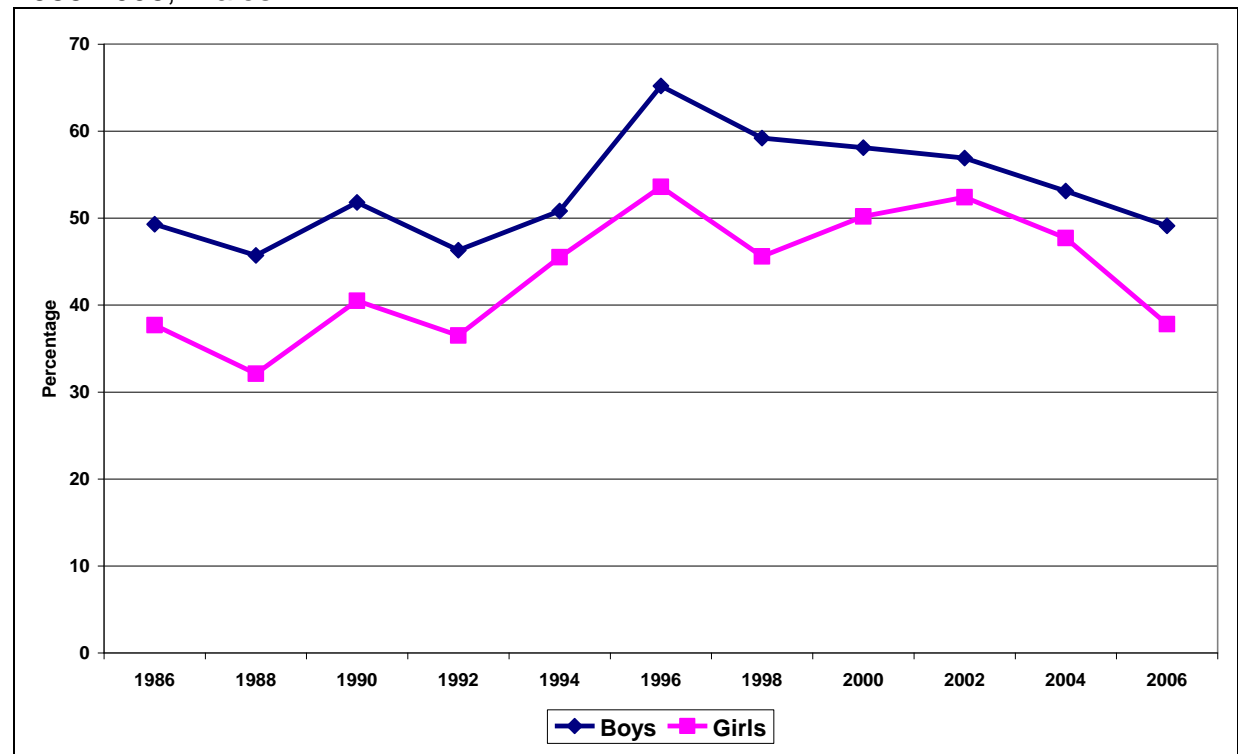
The data in these surveys show that at all ages boys are more likely to drink weekly than are girls and the percentage who say they drink weekly increases with age from below 10% of boys at age 11-12yrs to around 50% of 15-16 year olds in 2006. There has, however, been a relatively steady decrease in 11-12 year olds who say they drink. This decrease has been more marked for boys of this age group but this is because at the start of the period nearly 30% stated they drank weekly compared to just under 15% of girls. By 2006 fewer boys and girls said they were drinking and the gap between boys and girls was diminishing.

For 13 to 14 year olds there was a decrease in drinking between 1986 and 1998 but then the trend was upwards for both genders until 1996. There was then a decrease for boys which levelled off until 2004 when there was a further drop. For girls there has been a downward trend from 2000. The percentage who said they were drinking in 2006 was slightly lower than in 1986.

The pattern of drinking for 15-16 year olds is similar to that of 13-14 year olds but with a larger percentage stating that they drink. The peak at 1996 is in evidence with a downward trend for boys since that date. Girls had a bigger dip in 1998 but then the percentage rose until 2002 but from then on the trend

is downwards. The percentage who stated that they drank at least weekly was virtually the same in 2006 and in 1986.

Figure 5.8: Percentage of boys and girls drinking weekly, 15-16 year olds, 1986-2006, Wales



Source: Welsh Assembly Government, 2010 (Health Statistics Wales 2010)

In comparison to selected countries who participated in the Health Behaviour in School-aged Children (HBSC) survey, Welsh 13 year olds are considerably more likely than 13 year olds in other countries to drink weekly, except boys in Ukraine and Italy and girls in Ukraine.

Drug use

It is more difficult to get comparative data for drug use but the HSBC survey of 2002 and 2006 included two questions on cannabis use for 15 year olds: one asked if they had ever used cannabis; the second if they had used it in the last year. The trend for boys is a reduction in use. For those that said they had used it on some occasion there was a reduction from nearly 36% to around 30%, and from 26% to around 23% for those that had used it last year. Although slightly fewer girls said that they had used cannabis in 2002, the downward trend for girls to 2006 was almost negligible and more girls than boys said they had used it at some time or last year than boys. It would seem that by 2006 the trend in cannabis use amongst girls is similar to smoking in that they are more likely to use the substance than boys are (although, of course, cannabis is used much less than tobacco).

Anti-social behaviour orders (ASBOs)

ASBOs were introduced in 1999 and intended to deal with anti-social behaviour through civil court orders, but breach of an ASBO can lead to a

criminal conviction. The number of ASBOs issued to all 10 to 17 year olds across the four police areas in Wales has fallen since 2006, though these orders have been used mainly for boys. It should be noted however, that ASBOs are only one response to anti-social behaviour, and others, such as warning letters and targeted diversion, are on the increase. Care should also be taken when interpreting these figures especially in terms of comparing police areas as total population of each area is not known.

Table 5.9: Number of ASBOs issued 2000-2008, by gender, age 10-17



Source: Ministry of Justice, accessed 07.09.10

Exclusions from school

The data on exclusions come from Statwales and the rates have been calculated using number of exclusions in relation to the total number of pupils within the sector. It should be noted that these data count each exclusion and not the total number of pupils excluded, e.g. if a pupil is excluded more than once during the school year s/he will appear in the statistics more than once. Data on exclusion by local authority is only available for secondary schools.

The rate of permanent exclusions in primary schools is low and has not changed over the period 2002-2009; there has however, been a reduction in the rate in special schools and also, to a lesser extent in secondary schools over this period. It should be noted that the actual numbers are very small and therefore a small increase has a large impact.

The percentage of pupils leaving school without a qualification has decreased in Wales as a whole. This is generally reflected in the local authority figures though there is more fluctuation.

Summary

- There is a downward trend in 13-14 year olds smoking.
- There has been a relatively steady decrease in 11-16 year olds in Wales who say they drink.
- The use of cannabis has also decreased, although more girls than boys said they had used it at some time last year. As is the case with tobacco, more girls than boys reported using cannabis in 2006.
- The number of ASBOs issued to all 10 to 17 year olds across the four police areas in Wales has fallen since 2006, though these orders have been used mainly for boys.
- The rate of permanent exclusions in Welsh primary schools is low and has not changed over the period 2002-2009; there has however, been a reduction in the rate in special schools and also, to a lesser extent in secondary schools over this period.

5.7

What are the characteristics of effective programmes where there is an indication of some positive impact on anti-social behaviour, substance misuse and personal safety?

This evaluation has focused on eleven schools that have been engaged with the AWSLCP over several years, and who have a long-term positive relationship with their SCPOs. There is substantial evidence from stakeholders and pupils to suggest that this has had a positive impact on behaviour, substance misuse and personal safety.

Our evidence strongly suggests that the relationship between SCPO and pupils and schools is a key component when evaluating how effective the AWSLCP is in practice.

Other characteristics of effective intervention consist of several different elements that can be summarised as:

- According PSE high status in school strategy, curriculum and timetable.
- Ensuring joint planning takes place between the PSE coordinator and SCPO for the effective delivery of lessons.
- Providing good quality teacher training for school staff in PSE and ongoing support for their continuing professional development in the subject.
- Facilitating planned preparation for, and follow-up to, AWSLCP lessons.
- Establishing regular contact for both staff and learners with SCPO outside the formal lesson delivery time.

5.8

How can data from existing sources be used to inform and improve current practices and internal evaluation systems?

As already noted (5.6) it is difficult to make direct comparisons between different data sets, or identify particular causes for changes in behaviour. Developing better evaluation processes should aim to give both a nuanced local overview and a clear national picture.

Some suggestions are:

- Targeting work in specific areas and local authorities where local data shows there are specific problems.
- The sharing of local data between schools, local police and local authorities.

5.9

What new data would be useful for monitoring and evaluating future practice?

We suggest the following as useful for monitoring and evaluating future practice:

- Tracking specific year groups.
- Follow-up questionnaires to pupils who have recently left school seeking their retrospective opinions of the AWSLCP and how it could be improved.
- Developing evaluation toolkits with PSE coordinators that could also inform school development plans.
- Developing more effective questionnaires to incorporate questions to school and local authority staff that would identify areas for further development. This to include questions that would indicate whether or not previous recommendations have been implemented, and progress monitored.
- Using data from parents, community professionals and specialised agencies (such as those dealing with domestic violence) to provide information on any changes and impact that might be due to the AWSLCP.

6. Discussion and conclusions

The key aims of AWSLCP are to work towards achieving a reduction in crime and disorder, and to promote principles of positive citizenship through education.

Although there has been a decline in substance misuse and antisocial behaviour among teenagers in Wales, it is clearly not possible to claim that this is as a result of the AWSLCP. However, it is possible that the AWSLCP has had an impact in these areas. As highlighted in the first independent evaluation of the AWSLCP, measuring the long-term effects of interventions with young people is complex. Anti-social behaviour, substance misuse and personal safety are worldwide concerns, and literature clearly shows that no intervention has yet found the magic bullet. Evaluation therefore needs to be realistic about what can and should be measured and claimed as effective. All interventions are part of a larger picture, with many having a positive impact on young people beyond the initial aims or duration of any particular programme. It is therefore important that the effectiveness of a programme, particularly a universal programme such as the AWSLCP, recognises this complexity and critically evaluates itself accordingly. However, as suggested by Estyn (2007) schools and local authorities should also play a more active role in monitoring and evaluating initiatives such as the AWSLCP.

Many of the comments provided by children and young people suggest there have been changes in attitudes and behaviour, particularly towards family and community, which are encouraging and suggest more positive behaviour and attitudes in the future. Indeed the belief that the AWSLCP has an impact is consistent across all stakeholder groups, both at national and local level. There is also a widespread view that the AWSLCP delivers considerable added value in that the lessons and contact with SCPO provides *all* pupils with knowledge, awareness and understanding that they can use to keep themselves safe and out of trouble. The comments volunteered by pupils in their questionnaire returns show thoughtfulness and insight into how their actions and attitudes have been positively influenced by AWSLCP lessons, and contact with SCPO. However, we would stress again that the schools we visited had a positive long-term relationship with the AWSLCP/SCPO, so while our findings are very encouraging, we cannot comment on the influence of the AWSLCP on pupils generally.

Our findings do, however, provide clear indications of the characteristics of effective AWSLCP intervention. These include:

- A positive relationship between SCPO and pupils and schools that is developed over time.
- According PSE high status in school strategy, curriculum and timetabling.
- Ensuring joint planning takes place between the PSE coordinator and SCPO for the effective delivery of lessons.

- Providing good quality teacher training for school staff in PSE and ongoing support for their continuing professional development in the subject.
- Facilitating planned preparation for, and follow-up to, AWSLCP lessons.
- Establishing regular contact for both staff and learners with SCPO outside the formal lesson delivery time through the supportive policing role.
- Ensuring that the SCPOs develop a knowledge and understanding of the issues beyond the legal framework they deal with.

The AWSLCP continues to expand beyond the core programme to provide, for example, supplementary modules; web based support materials; increasing levels of supportive policing in schools; involvement in pupil support groups; and work with disengaged pupils. It is not surprising that some schools appear to be relying more and more on the involvement of the AWSLCP in delivering PSE and in school life generally.

There is no doubt the SCPO can help young people understand the causes and consequences of criminal behaviour, but is it legitimate for them to be used as the key educators in these areas? This is not the aim of the programme, but appears to be the reality and practice of the AWSLCP in some schools. There are, for example, clear implications for police being the only or main provider of lessons on domestic abuse, where illegal behaviour has intense personal consequence for all concerned. A further concern is that a majority of respondents felt that teachers would be uncomfortable addressing some of the issues. This was the case even with additional training in these areas, and has serious implications for the effective delivery of PSE for pupils.

In relation to the findings of the two previous independent evaluations we are able to support many of these conclusions. For example the pupils have continued to have a very positive attitude towards the AWSLCP and they find the lessons useful, enjoyable and important. The relationship between a school and SCPO, and pupil and SCPO also remains of key importance when considering the effectiveness and impact of the AWSLCP in school and in the community. Earlier concerns regarding the lack of availability of preparation and follow-up materials, the lack of choice regarding modules, and the need to reach out to those in PRUs and ESD schools/units are being addressed as the AWSLCP continues to develop and expand.

We also found that some issues raised in earlier evaluations remain. This is not to say there has been no progress in these areas, rather they illustrate the difficulties in changing attitudes and perceptions when change is implemented. For example there are still questions about the nature and extent of the AWSLCP/SCPO contact in schools and in local authorities, raising issues about what is evaluated, and how this information can be better publicised and used to address local issues. In particular the concern raised by Tregidga et al., (2005) regarding the need to adopt a realistic approach to measuring success in terms of crime reduction, has yet to be realised.

Another important issue raised in earlier evaluations is the significance of the model of PSE adopted in schools for monitoring and evaluating delivery of the core programme, and for the adequate delivery of PSE generally: This remains a key concern.

There has also been criticism from Estyn (2007) that the central funding of the AWSLCP is seen to disadvantage the work of some local authorities and means that they cannot easily develop their own initiatives to support multi-agency work, and to monitor and evaluate the effectiveness of, for example, substance-misuse education programmes in schools. Our findings from professionals in youth justice and youth work would appear to concur with the perception that there is an imbalance between a schools involvement with a national programme, such as the AWSLCP, and a schools involvement with local or other initiatives. It is not the aim of the AWSLCP to monopolise provision in this way, but it is understood, by some, as a consequence of central funding and the availability of the programme in all schools. The implications of this for schools and other providers of PSE, needs to be acknowledged and, possibly, counteracted so that pupils can receive a wide range of information and perspectives.

6.2 Implications for WAG

- To evaluate the implementation of the Personal and social education framework for 7 to 19 year olds in Wales.
- To work with local authorities to improve staff development for PSE, and discuss with teacher training institutions how to develop PSE skill and knowledge for trainee teachers.
- To work with local authorities to monitor the joined-up-ness of national initiatives involving multiple agencies. It does not always seem clear what are the criteria for effective and successful working together initiatives.

6.3 Implications for AWSLCP

- There is a need to provide both national and local data charting crime rates and monitoring progress and change in other key areas. Such data is currently difficult to access.
- Children and young people could take a more active role in planning and evaluating AWSLCP. For example, pupils in this study appreciated the opportunity to give their views anonymously.
- The AWSLCP should develop more effective ways for evaluating their work with schools that includes evaluation of the level of commitment from, and cooperation with, the school.

6.4 Implications for schools and local authorities

- PSE organisation, structure and delivery needs to be developed to best meet the needs of learners.

- There should be greater integration of the AWSLCP into PSE in secondary schools.
- Schools should ensure that teachers take a more active role in supporting further learning when outside agencies such as the AWSLCP take the lead in delivering lessons.
- The issue of teachers' reluctance to engage with the issues dealt with by the SCPOs is of concern. Children and young people need to know there are adults in school with whom they can share concerns about these issues.
- The impact of the AWSLCP could be further explored with schools and local authorities taking a greater role in monitoring and evaluation.

6.5 Implications for the police

- SCPOs work in schools should continue to be prioritised, valued and funded.
- There is a need to consolidate and strengthen links between SCPOs, neighbourhood police, schools and relevant community organisations.
- Though relationships between pupils and SCPOs are good, more needs to be done to encourage police officers generally to develop positive relationships with young people in the community.

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