

# Evaluation of the Full Service Extended Schools Initiative, Second Year: Thematic Papers

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Research Report

No 795

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Extended Schools Initiative,  
Second Year: Thematic Papers*

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ISBN 978 1 84478 809 5

## **Acknowledgements**

The research team would like to acknowledge the contribution made by the participating full service extended school projects to this study. A large number of school staff, local authority personnel, partner organisation staff, parents, pupils and community members have generously given their time to make this evaluation possible. Particular thanks are due to those working in and around the case study projects where the research demands have been greatest.

The team would also like to thank their steering group and DfES research managers, Rebecca Goldman and Kate Ridley-Moy, for their careful oversight of the study and their contributions to its development.

# **Evaluation of the Full Service Extended Schools Initiative, Second Year: Thematic Papers**

## **Executive summary**

### ***Introduction***

These thematic papers present selected findings from the second year (school year 2004-5) of the national evaluation of Full Service Extended Schools (FSES), part of the Government's overall vision for all schools to offer a core set of extended activities by 2010. The FSES initiative seeks to support the development in every local authority (LA) area of one or more schools which provide a comprehensive range of services on a single site, including access to health services, adult learning and community activities as well as study support and 8am to 6pm wrap-around childcare.

The FSES initiative specifies the range of services to be provided on the school site and introduces a particular emphasis on the co-location of services provided by other, non-educational agencies. By so doing, it takes further a series of developments in extended schools which began in 2001, but which themselves build on a long history of community-oriented schooling in this country. In the first year, 61 projects were funded at between £93,000 and £162,000 per annum, decreasing annually for a further two years. Most projects comprised individual primary, secondary or special FSESs, though some included more than one school. All were located in Behaviour Improvement Programme (BIP) areas. In the second year, these were joined by 45 schools (25 in BIP areas and 20 from non-BIP areas). These schools were funded at a similar level to the year 1 schools. They were more likely to include clusters of schools than was the case in year 1.

### ***Key findings***

- There is good evidence that FSESs can have significant positive effects on children, adults and families. They can also be associated with benefits for schools in terms of improvements on performance measures (such as student attainment and exclusion rates) and increased intake numbers.
- All schools joining the initiative in the second year expected FSESs to lead to raised levels of student achievement in the long term, and were developing their provision with this in mind.
- On the basis of the evidence so far available there is every reason to persevere with the implementation and development of extended provision.
- Schools joining the initiative in the second year were likely to adopt strategic approaches and engage in high levels of collaboration with a range of partners.
- FSESs placed childcare high on their agendas, but prioritised those aspects which corresponded most closely to what they saw as the purposes of their full service extended provision as a whole.

- FSESs were able to take individuals and families through processes of change which re-engaged them with learning and had significant impacts on their life chances.
- It was not clear that the positive outcomes from FSES work were sufficiently widespread to transform whole communities, nor did the benefits for schools materialise in every case.
- FSESs experienced tensions between their long term approaches and the more immediate demands of the attainment agenda.
- Some schools experienced problems in engaging their key partners. There were also problems for FSESs in securing the sustainability of their provision, and, in some cases, making appropriate transport arrangements for users.
- The exchange of information between projects is likely to be important to overcoming practical problems.
- There is also work to do in finding ways of engaging the most vulnerable and marginalised people, deciding what it is realistic for the school to achieve alone and in partnership, finding ways of seeing local people as active partners, and reconciling the long-term aims of the FSES with the continuing need for raised pupil attainment.

### ***Evaluation aims and methods***

The evaluation of FSESs is taking place over the three years for which the initiative is funded. It aims to:

- identify and characterise the activities undertaken by participating schools;
- identify the processes underpinning these activities;
- identify the impacts of activities; and
- identify the outcomes of activities.

The evaluation is achieving these aims through a multi-strand approach. Activities, process issues and early outcomes are mapped through interviews with school, local authority and partner organisation personnel in a sample of projects that joined the initiative at different points in time. A similar exercise is being undertaken with a sample of schools that are comparable to FSESs in important respects, but are not part of the initiative. In addition, the provision of childcare is mapped in this way through a specific evaluation strand. Outcomes are evaluated in three ways:

- through an analysis of school performance data across all FSES projects;
- through a cost-benefit analysis of a sample of projects; and
- through a ‘theory of change’ evaluation in a sample of projects.

This last aspect involves working with projects to articulate their understanding of how their actions will bring about changes for pupils, families and communities. Evidence is then sought as to whether the changes on the ground match those predicted by this theory.

The thematic papers presented here summarise interim findings from the mapping work with 11 projects that joined the initiative in its second year, the childcare study with 5 projects that joined in year one and 3 from year two, and theory of change work with 12 projects, all of which joined the initiative in its first year.

## ***Findings***

### **Outcomes from FSESs**

There is anecdotal evidence from the mapping exercise and childcare study, and much more robust evidence from the theory of change work, that FSESs can have significant positive effects on children, adults and families. Specifically, there is initial evidence that FSES approaches can be associated with benefits for schools in terms of improvements on performance measures (such as student attainment and exclusion rates) and increased intake numbers.

The theories of change held by FSES leaders tend to focus on the role of schools in engaging with children, families and community members, overcoming the ‘barriers to learning’ which they experience, developing their commitment to learning and their sense of themselves as learners, and generating outcomes in terms of attainment, accreditation and better prospects in the labour market. Their expectation is that these processes will transform cultural aspirations and expectations across communities.

The evidence so far gathered tends to validate these theories in important ways. It shows that FSES provision can indeed take individuals and families through processes of change which re-engage them with learning and have significant impacts on their life chances. Relatively large numbers of children and adults may experience benefits from FSES provision. However, it is less certain at this stage that the changes and outcomes are sufficiently widespread to transform whole communities, or that the benefits for schools materialise in every case. Because of the way that they think about and respond to local needs, the different foci of provision in different FSESs also mean that it is not possible to identify different models of FSES provision which offer alternative ways of pursuing similar aims.

### **Developments in the characteristics of FSESs**

Without exception, projects joining the initiative in its second year regarded the delivery of FSES provision to be a precursor to raised levels of student achievement. However, FSES leaders believed this would not happen in the short term. Most hoped to achieve this by putting support mechanisms in place to help tackle ‘barriers to learning’ and by introducing or developing pupil engagement strategies aimed at raising levels of aspirations, motivation and self-esteem. FSES leaders also recognised the potential for FSESs to meet the holistic needs of children and those of families and the wider community.

While strategic and collaborative approaches were found in FSESs joining in year 1, these were somewhat more likely to be found in projects joining in year 2. The importance of clear management structures within the project was recognised and the work of school- and/or local authority-based co-ordinators was seen as key to this. Project leaders saw the importance of embedding their work within the framework provided by the Every Child Matters agenda, and sought to co-ordinate it with local developments – notably, of Sure Start Children’s Centres and Children’s Trusts – and with the work of other agencies and organisations. Consultation with service users was seen as essential. Second year projects were more likely than those from the first year to comprise clusters of schools, and there were examples of projects in special schools and located in rural areas.

Although project leaders believed that FSES provision would ultimately impact on attainment, some tensions were evident between the short-term and tightly-focused demands of the attainment agenda and the longer-term and more-wide ranging approach of their family and community agenda. Likewise, although some projects achieved high levels of collaboration with other agencies and organisations, others reported difficulties in engaging all key partners. There were also concerns about the sustainability of provision once DfES funding ends, though strategies to address this were being developed. For projects in rural areas and for special schools, inadequate transport was seen as a barrier to user access.

### **Childcare in FSESs**

The evidence gathered so far suggests that FSESs place childcare, broadly defined, high on their agendas, and that a range of provisions has developed as a result of the FSES initiative. This means that the 8am-6pm goal is close to being reached, either on the school site or within the wider community of school clusters, Children's Centres and other private providers.

All the schools visited offered some form of care before school, after school and in the holidays, though there were gaps in times of availability and age ranges catered for. Extending provision from 5-6pm was a problem for some, as was continuous childcare in the holidays. There were some gaps in provision for very young children and for older children. Childcare for pre-schoolers was seen as presenting few advantages for most schools serving the 11+ age group, though primary schools seem to find such on-site care easier to provide.

Schools faced a range of challenges in providing childcare. Finding appropriate and attractive provision for the 11+ age range and ensuring sustainability were both especially problematic.

The particular form childcare took in different schools was dependent on how the school understood its core educational role and the purposes of its FSES provision. This was reflected in a tendency to develop those aspects of provision which met its own perceived needs and by a relative absence of consultation with users and others. In the light of this, some schools found the term 'childcare' confusing and problematic. Some secondary schools did not see themselves as providing childcare but instead focused on study support or 'enrichment' activities and did not feel engaged by the Government's childcare agenda. However, for others, childcare and study support were part of the school agenda, as being for the benefit of children, parents and the community and as such was seen as central to the extended schools initiative.

### ***Issues for development***

It is clear that FSESs can be established successfully, and can generate positive outcomes for children and adults, with benefits for the schools themselves. On the basis of the evidence so far available, then, there is every reason to persevere with the implementation and development of extended provision.

Some FSESs face practical challenges in terms of cementing partnerships with other agencies and organisations, ensuring the sustainability of their provision, and, in some cases, ensuring that there are adequate transport links to enable local people to access provision. There are also issues around the development of comprehensive childcare provision. These challenges should not be underestimated, though the diversity of FSESs means that problems for one FSES have sometimes been solved by other FSESs elsewhere. The exchange of information, facilitated by The Extended Schools Support Service, may be particularly helpful in this respect.

More significant are the challenges FSESs face in clarifying what they hope to achieve, how they expect to achieve it, how their work relates to that of other child, family and community agencies, and how their aims relate to the issues faced by local people. Addressing these challenges may involve:

- finding ways of engaging the most vulnerable and marginalised people as well as those who are easier to reach;
- deciding what it is realistic for the school to achieve alone, and how those achievements might be multiplied through the sorts of strategic and partnership approaches that are increasingly in evidence;
- finding ways of understanding the underlying issues facing communities, while seeing local people as active partners in addressing those issues; and reconciling the long-term aims of the FSES with the continuing need for raised pupil attainment.

## **List of acronyms**

BEST	Behaviour and Education Support Team
BIP	Behaviour Improvement Programme
BSF	Building Schools for the Future
CAF	Common Assessment Framework (for Children and Young People)
CAMHS	Child and Adolescent Mental Health Service
CLC	Community (or City) Learning Centre
CSV	Community Service Volunteers
DfES	Department for Education and Skills
EiC	Excellence in Cities
EWO	Education Welfare Office
EYDCP	Early Years Development and Childcare Partnerships
FE	Further Education
FSES	Full service extended school
IT/ICT	Information (and Communications) Technology
IRT	Identification Referral and Tracking
LA	Local Authority
LEA	Local Education Authority
LSP	Local Strategic Partnership
OFSTED	Office for Standards in Education
OOSH	Out of School Hours
PC	Police Constable
PCT	Primary Care Trust
SSLP	Sure Start Local Programme
STEPS	Steps To Excellence for Personal Success
TDA	Training and Development Agency for Schools
TESSS	The Extended Schools Support Service

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# 1. Introduction

## 1.1 Background

In 2003, Department for Education and Skills (DfES) launched a ‘full service extended schools’ (FSES) initiative in England. This was aimed at supporting the development in every local authority (LA) area of one or more schools which provide a comprehensive range of services, including access to health services, adult learning and community activities as well as study support and 8am to 6pm childcare. Local FSES projects received funding from DfES, and came on stream in each of three successive years. In the first year, 61 projects were funded at between £93,000 and £162,000 per annum, decreasing annually for a further two years. Most projects comprised individual primary, secondary or special FSESs, though some included more than one school. All were located in Behaviour Improvement Programme (BIP) areas. . In the second year, these were joined by 45 schools (25 in BIP areas and 20 from non-BIP areas). These schools were funded at a similar level to the year 1 schools. They were more likely to include clusters of schools than was the case in year 1.

The FSES initiative takes further a series of developments in extended schools which began in 2001, but which themselves build on a long history of community-oriented schooling in this country and on a good deal of international experience. It forms part of the Government’s overall vision for all schools to offer a core set of extended activities by 2010. As such, it contributes to and is supported by, a range of other policies and initiatives. In particular, FSESs are seen as key sites of delivery within the Every Child Matters (ECM) agenda which is concerned, amongst other things, with creating integrated child and family services that are based close to points of need in local communities (DfES, 2003a). The childcare element of FSESs similarly contributes to DfES’s ten year strategy for childcare (DfES, 2004), which aims by 2010 to offer a guarantee of childcare provision between 8am and 6pm all year round, either on the school site or in partnership with other schools, local providers or childminders. In addition to funding received for their overall provision, FSESs also received £26,000 per year to each school to support childcare.

The FSES initiative as a whole is subject to a multi-strand evaluation over the three years for which the initiative is funded. It aims to:

- identify and characterise the activities undertaken by participating schools;
- identify the processes underpinning these activities;
- identify the impacts of activities; and
- identify the outcomes of activities.

Activities, process issues and early outcomes are mapped through interviews with school, LA and partner organisation personnel in a sample of projects that joined the initiative at different points in time. A similar exercise is being undertaken with a sample of schools that are comparable to FSESs in important respects, but are not part of the initiative. In addition, the provision of childcare is mapped through a specific evaluation strand. Overall outcomes are evaluated in three ways:

- through an analysis of school performance data across all FSES projects;
- through a cost-benefit analysis of a sample of projects; and

- through a ‘theory of change’ evaluation in a sample of projects. This last involves working with projects to articulate their understanding of how their actions will bring about changes for pupils, families and communities. Evidence is then sought as to whether the changes on the ground match those predicted by this theory.

## **1.2 The thematic papers**

A detailed report on the first year of the evaluation was published in 2005 (Cummings et al, 2005). Readers of the current document may wish to consult this report to learn more about the historical and research background of full service schools, the methods being used in this evaluation, and the findings of strands not reported here. It is anticipated that a final report will be published after the evaluation is complete in 2007.

The thematic papers presented here are based on fieldwork undertaken principally in the second year of the evaluation (school year 2004-5). They present findings from three strands of work:

- the theory of change work in a sample of 12 local projects joining the initiative in its first year;
- the mapping exercise with 11 projects that joined the initiative in year two; and
- the childcare study with 5 projects joining in year one and 3 in year two.

Of these, the mapping exercise is complete, but the theory of change and childcare work is ongoing. These papers therefore report interim findings only. Moreover, although these papers are presented here together, readers should bear in mind that they do not report on the evaluation as a whole, and that a good deal of work on that evaluation remains to be done. Care should be taken, therefore, not to place too much weight on the common themes and issues which seem to emerge.

For this reason, we have made no attempt to provide a final chapter with definitive conclusions and recommendations. Nonetheless, it seems to us that common themes and issues do indeed emerge, and that readers may find it helpful to be alerted to these. For instance, it is clear that the head teachers, FSES co-ordinators and others with whom we have worked are enthusiasts. They see the FSES initiative not as a distraction from the school’s core educational task, but as an opportunity for developing more holistic approaches to it, particularly in the context of disadvantaged communities. They are able to report many ways in which FSES provision has benefited students, families, communities, and the school itself. They can often identify tangible evidence of positive outcomes, both in terms of and in addition to student’s achievements.

On the other hand, it is clear that there are issues to address within the initiative. The leadership of FSEs is complex and demanding. Working with a range of partners is sometimes not easy. There are concerns about the sustainability of provision once additional DfES funding ceases. There are also concerns about how to reconcile the short-term demands of the attainment agenda with the longer time-scale over which FSES provision is expected to produce its effects. As evaluators, we also question whether FSEs are always able to reach the most vulnerable and marginalized people in their areas, whether they are able to achieve the fundamental transformations in

local conditions and cultures at which some of them (at least) aim, and whether they find ways of seeing local people as active partners in solving their own problems.

We are particularly struck by the different ways in which leaders in different FSESs conceptualise the aims and ways of operating their provision. While, therefore, we believe that many of the challenges facing FSESs can be overcome by exchanging solutions across the network of schools (and TESS, The Extended Schools Support Service, may have a key role here), we also think that careful attention needs to be paid to issues of conceptualization and design. In particular, FSESs face challenges in thinking through what they hope to achieve, how they expect to achieve it, how their work relates to that of other child, family and community agencies, and how their aims relate to the issues faced by local people. Addressing these challenges may involve:

- finding ways of engaging the most vulnerable and marginalised people as well as those who are easier to reach;
- deciding what it is realistic for the school to achieve alone, and how those achievements might be multiplied through the sorts of strategic and partnership approaches that are increasingly in evidence;
- finding ways of understanding the underlying issues facing communities, while seeing local people as active partners in addressing those issues; and
- reconciling the long-term aims of the FSES with the continuing need for raised pupil attainment.

In the following chapters, we present the three thematic papers where these issues emerge. Chapter 2 reports interim findings from the theory of change work. Chapter 3 reports the findings of the completed mapping exercise. Chapter 4 reports findings from the ongoing childcare study.

In writing these chapters, we have faced the minor, but nonetheless tricky problem that FSESs, by their very nature, tend to be involved in networks of provision and providers that go well beyond what might normally be regarded as the boundaries of a school. These include cluster arrangements, provision delivered off-site, provision delivered on-site by other agencies, provision made under other initiatives but regarded as FSES provision, and so on. We have, therefore, developed a common terminology which captures some (though not all) of this complexity:

*The full service extended school (FSES) initiative* refers to the national initiative sponsored by DfES.

*FSES project* refers to a local project within the national initiative, led (more or less proactively) by the local authority, and involving one or more schools, probably with external partners.

*FSES* or, simply, *school* refers to individual institutions, regardless of whether they are part of a larger collaboration or strategy.

*FSES activity* or *provision* refers to activities and forms of provision taking place under the banner of the national initiative, regardless of where they are based, and regardless of whether they may also form part of other initiatives.

From time to time, we also write about ‘waves’ of schools. These are the groups of schools funded in each year of the national initiative (wave 1 in 2003-4, and wave 2 in 2004-5; there are no wave 3 schools in our fieldwork to date). Occasionally, we refer to local authority projects by code, in the form LA1.3, LA2.11 and so on. The first

digit in these codes refers to the wave to which the school belongs and the last is the individual project identifier.

## **2. Outcomes from full service extended schools: interim findings and issues from the theory of change evaluation**

### **2.1. Introduction**

#### **2.1.1 Theory of change evaluation**

There is a wide range of outcomes which FSES provision might be expected to generate. Although there is no expectation that every project will produce every possible outcome, DfES guidance suggests that they might be generated in relation to students, parents, local communities and the school itself. These include:

- improved student behaviour, attendance, participation, aspirations and attainment;
- increased student motivation and self-esteem;
- better access to specialist support for students;
- better access to services for local people;
- reductions in health inequalities;
- reductions in adult unemployment;
- improved staff recruitment and retention in the school;
- enhanced partnership with ‘the community’;
- better supervision of children outside school hours; improved school security; greater parental involvement; and improved local career development opportunities

(DfES, 2003c: 3)

It is obviously important to know whether the FSES initiative produces any or all of these anticipated outcomes. To some extent, this is a relatively straightforward question. For instance, as part of the overall evaluation strategy, we will be analysing performance data (on children’s attainments, for instance) from FSESs to see how they change as schools participate in the initiative and whether there are any differences between participating schools and similar ‘comparator’ schools outside the initiative.

However, such ‘classical’ evaluation methods are not adequate on their own for identifying outcomes from a complex initiative such as this. Simple before-and-after measures, or participant/non-participant comparisons may tell us relatively little about the impacts of the FSES initiative. This is because some of the expected outcomes may be difficult to measure or may take some years before they appear. Different FSESs aim at different sets of outcomes, engage in different activities to generate them and are involved simultaneously in other initiatives aiming at similar outcomes. Moreover, the distinctions between ‘before’ and ‘after’ or ‘participating’ and ‘non-participating’ are not easy to make where many schools outside the initiative also offer extended activities, whilst some of those in the initiative had been offering such activities long before the official start date.

In this situation, we have opted to use a ‘theory of change’ approach to evaluation (Connell & Kubisch, 1998) which tries to capture some of the subtler outcomes from

the initiative whilst taking into account the complexity of schools' situations. The 'theory' in question is a formal account of how the activities undertaken within a FSES project are expected to produce a series of changes that will in turn produce the longer-term outcomes at which the project aims. The focus, therefore, is not simply on outcomes that may take many years to appear, may be difficult to measure, and may even then be difficult to attribute to the initiative. Instead, it is on the short- and medium-term impacts which the project will have – for instance, on children, their families and local residents.

Evaluators and project leaders decide together how these impacts might be observed or measured – often in quite straightforward ways. For instance, greater numbers of parents may come into the school, or teachers may report that children attending breakfast clubs are more alert in class, or students themselves may describe how advice they have received from health workers has changed their risky behaviours. Over the lifetime of the initiative, evidence such as this is gathered showing how far the changes and impacts predicted by the project are actually materialising. In a relatively short space of time, it becomes clear whether things are developing in the way the project anticipated. If they are, the theory of change is supported. It becomes more likely that the longer-term outcomes expected will eventually materialise and that they will be attributable to the initiative. If they are not, project leaders get early warning that they are unlikely to generate the outcomes they hope for, and that their theory needs some rethinking.

One of the advantages of the theory of change approach is the collaboration that it involves between evaluators and practitioners, and the feedback loop it potentially creates between evaluation and practice. There is, therefore, no reason why schools should not use for themselves some of these techniques in planning, monitoring and developing some of the initiatives in which they are involved.

### **2.1.2 Methods**

Given the diversity of FSES provision and practice at local level, we took an early decision to focus on the local project as the level at which we would try to articulate and substantiate theories of change. Some projects involve more than one school, though the majority are based on single schools. Our fieldwork began early in 2004, as projects were in the early stages of implementing their FSES approaches. From the 61 designated FSES projects at that time, we identified 22 for 'mapping visits' which would give us an overview of their activities, and 12 of these for a more in-depth theory of change evaluation. Full details of methodology and sampling are provided in the end of year one report (Cummings et al., 2005).

The mapping visits and early visits to the case study schools focused on working with head teachers and other key leaders to characterise the activities undertaken by the project and to identify the underpinning rationale for those activities. This was articulated in terms of:

- the situation which the leaders saw themselves as facing (that is, the challenges faced by the school/s and the needs and resources of students, families and communities locally);
- the ways in which they anticipated that this situation would be changed by FSES provision;
- the intermediate changes they expected to emerge; and

- the actions which they were taking to transform the starting situation into the desired end-point situation.

Over time, a ‘mapping grid’ was produced which summarised the project’s responses on these issues. An example of one such grid, from Keith High School (all names in this paper are pseudonyms) is presented as figure 1 in appendix 1.

Effectively, the mapping grid is a first attempt to summarise the project’s theory of change. In subsequent work with project leaders, we sought to refine this theory. In practice, this meant organising the detail of activities into ‘strands’ that were clearly related to a structured account of the current situation faced by the project on the one hand, and a limited number of fundamental outcomes aimed at by the project on the other. This was represented both in text and diagrammatically (see figures 2 and 3 in appendix 1). The final stage was to articulate with greater clarity the steps of change that were expected to lead from project activities to outcomes and to identify the sort of evidence that might demonstrate how far these steps were actually materialising. Figure 4 in appendix 1 presents part of the evaluation plan that resulted from this stage at Keith High School. It not only sets out the steps of change in each strand, but also indicates what evidence will be collected, by whom, and when. An adapted version of this plan subsequently makes it possible to display this evidence against each step in a readily-accessible form. Such a format might be useful to other schools when developing extended programmes to help them think about what they are hoping to achieve and how they are going to monitor their change.

Although each project has identified different sorts of evidence in relation to its own theory of change, we have imposed certain standard requirements across all projects. For instance, we ask projects to supply data on participation rates for their various activities so that we can judge how far those activities are reaching out across the school and local populations. Much of the most powerful evidence is in the form of testimonials from children and adults who have participated in and benefited from extended activities. In each project, we have asked leaders to identify a number of families which we can use as case studies to try to identify the cumulative effects of FSES provision and any interactions there might be between impacts on adults and impacts on children. However, we have also asked projects to direct us towards other children and adults who have benefited less or have been less involved. In this way, we can judge not only whether the FSES is having its predicted impacts, but how widespread these impacts are. Similarly, we have identified ‘outsiders’ – professionals in other agencies or leaders of community organisations, for instance – so that we can ask what impacts, if any, they have seen from the project.

Above all, we seek to identify different kinds and sources of data that can be triangulated against each other in ways which tend to confirm or disconfirm the theory of change. It is in the nature of evaluation in these kinds of complex circumstances that we are dealing with probabilities rather than certainties, and with outcomes that are specific to particular projects rather than common to all. However, we do anticipate that we will have – and already do have to a significant extent – robust evidence of the impacts that each FSES has had on some children and adults, well-supported hypotheses about how widespread these impacts are, and clear predictions about the long-term outcomes that these projects are likely to generate.

### **2.1.3 The paper**

In the next section of this paper, we present our findings to date from two FSESs – Keith High School and Central Primary School. These are schools where good data were available early in the evaluation process, though that process is far from complete. We have no reason to believe that these projects are different in kind, better managed or more likely to generate positive outcomes than any others. However, they have been able to return data to the evaluation team in a timely manner, for which we wish to thank them. Keith High School was also discussed in the first year report (Cummings et al, 2005). What were then very early indications of outcomes have now become much firmer.

In the final section of the paper, we use our findings from these schools, and our experience in other FSES projects, to raise questions about how the initiative is unfolding, and the issues that might need to be addressed as more schools seek to develop extended provision.

## **2.2. Interim findings**

The current paper draws on data that had been collected by early 2006. At this point, all of the case study projects which received funding in year 1 of the initiative had an evaluation plan of the kind outlined above, and we already had extensive interview and documentary data for each project. There is, of course, much still to do – in terms of populating the evaluation plans of all the schools with data, combining this with the evaluators' own analyses of national and local performance data, making comparisons between different types of FSESs and between FSESs and other schools, and relating all of this to evidence on process issues. Nonetheless, even at this early stage it is possible to report some findings which indicate some of the likely impacts and outcomes of the FSES initiative, though it is, of course, important to treat these early findings as indicative and provisional.

### **2.2.1 Interim findings: Keith High School**

Our first case study is of the FSES project based on Keith High School. This is an 11-16 school mainly serving a very large social housing estate characterised by high levels of disadvantage. The ward in which it is located is in the most deprived 1 percent of wards nationally, with attendant problems of low educational attainment, poor health, high levels of crime. The current head took over in 2001, at a time, we were told, when the local reputation of the school was at a low point, with only 39% of families making it the first choice for their children. Before the FSES initiative came on stream, she undertook a range of school improvement initiatives, including the development of extended provision for students, families and community members. This now includes a Community Learning Centre (CLC), health workers on site, parents working in the school as teaching assistants, and adult vocational training programmes.

### 2.2.1.1 *The theory of change*

The theory of change informing developments at Keith High School assumes that the problems in the situation facing the school are socio-economic in origin, in that they result from the decline of traditional industries in the area. This has generated high levels of unemployment and material deprivation which in turn are linked to cultural problems (in terms of expectations and behaviours). This context inevitably impacts on the school and these impacts have been compounded by the school's failures in the past in developing productive relationships with parents and local people.

In response to this situation, the FSES project is seeking to provide services directly to young people to enable them to overcome the socio-cultural problems they face. The project also seeks to re-engage the community with the school and with learning, and to raise the profile and performance of the school. The assumption is that, in this way, it will remove barriers to learning experienced by students, raise their achievement levels and change cultural aspirations in the community. The improved performance of the school and its extended community role will ensure that it becomes a thriving school.

This theory is highly plausible and apparently coherent – at least superficially. There are strong links between the starting situation, the action being taken and the intended outcomes. The school is able to specify in some detail the steps that will link its actions to these outcomes. However, the theory also raises some issues:

- The root cause of problems in this area is seen as being the collapse of traditional industries and consequent high levels of unemployment. Although the project has strategies for supporting individuals back into the existing labour market, it does not address the economic regeneration of the area as a whole.
- The achievement of intended outcomes depends in part on the ability of the school to bring about relatively widespread cultural change in local communities, despite the persistence of the conditions which have created a 'dysfunctional' culture in the first place.
- The well-being of the school is a central aim of the FSES initiative. While it is clear how a 'thriving school' might benefit local children and communities, the FSES project is confined to Keith High School and does not therefore extend to all schools serving these children and communities. A possible danger, therefore, is that, as Keith High becomes a more attractive school to local families, other schools become relatively less attractive, experience falling rolls and begin to encounter problems of their own.

The strands of the theory that we will go on to explore are: community re-engagement in learning, services for young people, and raised school performance and profile.

### 2.2.1.2 *Changes and outcomes: community re-engagement in learning*

There is good evidence of increased community engagement with the school. In some cases, this is the result of the school opening its facilities for community use:

We have a Christmas parade...and the venue for the end of the parade party is Keith High School again. Everything goes on at Keith High...Last year there was 500 community members turned up to the party and the parade - 200 from [area name] and [area name], the ethnic minority groups up there, and 300 from the local community round here. As well as being a really nice community event, it makes them aware that the school is there to be used and

that they don't have to be scared of coming in... There's always information about that they can pick up and think 'Ooh, wouldn't mind doing that course'. But that once or twice a year event, does lead to people coming in, people getting involved in community and other partnerships being built.

(Parent)

In other cases, this is the result of school engagement in community issues:

What was really good was the fact that headmistress and some of the staff turned up [at a Community Association meeting]. We didn't expect that actually. That was good, that was really nice to see...The fact that the school supported it, I have to say we really didn't expect on past experience...and we felt comfortable coming into the school because we'd been made welcome...the doors were open...she'd actually attended our meeting.

(Chair, Community Association)

In other cases again, this is because of a more positive and proactive approach to parents than the school had adopted in the past:

Like when [my daughter] was here I would have to be really annoyed to come [into school] but...there is big change in the school, massive...I do now just walk in, now, pop in and I feel comfortable coming in, knowing you can come in, you can speak to somebody and they are not going to say 'well, we'll speak to you after school' or 'we'll make a phone call'. That did used to happen. Quite a while ago they used to say 'If there's a problem we'll phone you'. Doesn't happen anymore, you can come in.

(Parent)

There is also evidence that the school's more open approach is reaching significant numbers of local people. For instance, in addition to the 500 parade participants, the school's CLC recorded some 446 course enrolments from April-August 2005. The evidence suggests that these participants are of all ages, including people who are part-employed and unemployed, and who are students and parents.

This involvement of local people in learning is relevant to the expectation in the theory of change that engagement with the school will lead to an escalating process in which the barriers to learning experienced by adults will be overcome, their aspirations and expectations will be raised and they will eventually find employment in and beyond the school. We have seen above reports of this process at work as adults begin to feel comfortable in the school and consider taking courses there. We also have a number of personal histories provided by the school which show the steps occurring almost precisely as predicted. The case of Peter is typical of these:

Peter is 39 years old, unemployed and first attended Keith High School's CLC in November 2004. He has three children who attend the school and became aware of the community centre at the school through his children. He readily admitted to lacking confidence, self-esteem and direction and that he was 'drifting'. Peter initially wanted to learn more about computers so that he could help his daughter but he was afraid of failure. However, through persuasion and encouragement from the staff at the Centre, Peter signed up for a Learn Direct Switch On course to help him develop his IT skills. By March 2005, he progressed and moved onto the Steps To Excellence for Personal Success (STEPS) programme at the Centre. This is a US programme that

works at getting clients to think about themselves and their situation and what they want to get out of life so that they can build their confidence and self-esteem. From this Peter was able to focus on his passion for driving and to look for opportunities which involved this. At the same time, the Centre was looking for a volunteer to drive a mini-bus to bring adult learners into the campus. Peter volunteered and agreed to the commitment. He then started a level one qualification and was provided with one-on-one support to write his own curriculum vitae. According to the Centre staff, this provided him with 'enormous sense of satisfaction and self-worth'. Peter then secured a job working as a delivery driver with a national retailer, which he has fitted into his lone parent lifestyle. He is still an active learner and his children see him actively engaged in the education that provided him with a job. They have seen their father move from unemployment to full employment and as a consequence, we were told, their self esteem has improved and they feel more supported at home and at school.

There is good evidence that these may be more than isolated cases. For instance, these comments from users, in the 2004 assessment report on the Centre, suggest that a number of adults are experiencing similar changes in self-perception and in the course their life is taking:

- They promote self belief to get a qualification.
- Without them I would still be doing the neighbour's cleaning.
- They have built up my confidence so much I now do voluntary work.
- I want a qualification and should have one by the middle of next year.
- I may go on to do the 7302 City & Guilds.
- The plusses of coming off benefit and getting into work are huge.

Likewise, 19 participants in STEPS courses run in the middle part of responded to the end-of course questionnaires in the following way:

- (i) Likert scale of 1-4 (4=agree, 1=disagree) with 6 statements. The majority of the participants placed themselves in the 4/3 range, i.e.: they feel more positive and confident about themselves; they feel more in control; they plan to use ideas from the course; they see how to get on better with others; they are going to set goals for themselves.
- (ii) Circle statements. Most participants circled challenging; interesting; motivating; enjoyable.
- (iii) Additional comments:
  - 'I have really enjoyed it'
  - 'Fantastic course it should be offered to everyone. I feel inspired.'
  - 'Could we please give us a top-up course in 6 months.'
  - 'It was fun, uplifting, educational'.ALL participants indicated they would 'highly recommend it' to their friends.

(Researcher field notes based on school documentation)

Finally, accreditation and progression data from the CLC indicate that relatively large numbers of adults are beginning to enter learning and move through the levels of the accreditation framework. For example, the CLC provided participation figures for the period April-August 2005 which indicate that:

- there were 446 course enrolments and 304 course completions during this period;

- the number of active learners rose from 224 in April to 308 immediately before the summer break;
- 166 learners achieved level one or two accreditations; and
- 96 learners were signposted to other provision.

In the light of these figures, it is significant that the CLC has recently been the only local provider to have had its contract renewed by Learndirect, in recognition of its success in attracting new learners. It is now expanding its provision beyond the school site and taking over some of the sites previously used by other providers.

However, some caveats need to be entered. The individual accounts we have to date are, almost inevitably, in the form of ‘success stories’ – from or about people who have engaged with the school, are easy for the school and ourselves to access, and are willing to share their stories. The school makes much of its attempts to target ‘hard to reach’ people, but as yet we know less about people who do not engage with the school than about those who do. Despite the evidence of relatively large-scale participation in school-based activities, there are, of course, likely to be far more local people who do *not* get involved and the most dramatic impacts may be limited to relatively small numbers. Finally, the expansion of the CLC cannot be equated to a straightforward expansion of adult learning provision in the locality, since other providers have lost their contracts. It remains to be seen whether this is simply a reconfiguration of provision and whether basing provision on the CLC gives greater access to more learners. One issue, for instance, is whether the CLC can create smooth pathways to higher-level courses provided elsewhere.

### *2.2.1.3 Changes and outcomes: services for young people*

There is some confirmatory evidence that the school works hard to provide services to young people and to re-engage its disaffected students. For instance, one mother reported that when her sons had been in serious trouble in school, the head had resisted demands from some of the staff for their exclusion, explaining to the mother:

I’m not here to get rid of children, I’m here to change their lives for them.

There is also evidence that this effort is repaid by increased engagement and a corresponding raising of aspirations. The twins were sent on an aspirations-focused ‘Go For It’ course at the local university and eventually realised their ambition to go into the army:

They put it down to the ‘Go For It’ course, ’cos like setting goals, and aspirations and stuff like that, that’s all they talk about. It’s like they’ve got their dream, they’ve got their goal. They’ve always wanted it’.

This in turn has had impacts on their sister:

... she always says ‘[Twins’ names] have got what they’ve wanted haven’t they mum, they’re in the army’. She keeps on saying ‘I’ve got to decide for my goal mum’. She does set goals and her goal is to settle down in school quick when she came through here.

A second mother reported how her work with the Community Association, supported by the school, was focused on involving young people. It had, she claimed, impacted on her own children and on local children more generally:

They actually became really, really engaged in the Community Association, started a Youth Forum themselves...[It aims to] give young people a voice in the community, in the decision making process. It's quite empowering in school as well because they can pass information on to all the young people in the school... We took a group of YPs [young people] to meet directors of education and youth services because we thought well it's no good us actually going and saying we want this for our YPs. Our YPs need to go and say 'We want this for us and this is the reason why'. So that's what we did. I think it shocked the bosses a bit because they weren't expecting twelve YPs turning up to a meeting. It achieved what it needed to achieve and we were very very proud of them and they were proud of themselves...and it did give them a boost in self confidence and self esteem. Now they think we can do anything.

There is evidence that, as predicted, this re-engagement produces a decrease in anti-social behaviour. For instance, the twins' mother reported a transformation from a situation where she was receiving warning letters from the council about her boys' behaviour to one where she was receiving compliments about them. Likewise, the second parent believed that her work with young people was having similar effects:

The first two years of our association we had a 98% reduction in anti-social behaviour by youth. Now that's not just about the fact that the kids are behaving themselves. It was about the fact that they were doing a lot of work with senior citizens in the area so barriers were being broken down and tolerance levels were being raised. So it was perception. It was how the YPs were being perceived that was the problem and not the YPs themselves.

As before, however, the evidence to date is drawn from a few 'success stories' and is supplied by parents who may well have an interest in believing the best about their children and – in the case of the second mother – about impacts on the youth population as a whole. It is also clear that there is an interaction between what the school does as networker and facilitator of interventions with young people and the interventions themselves, which are not directly managed by the school. It is always possible that such interventions would have emerged in other ways had the school not been involved.

#### *2.2.1.4 Changes and outcomes: raised school performance and profile*

This strand is focused on raising the educational attainments both of school students and of adult learners, with consequent benefits for the profile of a school that was once perceived locally as being in difficulties. Since these outcomes are produced in part by work in the previous two strands (community re-engagement and services for young people), there are some overlaps with evidence from those strands.

We have seen above some figures about the attainments of adult learners. In terms of student attainment, the 2005 Secondary School Attainment and Achievement Tables show large improvements in this school's performance. The percentage of students achieving five or more grade A\*-C grades increased from 16% in 2002 to 43% in 2004 and 42% in 2005. While comparisons across cohorts are dangerous, the school's key stage 3-4 value added score in 2005 was 1008.6, suggesting that these improvements in attainment were produced at least in part by the school.

The school's proactive approach and improved performance have had, as predicted by the theory of change, a positive impact on the way it is perceived locally. An independent survey of parents in December 2004 elicited the following responses:

83% of parents responding consider the school has a good reputation in the community.

86% would recommend the school to friends

79% agree it is achieving high educational standards

38% think the school is better than most schools.

80% regard the Keith environment as safe and secure.

98% say they are made to feel welcome in school.

These responses, of course, need to be seen in the light of the school's previously poor local reputation. As further evidence, the school is now recruiting a large majority of its students as a result of positive family choices, with well over 90% of its intake now placing the school first compared to the 39% in 2001.

The rise in student attainments is dramatic, and the evidence across all three strands suggests that it is likely to be due at least in part to the school's efforts to re-engage young people and adults. However, it is not yet clear what other factors are making a contribution – in particular the other improvement initiatives put in place by the current head. Moreover, despite the positive interpretation offered above, it may well be the case that some part of the school's improved performance is attributable to cohort variation, which may itself be due to its enhanced local status. It is notable that the 2005 value added score at key stage (KS) 2-4 was 970.8. The implication may be that the impressive KS3-4 figure is in part due to a much less impressive performance in KS3. Finally, although satisfaction levels with the school are reasonably high and there is other evidence of enhanced perceptions, it seems that there is still a significant minority of parents who are unhappy with the school and there is still a widespread perception that other schools may be better than Keith High.

#### *2.2.1.5 Preliminary conclusions: Keith High School*

At this early stage, all conclusions are provisional and must be treated with caution. Nonetheless, there are some things we can say about this school's work:

- There is evidence to substantiate most aspects of the school's theory of change. In at least some cases, the school is able to bring about the sorts of transformations in students' and adults' lives at which it aims, and these transformations occur much as the school predicts they will.
- These transformations are far from negligible. It seems that the school is capable, in at least some cases, of changing the trajectory taken by young people from disaffection, low attainment and anti-social behaviour to aspiration, improved levels of attainment and pro-social behaviour. Adults can move from unemployment and low self-esteem to accreditation, employment and higher self-esteem.
- It is less easy to say that these transformations are widespread or that they reach the most disengaged or troubled people. It is also not yet clear how far other forms of intervention might have brought about these transformations had the school not become a FSES.

## **2.2.2 Early findings: Central Primary School**

Central Primary School is the result of a merger in 2000 between an infant and junior school. Its population is characterised by high levels of disadvantage – 70% free school meals entitlement, 45% mobility, 35% special educational needs – though the area has not benefited from Neighbourhood Renewal funding nor from the Sure State initiative. The head has been developing extended provision from the time of the amalgamation.

### *2.2.2.1 The theory of change*

The school's theory of change is based on the perception that it is located in a pocket of disadvantage which has suffered in the past from lack of services and funding. The community has felt isolated and neglected resulting in low levels of community aspiration and self-esteem. The community continues to face a range of problems arising from socio-economic disadvantage, and families encounter health and social care issues that sometimes culminate in crisis situations. The area is also characterised by lower than average levels of educational attainment.

In response to this, the school is taking two strands of action. One is focused on tackling specific 'barriers to learning' which children experience, both by responsive work and through early intervention. The second is focused on family and community well-being and empowerment. The school has appointed a resident social worker and a resident nurse who work alongside the school head, parent partnership worker and other support staff. In addition there is positive parenting support from a private organisation, and support for parents from an educational psychologist. Other FSES activities in school include out of school hours activities for students, childcare, lifelong learning, a nurture group for vulnerable students, and a community service volunteers (CSV) group aimed at encouraging parents to take on the ownership and management of the community provision. To date, the CSV group have invited representatives from statutory and community services to meet with them and discuss community need, and they have held coffee mornings aimed at advertising the FSES provision to the wider community.

The expectation is that the first strand of action will work by giving students access to professional support and out of hours provision. As a result, students will feel well-supported, happier and safer, and their levels of self esteem and motivation will rise. Their barriers to learning will be overcome and their levels of attendance, achievement and attainment will rise. The second strand will have similar impacts on families and community members. They will access services, feel supported and have their needs met. They will then begin to access a range of other facilities offered by the FSES in terms of adult learning, childcare provision and volunteering opportunities, which will raise their levels of self-esteem, aspirations and achievement. They will consequently have positive attitudes to learning, higher personal aspirations and a more positive attitude to the school. Ultimately, they will feel 'empowered' in the sense of being confident in articulating their own needs, accessing professional support, dealing with community issues and taking more control of their lives. This work with adults will also impact on student outcomes and engagement with learning.

The proposed long-term outcomes are to enable children to learn and to generate community and family wellbeing and empowerment.

This theory is plausible and apparently coherent. There are strong links between the starting situation, the action being taken and the intended outcomes. The school is able to specify in some detail the steps that will link its actions to these outcomes.

However, the theory also raises two issues:

- The problems of the local communities are attributed to socio-economic disadvantage on the one hand and neglect from public services on the other. The proposed action addresses the latter, but not the former.
- As at Keith High School, The achievement of intended outcomes depends in part on the ability of the school to bring about relatively widespread cultural change in local communities, despite the persistence of the conditions which have created a ‘dysfunctional’ culture in the first place.

#### *2.2.2.2 Changes and outcomes: tackling barriers to learning*

There is good evidence that the various forms of professional support put in place by the school are being accessed by relatively large numbers of children. For instance, the school’s report on its FSES activities in 2004-5 indicates that:

- The social worker worked formally with 24 families (and informally with more), impacting on over 70 children in the area.
- A charitable organisation delivering counselling support undertook targeted work with 21 children, lower-level work with two year groups, and ran a support group for 10 parents.
- The community support nurse worked with more than 12 families.

Reports produced by the school and our own interviews with staff suggest that childcare provision is popular, with a typical attendance of 8 children at breakfast club and of 22-24 on a holiday activities scheme. In addition, 11 former students attend transition support sessions aimed at helping them cope with the move to secondary school.

There is also good evidence that, as predicted by the theory of change, the actions taken by the school are addressing children’s difficulties that might otherwise have interfered with their learning. Two case reports by the school-based social worker (quoted in an evaluation report on the school project produced by the LA Social Services Department) illustrate the processes at work:

- In case 1, both the school and other parents raised concerns about a family. This led to a child protection investigation in which the school-based social worker worked closely with a colleague from the area team. The school-based social worker’s report describes how:

We liaised closely and shared tasks, ensuring that each knew the activities of the other. I was able to gather information that demonstrated how the lives of [a network of] families influenced upon each other and the strategies that they used to ‘manage’ social workers and police. By initiating a strategy meeting involving all of the professionals involved with the families, we were able to get a clearer picture of the shared experiences of these children. Within weeks, all of the children involved were on the child protection register and ultimately all became looked after.

The head's comment on this case illustrates the links to learning and achievement:  
The children witnessed sexual activity, drug taking, alcohol abuse, and domestic violence. One little girl was forced to smoke spliffs by her mum. These things are coming to light. We are uncovering deprivation and this is impacting on learning... That little girl... wasn't concentrating in school and her brother was just the same, telling me he wanted to die. It's understandable... It [the intervention by the social worker] sends ripples out to the community to say, 'actually that isn't appropriate and that can't go on'.

- In case 2, contact was initiated by a lone-parent father, concerned about his own parenting skills and about what he saw as the continuing disruptive influence of the mother. The social worker reports that:  
After initial assessment we were able to identify services that would assist him, these included [an independent counselling service], and simple advice around managing the contact between the children and the mother... The younger children have formed very good relationships with the [independent] counsellors and are now able to express their fears and disappointments relating to their mother. Because of this, contact has been limited to supervised contact at a contact centre and the children are more protected than ever from the influence and unpredictable nature of mother's behaviour. The children in the family view me, as a social worker, as someone who can help them and other children. They have told their classmates that '[social worker's name] can help you if you're in trouble'; children now approach me for help with all types of issues, from lost toys to questions about where babies come from.

In cases such as these, it seems clear that the resolution of severe social and personal problems is likely to create the basic conditions under which children can begin to learn at school. Beyond this, there is evidence of more general improvements in attainment and other learning-related indicators in the school. Attainment in the school at level 4 aggregated across English, Maths and Science has risen from 190 in 2001-2 to 239 in 2004-5 (though it is important to note a fall to 175 in 2003-4). Authorised absence in the same period has reduced from 6.1% to 4.7% and unauthorised absence from 2.1% to 1.2%. There have been no exclusions of ex-Central School students from the local secondary school in 2004-5 and the head attributes this to the transition support programme she has put in place.

### *2.2.2.3 Changes and outcomes: family and community empowerment and well-being*

There is some overlap between the evidence for this strand and that for the first strand since interventions with children commonly involve their families. It is worth noting, however, that a range of provision seems to be reaching a range of parents – 16 parents working with the social worker in a four month period, 5 parents participating in a four-week parenting course, 14 parents working with the educational psychologist on individual solution-focused programme.

There is evidence that the adults accessing these programmes feel they are appropriately supported. For instance:

A comment from a parenting workshop participant reads: '[I learned] how to handle problems and lots of new friends, more confidence and to see there is a light at the end of the tunnel'  
(Central Primary Full Service Extended School Annual Report 2004/05)

Client B is mother of four and has been experiencing problems dealing with the behaviour of her eldest child. She is taking medication for depression and has shown a very positive response to the two therapy sessions that she has so far attended. She has begun to formulate a plan for dealing with the behaviour of her son and is keen to continue accessing the service.  
(Central Primary School Solution Focused Brief Therapy Service Mid-term Report 25<sup>th</sup> March 2004)

I was able to become involved in some informal work with families particularly in the area of housing and antisocial behaviour. As well as having group meeting with housing on how best to combat antisocial behaviour the school Family Support Team was able to offer support to one family who are suffering due to anti-social behaviour and intimidation in their home environment. In this case, I have spoken with the parent at length about how she protects her children from the abuse she is suffering; I have also met with her children to talk with them about their daily experience, and how it makes them feel. Although I do not have the power to affect housing decisions it has been helpful for the mother in this situation to find other professionals who share her view and are willing to support her whilst she works towards improving her family's life chances...parental consultations have generally been successful, with most parents returning to me for further advice or just to update me on their situation  
(Excerpt from Social Worker, Evaluation Report of Central School project undertaken by Social Care and Health, 2005, Page 18-19)

However, not all the evidence is of unequivocal success:

11 of the 14 parents who worked with the educational psychologist have provided feedback about the provision. There was an overall satisfaction level of just over 50% (but feedback varied enormously) with 'one or two parents wholly approving and one or two being negative and one or two in the middle stages'. The educational psychologist discussed what he described as an unusual finding from the feedback: 'Parents found the sessions good but surprisingly found that behaviour and work in school had not improved'  
(Researcher field notes from telephone interview with educational psychologist, Oct 04)

Much of this provision is about responding to relatively acute family difficulties. There is also evidence of take-up of the school's wider FSES provision, though it is not yet clear how far this is by people whose needs have been acute and how far it is by other adults. As an indication, 57 people took up 85 learning places (i.e. some attended more than one course) in spring and summer 2004. However, again the evidence is not unequivocal. In summer 2005, for instance, one course had to be cancelled as participants dropped out and only two courses of the nine on offer achieved sustained take up rates (i.e. attendance across all sessions as against number of places) of over 50%.

There is good evidence that those adults who participate and sustain their participation experience considerable benefits in terms not only of skills acquired, but of enjoyment, social life and confidence. For example, responses on 2004-5 course feedback forms to which we had access emphasised how much participants had enjoyed the course, the skills and understanding they felt they had acquired, and the confidence they had gained. It was, in the words of one participant:

The best thing that has happened to me.

Our own interviews with adult learners (reported in researcher field notes) revealed a similar pattern. Some learners told us that they had left school with few or no qualifications, but that their participation had encouraged them to tax their ability to think for the first time in many years. They had, they said, grown in confidence as learners and, in some cases, progressed to other learning opportunities.

As predicted by the theory of change, these responses translate into positive attitudes to learning and higher aspirations. A community learning survey, undertaken by the school in 2005 reported that 19 of the 25 learners surveyed intended to engage in further study (some to achieve a higher level qualification). Their aspirations included:

‘working in this school!’

‘enjoying my life’

‘I would like to work in the community with deaf people’

‘being a counsellor with children’

‘hopefully teaching sign language’

‘a qualified classroom assistant, possibly become a teacher’

‘to look out for the best future for my kids so they all do better than I did and hopefully get a successful job in life’

One parent whom we interviewed told us the following story which puts these comments into context:

Jenny started a course at the FSES over a year ago when she heard through word of mouth that the school was going to start running courses for adults. Jenny decided to attend after a member of staff gave her the encouragement to go along and because the venue was convenient for her. She also said, ‘It was easier doing the courses here as you knew some of the other parents already. I’ve also made more friends and this makes what you do easier. You don’t worry about what you are doing’. Jenny received the ‘learner of the year award’ in 2004 for her achievements in the adult learning sessions in school. She said: ‘I got the learner of the year award and I went bright red and wished the lights were lower but it really was a buzz. Everyone came up to me and said well done Jenny’. She has since gained the confidence to go to college once a week to do an art course and is continuing with the Maths and English courses which run at the FSES. Jenny said ‘It gave me the confidence to go to college...I now feel excited and confident’. She has also started thinking about careers she might pursue. She is interested in writing children’s books and illustrating the books herself. Recently she wrote a short story...and the head teacher at the school is so impressed that she thinks that Jenny ought to try and get the book published. Jenny said, ‘[name of the head teacher] is to read test the book and then help me to possibly get it published’. She has also suggested to Jenny that the school prints the story and that it is read to the children. This has made Jenny feel ‘really proud’ and motivated to devise new characters...She decided she would like to write English books after starting

the English course at the FSES (which she still attends) and although she might be dyslexic (the school are going to confirm this) she has felt encouraged by the FSES to achieve her goal. She always knew she was good at art when she was at school but never pursued this and was never encouraged to do so by teachers in her school. The staff at the FSES, on the other hand, are very encouraging. The head teacher is keen to buy one of Jenny's paintings and is encouraging her to set up a stall at a local craft market to sell some of her paintings. Jenny thinks that the support and encouragement she is given is fantastic especially as she has been out of work for so long and did not feel confident about her abilities...She attended a family learning course with her daughter and discussed the outcomes of the course for her daughter: 'Julie came in and took it all in when I did family literacy with her and her teachers said it gave her a lot more confidence in class to try new things rather than saying, 'I can't do it'. It's also improved her speech'. Jenny is also doing a first aid course at school also which, according to Jenny, is a 'useful qualification and a useful thing to know', and she attends the positive parenting classes because she wanted to learn more about dealing with teenagers and helping her 13 year old son who has AHDH. She said, 'It was advertised and I wanted to go along to learn more. We went over problems parents face with teenagers and as I have a son with AHDH it helped a lot. I now think more about looking at things from their [teenager's] points of view'.  
(Researcher field notes of interview with parent)

This case is interesting for illustrating the steps of change predicted by the school's theory of change. We see here how Jenny initially accesses provision and is helped in this by its being located in the school and by the encouragement she receives from the school staff. Not only does she enjoy the course, but it changes her view of herself, her aspirations and, possibly, her life-chances. There are then impacts on her children as she learns more about how to support their learning. It is also noticeable that the school's teaching staff are a constant presence throughout this sequence, able to encourage Jenny, involve her daughter and link her to other forms of support (for instance, in terms of a dyslexia assessment).

As a result of changes such as those experienced by Jenny, there is evidence that adults are becoming more confident, taking greater control of their lives and becoming more involved in community issues. Moreover, as in Jenny's case, when parents' immediate problems are alleviated and as they become more confident, there is evidence of positive impacts on their children. In the case of some of the families involved with the social worker, for instance, children's attendance has increased – and in one case has leapt from 42% to 89%. There was also evidence of more widespread changes for the children of participants in adult learning:

The head discussed the fact that teachers had noticed that the children of parents who were following adult education courses at Central were more engaged in class: '*Teachers have actually noted that children are far more engaged and more positive and that homework is handed in the morning it has to be handed in*' (head, interview on 04/10/04). At a later interview, she reiterated this by explaining that the children of parents who are involved in adult learning are '*more eager to learn in class*' and are '*proud of their Mums*' (head, interview on 22/03/05). Family learning sessions have also been set up and are successful in that children are so enthusiastic after the session that they

say, 'Mammy can we go home and finish our work?' (Parent partnership worker interview on 22/03/2005).

(Researcher field notes)

#### **2.2.2.4 Preliminary conclusions: Central Primary School**

As with the evidence from Keith High, at this early stage, all conclusions are provisional and must be treated with very great caution. Nonetheless, there are some things we can say about this school's work:

- There is evidence to substantiate very nearly all aspects of the school's theory of change. In at least some cases, the school is able to bring about the sorts of transformations in students' and adults' lives at which it aims, and these transformations occur much as the school predicts they will.
- As at Keith, these transformations are far from negligible. In this case, the school is able to target some families with acute problems that have resisted previous attempts at intervention. There is evidence that these acute problems are at the very least being ameliorated, with some positive consequences for children. There are more widespread impacts on adults participating in learning activities, certainly in terms of self-esteem and aspirations, with evidence that these have positive carry-over effects on their children
- It seems clear that some of these transformations at least are reaching disengaged or troubled families. It is less clear quite how widespread these processes are.
- There is some evidence that the location of services in the school is facilitating rapid response and joint action. The account given by the school is that this is a historically under-served area. However, it is not yet possible to say whether some alternative model of provision (for instance, locating co-ordinated services in the area but not necessarily in the school) might have had similar or greater impacts.

### **2.3. Issues in full service extended schools**

Similar sorts of data to those presented here could already be provided for a further three schools, and the findings which emerge from these two cases tend to hold good in these further examples. However, it is, of course, far too early to come to any definitive conclusions about the likely outcomes from full service extended schools. In the final year of the evaluation, the research team is collecting data in considerably more detail on a wider range of case study schools. This will be supplemented by an analysis of school performance and neighbourhood statistics and by parallel work in a range of comparable schools which are outside the FSES initiative. This work will permit more robust conclusions to be drawn and in the meantime any discussion of these interim findings must be regarded as strictly provisional.

#### **2.3.1 Key questions about full service extended schools**

Nonetheless, it is possible to offer tentative answers to some important questions about FSESs:

1. *What are full service extended schools trying to achieve?*

The original DfES specification for FSESs set out a number of areas of activity in which they were expected to engage, but did not attempt to set out a detailed and binding rationale for their work (DfES, 2003b, 2003c). Instead, FSES projects were

given considerable freedom to determine the focus of their activities in response to local circumstances. Not surprisingly, therefore, differences of emphasis have emerged between these projects.

The two cases we have presented here illustrate this. Both schools are concerned with children's learning and standards of achievement in situations where families and communities face significant problems. Their full service extended provision, however, tackles these situation in somewhat different ways. Central Primary School's employment of a social worker and a range of other support workers enables it to focus on working with families experiencing very significant problems. Keith's work, on the other hand, has a slightly more educational emphasis. Elsewhere, work with families and communities is significantly less important than work with students. One school, for instance, has reshaped its FSES provision in line with recently acquired arts and media specialist status, and its emphasis is very much on changing the culture of its student body by offering an extended curriculum and extended learning opportunities to students and community members. Another school has focused heavily on the disengagement of its older students and has developed alternative forms of learning and provision for them, with relatively little emphasis on work with families and community members.

These differences make it extremely difficult to say in simple terms what FSESs as a whole are trying to achieve. Within a broad concern for student achievement and for student, family and community well-being, they are actually trying to achieve somewhat different things. This in turn means that it is difficult to identify distinct 'models' of full service extended schools and to evaluate these models against one another – if by that we mean evaluating alternative means of generating the same outcomes. To take an example: Central Primary employs an on-site social worker, while Keith High does not. This means that Central seems to be more effective at working with families in crisis than is Keith. However, Keith's strategies seem to be more focused on broader cultural change within the community as a whole, while Central's place more emphasis on the 'barriers to learning' experienced by children and, in particular to the acute problems some of them face in a reportedly under-served area. Common scales can ultimately be applied to both cases – derived, for instance, from school performance data or neighbourhood statistics – but doing so ignores the fact that the two schools are trying to do different things.

## *2. What do FSESs actually achieve?*

These differences of emphasis make it difficult to evaluate FSESs against a common scale. However, it is already possible to point to real outcomes from FSESs and to extrapolate (with due caution) from these outcomes to consider the sort of longer term impacts the initiative as a whole is likely to have.

The best evidence we have is in respect of individual students, adults and families. In both Central and Keith schools, and in the other cases where we have good data, there are many examples of individuals and families where FSES activities have had significant impacts. Moreover, these impacts have often not been small-scale but, in line with the schools' theories of change, have had some sort of transformational effect on the individuals concerned. These effects might take the form, for instance, of the resolution of a disabling personal or family crisis, or a significant change in self-

perception. There is also evidence that the initial effects can produce further beneficial outcomes. For instance, we have cases of adults who, having changed their perceptions of themselves as learners, go on to gain accreditation and/or employment. Likewise, we have examples of children who begin to do better at school because a family crisis has been resolved or they have in some way re-engaged with education.

Individual- and family-level effects such as these are extremely important for the people concerned. They also indicate that the initiative as a whole may, amongst other things, bring about major positive changes in the lives of relatively large numbers of people. Regardless of whether the individual projects achieve the often ambitious aims which are set for them by their local leaders, such changes alone would be important outcomes from the initiative. The cost benefit analysis of the evaluation should in due course be able to quantify this benefit in financial terms and match that value against the initiative's financial costs.

On the other hand, there are some caveats about these outcomes which need to be borne in mind. First, we have at present little evidence as to the sustainability of these outcomes at the level of beneficiaries. We do not know, for instance, whether the resolution of a family crisis means that the family will continue to be crisis-free in future – indeed, it would be very surprising if this were always the case. Likewise, we do not know whether the changed perceptions of themselves as learners that we see in some adults and children are sustainable if, for instance, they encounter failure or if their opportunities for learning are limited in years to come. In this respect, it is worth noting that much of our current evidence takes the form of more-or-less immediate responses to short-term interventions.

This then has implications for what we can say about longer-term and wider-scale effects. We know that schools' theories of change often aim at such effects. We know also that the steps of change required to produce those can indeed occur in the short term and on a small (usually individual) scale. However, this is some way from enabling us to say that sufficient numbers of individuals will take those steps and that the changes will be sufficiently sustainable for deep-seated transformations of school and community to materialise. If we take, for instance, raised student attainment as one long-term outcome at which FSESs are aiming, our evidence to date is mixed. We see in the Central and Keith cases evidence of improved attainments at the school level and of changes in individual students which could be one factor in these improvements. However, we also note some year-on-year variations in attainments at school level, and we cannot be sure that any improvements are not the result of cohort variation (perhaps because the school is attracting a relatively more advantaged and aspirational intake) rather than of FSES activities per se. Moreover, when we look across the case study schools as a whole, we can find examples of schools where average attainment levels have declined during the initiative as well as those where they have improved. Further analysis should clarify this situation, but at this point it would be misguided to extrapolate from isolated success stories to more general optimistic conclusions.

### *3. What opportunities are lost and gained by FSES provision?*

A further caveat is that it is not yet possible to say how far any positive changes and outcomes might have occurred even without FSES activities, nor whether similar

activities might have appeared elsewhere in the area if the school had not developed an extended role. Much FSES provision depends on the reconfiguration of existing resources (for instance, community nurses, youth workers, family support workers) which, presumably, would have had some effects in different configurations. Even where 'new' resources have become available, they ultimately result from a redirection of funding at local and national level – and those funds could in principle have been used in other, equally or more productive ways. The outcomes from the array of family support resources at Central, for instance, are impressive, but the social worker, nurse and counsellors involved could have been used in some other way which might have been equally effective. Likewise, the adult learning outcomes at Keith High are impressive, but it is not yet clear how far it is making entirely new provision, and how far it is simply taking over the work of other providers in the area.

The extent of any value added by FSESs over and above the outcomes of different configurations of resource will be easier to gauge once we have data from the comparator schools. At this stage, however, it would be misleading to see all of the outcomes we have identified as obtainable *only* through FSESs. Moreover, it is possible that there are real opportunity costs in configuring resources around schools. These resources, for instance, are inevitably skewed to some extent towards school-age children and towards adults (particularly parents) who access or are accessed by schools and learning-related activities. In principle, at least, they could instead be targeted on pre-school children, adults other than parents of school-age children, adults with no contact with schools and non-learning-related activities (family support, crime prevention, or job support, say). It is not clear that the individuals and families targeted by FSESs are the most 'needy' (however defined), nor that those interventions contribute most effectively to community well-being (again, however defined).

On the other hand, there is some evidence that this configuration around schools maximises some opportunities for the delivery of services in disadvantaged neighbourhoods. It is clear, for instance, that the location of adult learning activities in the nearby and familiar setting of a school can facilitate access for at least some adult learners. There is also evidence in these two case studies that the school location facilitates dialogue between teachers and other professionals working with children and families and may, therefore, produce more effective action.

#### 4. *How do FSESs work?*

Despite these caveats, we believe the findings of the theory of change evaluation to date shed important light on how the work of FSESs is to be understood. As we noted in our first year report (Cummings et al., 2005), leaders of FSESs tend to conceptualise students, their families and communities in deficit terms. To caricature only slightly, the people served by the school are seen as mired in problems, being disengaged from learning and having limited aspirations. It is perceived that only intervention by the school and its partners is capable of saving them, and this depends on solving their problems for them and bringing about cultural transformations at individual, family and community level.

Apart from any ethical-political questions one might have about this view, it places the onus firmly on the school to undertake continuous intervention, to find ways of

bringing about fundamental changes in individuals and large-scale changes in communities. However, there is a different way of understanding about the impacts of FSES provision that we are now beginning to identify. If we take cases such as Jenny at Central School, or Peter at Keith, what is striking is that FSES provision opens up important new opportunities which allow these people to behave and achieve in new ways. This in turn enables them to perceive themselves differently and to see new possibilities in their lives. We can see a similar process occurring with students – for instance, the twins at Keith whose participating in the ‘Go for it’ course opened up new ways of seeing themselves and helped them find a more positive direction. Even those cases where professionals work with families experiencing severe problems can be understood in a similar way where, for instance, adults are helped to see ways out of abusive relationships. In each of these cases, there are elements of the sorts of interventionist models which are embodied in schools’ theories of change. In other words, people learn new skills and are encouraged to change their aspirations as a result of the direct intervention of professionals. However, there is also a sense in which the different sorts of FSES provision offered by the school opens up new possibilities for people and that it is the availability of these possibilities which changes people’s views of themselves.

There are two concepts which may be useful in understanding this process. The first is the notion of ‘opportunity structures’ (Merton, 1995) understood as the array of conditions which both open and constrain the possibilities available to individuals. Whilst FSESs can do little about fundamental social structures (in terms, say, of social class), their actions can create a range of new possibilities by, for instance, offering young people alternative ways of acting in school, or offering adults the chance to see themselves as learners, or offering families ways out of apparent impasses. Taking advantage of those opportunities requires action on the part of individuals, but it is the taking of the opportunity which brings about changes rather than any direct transformatory intervention on the part of the school. Similarly, the notions of ‘capability’ and ‘capability poverty’ (Sen, 1979, 1992) may be helpful. They shift attention away from the resources – including financial resources – which people do or do not have towards the ‘capabilities’ they have for shaping their lives in the ways they wish. The actions of FSESs can be seen as extending these capabilities in areas and amongst social groups where social conditions have tended to limit them.

We would be reluctant to push these theorisations too far at this stage, but they do open up some intriguing possibilities. First, they overcome some of the ethical and political doubts which arise around theories of change which cast people in disadvantaged areas as helpless victims who need to be saved by the actions of professionals. The concepts of ‘opportunity structures’ and ‘capability’ both imply agency on the part of those people and assume that there will be an interaction between what people wish to do and the various possibilities that are open to them. Second, they make the betterment of people’s lives less dependent on fundamental – and problematic – attitudinal or cultural change, and more dependent on the possibilities inherent in the conditions in which people find themselves. Viewed from this perspective, FSESs are about changing these possibilities rather than changing people. This is no simple task. It certainly, for instance, requires action which goes well beyond some traditional models of community schooling in which schools open up their facilities to community use or lay on courses and wait to see who takes them up. However, it may be more feasible than more fundamental or large scale changes,

it is easier to see how the work of FSESs can be locked into a wider strategy for impacting on local opportunity structures, and it is also easier to see how and why local people should be involved in shaping FSES provision.

### **2.3.2 Some recommendations**

It is important to be cautious about drawing firm conclusions in the midst of the evaluation process, and from only one strand of that process. Nonetheless, we suggested earlier that one of the advantages of a theory of change approach to evaluation is its ability to contribute to the development of an initiative in a way which classical evaluations find difficult. With this in mind, we feel able to make three recommendations about the way the FSES initiative (and, with allowances for some important differences, the national roll-out of extended schools) might develop:

1. There is good evidence that, in some cases at least, FSESs are able to generate important outcomes for children, families and adults, and that they can help schools to ‘thrive’. It is possible that these outcomes are less far-reaching than some project leaders envisage, and the evaluation still has to test whether FSESs are the only or best way to generate such outcomes. Nonetheless, the strength of those outcomes we are able to substantiate at this stage suggests that there is good reason to persevere with the implementation and development of extended provision.
2. On the other hand, there is no coherent and consensual rationale for FSESs and different FSESs emphasise different outcomes. Moreover, some questions remain at this stage about which people and problems are *not* reached by FSESs. The implication is that, within the broad guidance available nationally, FSES approaches need to be designed and implemented thoughtfully at *local* level. It seems highly probable that the capacity of FSESs (and extended provision more generally) to generate worthwhile outcomes will depend on the thoughtfulness and coherence which comes from such local decisions. Amongst other things, leaders of local projects certainly need to ask whether they are tackling the basic problems facing the areas they serve and are reaching out to vulnerable and disengaged local people – and how they can do so. They may also wish to consider how the FSES needs to relate to wider area strategies (including the local response to Every Child Matters) if it is to achieve its more ambitious aims.
3. In designing and implementing extended approaches, particular care needs to be taken about how neighbourhoods, their residents and the contributions of the school are conceptualised. Concepts of opportunity structures and capability may have something to offer in thinking more carefully about how FSESs might develop and the contributions they might make to the areas they serve.

In short, then, our evidence suggests that the major challenges in the development of FSESs are not around delivery issues (we know that they can generate positive outcomes for children and adults), so much as around issues of conceptualisation and design. They are to do with thinking clearly about what FSESs are intended to achieve, how this contributes to the well-being of local areas and how that contribution sits with the overall use of public resources in these areas

### **3. Overview of activities: Findings and issues from the wave 2 mapping component**

#### **3.1. Introduction**

##### **3.1.1 The second wave mapping component**

The purpose of the mapping component was to

- describe both FSES activities and the contextual factors that impinge on FSES development in wave 2 FSESs;
- characterise the challenges and opportunities FSESs were encountering; and,
- identify any early outcomes.

During May and June 2005, second wave FSES projects in eleven local authorities (LAs) were visited as part of the second wave mapping component. Projects were selected using a range of criteria including geography (taking into account rural and city mix and location nationally) and school type (primary, secondary, special, specialist status, clusters etc.). Consideration was also given to other factors such as evidence of strategic development and to any unique features which might prove particularly illuminating. Visits to sixteen schools were conducted in total comprising of visits to one school in each of nine of the LAs, four cluster schools in one LA and three cluster schools in another LA. Interviews were conducted with head teachers and FSES co-ordinators in school, with LA officers and, wherever possible, with partners and service users (including students, parents and community members). In the case of one project, the opportunity arose to undertake a supplementary visit six months after the first, and the additional information gathered is reported in a case study later in this paper.

##### **3.1.2 The paper**

The following sections of this paper describe the features and key issues of the initiative in this sample of second wave schools. The intention in this paper is to avoid simply duplicating many of the key issues raised in the first year evaluation report (Cummings et al., 2005) but to discuss new ways FSESs are conceptualising some of these issues and to highlight features and contextual factors that are unique to schools in wave two. The following section sets out the aims and rationales of these schools, outlines FSES provision, and identifies the contextual factors that impact on development. The third section of the paper reports on evidence of early outcomes. In section four, we set out a study of a second wave school in more detail to show how the development of full service extended provision interacts with the nature of the area served by the school and its other educational priorities. In the final section, we consider the implications of the mapping exercise for other schools and for the development both of the FSES initiative and the national roll-out of extended schools.

## **3.2 Characteristics and activities of the schools**

### **3.2.1 The schools**

Of the sixteen schools visited in the second wave mapping component:

- eight were secondary schools;
- seven were primaries;
- one was a special school serving students aged five to sixteen with moderate learning difficulties and associated behaviour problems, and students with severely challenging behaviour.

With the exception of the special school (which nonetheless had good links with other schools), all the FSESs were part of wider collaborations with other local schools. These took the form of formal or informal clusters, partnerships, or twinings. Some of these collaborations involved secondary and primary schools working together, though there were also examples of a FSES working as part of a large (25 school) extended schools cluster, and a collaboration between a special school and high school. In some cases, clusters originated in other initiatives, such as the Excellence Clusters programme and Education Action Zones..

The value of working in clusters to maximise resources and share expertise was recognised by FSES leaders. Furthermore, in the case of mixed age range clusters this increased opportunities to develop strategies for improving transition from primary to secondary or from first to middle and middle to high school. Secondary/high school leaders also argued that by working in partnership with primary schools they would be in a stronger position to undertake preventative work with vulnerable children (and families) at an earlier point in time.

Eight FSESs were also specialist schools, with specialisms in Technology, Arts, English and Music, Language, and Sports.

### **3.2.2 Areas served by the schools**

Unlike schools in the first wave of the FSES initiative, which were serving disadvantaged areas and were involved in the Excellence in Cities initiative (EiC) and the Behaviour Improvement Programme (BIP), the schools in the second wave served socio-economically and geographically diverse areas. While the majority served disadvantaged urban areas, some served heterogeneous rural or semi rural areas or more affluent areas on the outskirts of town.

### **3.2.3 FSES provision**

FSESs were, in most cases, delivering aspects of all core offer services and activities – childcare; some health and social care services; lifelong learning; family learning; parenting support; study support; sports and arts; and access to ICT.

#### **3.2.3.1 Childcare and study support**

Childcare was multi-faceted and incorporated study support (including breakfast clubs and extra curricular activities), holiday clubs; more formal paid childcare from 8am until 6pm which required prior registration by parents, crèche facilities, and provision for pre-school children. Some FSESs provided childcare themselves, whereas others used third party providers. The childcare component was more of a developing strand

in the secondary schools, and these schools were drawing on audit and consultation data to plan provision. Childcare tended to be more wide ranging in the primary schools which were working towards the delivery of 8am until 6pm provision for 50 weeks a year. In one primary school, the delivery of wrap around care was the prime focus of their current work and in another school, this was regarded as an integral aspect of their work. Elsewhere, however, year-round 8am until 6pm provision was not currently in place and was not currently being planned at this level by FSESs.

All projects offered study support provision and this invariably included a range of extra curricular and social activities after school and breakfast club provision before school. Whilst study support provision in all the FSESs had been established long before the initiative started, schools had taken this opportunity for further developments. In one school, a staff member had been appointed to coordinate childcare and study support. Elsewhere, a special school believed there was a lack of local provision for students with special needs, and therefore established a wide range of study support provision (including drumming and gardening clubs). A small number of FSESs included an after school club as part of an 8 am until 6 pm childcare offer and this was in addition to the extra curricular activities available to students in school. In all the FSESs there was some holiday provision but it was frequently sporadic or limited. For example, in one secondary school, there was daily provision during the holidays but this was often for a couple of hours at a time in either the morning or the afternoon. In another FSES, provision was ad hoc – it was sometimes delivered by the school, and sometimes by outside providers, and it tended to be for one-off days or for a week or two at a time.

While primary schools offered pre-school provision, secondary schools did not. Most of the primary schools delivered pre-school provision of various kinds. This might include provision for 3-4 year olds, crèche facilities, mother and toddlers groups, and Neighbourhood Nurseries. In some projects, Sure Start Children's Centres were already in existence or were under development, and these might be on-site or located elsewhere in the community. In one project, a Children's Centre was being created in the community and the FSES was working closely with the existing Sure Start Local Programme (SSLP) to ensure FSES and Children's Centre provision were strategically linked.

### *3.2.3.2 Lifelong and family learning and parent/family support*

Parent/family support and adult learning were somewhat limited in some FSESs but relatively well developed in others. Those schools that were further developed in this area tended to draw on the support of third party providers rather than trying to do it all alone.

Work with parents might include parenting advice sessions, coffee mornings to support new parents (to the school) and young mothers, and the signposting of parents/families to other agencies. The Behaviour and Educational Support Team (BEST) based in one FSES was intended to include family support workers in order to address family issues which resulted in children's poor behaviour or achievement. Elsewhere, professionals from a range of agencies – including a youth justice worker, police constable (PC) and education welfare officers (EWOs) – were available to work with families rather than with students in isolation.

Lifelong learning provision was on offer, in varying degrees, in many of the FSESs. The provision on offer varied include basic skills training, childcare and computer courses, leisure courses, or classes for adult speakers of other languages wanting to develop their English. Family learning was on offer in some FSESs and it was something many schools wanted to develop. One FSES worked with speech and language therapists to deliver Makaton (a communication system for people with learning and communication difficulties) training to parents and delivered Share, a family learning programme. Elsewhere, a family learning co-ordinator had been recently appointed to develop this strand and a community learning ‘fun day’ had taken place as a means of ascertaining need. This FSES had also created a virtual learning environment to give parents access to learning materials their children were using in school. Such provision was not always successful, however. In one FSES, a family learning course was trialled but had been poorly attended. Provision which focused on English, Maths and Science was also somewhat limited in the second wave FSESs.

The engagement of parents and families in learning was seen in FSESs as having four purposes: helping to tackle skills gaps; preparing local people for employment; instilling in families the importance of lifelong education; and increasing levels of parental support for children’s learning. Providing services for parents was regarded a way of extending support to vulnerable children by involving other members of the family. In this way, FSESs saw themselves as offering a more holistic and far-reaching approach to addressing individual needs.

### *3.2.3.3 Access to sports, arts and ICT*

Access to sports, arts and ICT was extensive. All schools incorporated these into core curriculum and extra-curricular provision for students. Community use of school facilities gave local people access to school sports and information technology (IT) equipment, the latter often supported by IT tuition in adult learning classes. Specialist technology, sports and arts colleges were best placed in terms of good facilities to offer provision in these areas. Many had creative approaches, such as cyber cafes and innovative sports activities (e.g. surfing), to extend provision for students and also for family members and the local community more generally. One FSES owned an outdoor pursuit centre which was accessed by students, while sports and leisure facilities in school were shared with the LA for community use, through a dual use agreement.

### *3.2.3.4 Health and social care*

Health and social care provision was diverse. For example, one project had plans to appoint a full-time health professional and counsellor to work from the high school in the cluster (of a high school and a primary school), while the primary school offered sessional health and counselling provision on a drop-in basis. In another FSES, a counsellor and school nurse were co-located on the site and a health clinic was in operation offering services to students and the community. These included smoking cessation programmes, an obesity clinic, teenage pregnancy support, drugs counselling and a chlamydia screening clinic. A third FSES offered a one stop shop for students, families and the wider community offering health provision (including a falls clinic for elderly community members, speech and language therapy, dietary advice and educational psychology and psychiatry provision for support for students)

and welfare advice for community members. Elsewhere, there were examples of sexual health clinics, substance misuse support, and dietary advice.

Social care was more extensive in schools and sometimes involved resident social workers. Various models for accessing social workers were in evidence, for instance: shared part-time appointments with social services for 2 days a week; co-location as part of the BEST team; or the placement of trainee social workers from a local university. In other FSESs, social care was also delivered by a range of school staff and partners. In one FSES, for example, the school welfare officer offered a range of guidance to community members, while in another support for vulnerable adults was provided by a voluntary organisation.

### **3.2.4 Rationale, aims and focus**

Schools tended to regard extended services as a precursor to raised attainment in the medium to long term and as a vehicle which would enable them to meet more effectively other school performance targets around attendance and exclusion. As one FSES co-ordinator put it:

It's about [improved] achievement, behaviour, fewer exclusions, fewer assessments and a single planning approach.

Removing or reducing barriers to learning was only possible, it was argued, if schools work with professionals to meet the wide ranging needs of children and their families which manifest as barriers to learning in school. As box 1 shows, FSES leaders typically argued that an integrated services model, in which schools work with partners, could help meet the holistic needs of children by supporting them, and where the need arises, their families. In this way, students would achieve more highly, realise their potential and benefit from improved life chances.

#### **Box 1: Aims and rationale of a FSES**

According to documentation produced by one FSES, its aim is to:  
'Be proactive in its efforts to bring together, for the benefit of the child (Every Child Matters green paper), the wide range of support agencies which currently exist.'

Other extracts elaborate this vision:

#### *Beliefs and principles*

The [name of LA] partnership of schools believes that:

We have an opportunity through our proposals to make a significant impact on removing barriers to learning in this geographical area and to address the issues raised by the 'Every Child Matters' green paper. Our proposals, alongside other substantial developments currently taking place in our community, (such as the sports co-ordinators programme and the expansion of our Adult and Youth programme) can help improve children's motivation, behaviour and achievements.

By supporting pupils, parents and our community, our Extended School programme can benefit everyone in our Learning Partnership and help all schools continue to focus on raising standards. Children need to be placed at the centre of our community. Its long term development into a thriving, successful and emotionally coherent community is dependent on this.

### *Vision*

Our full service extended ‘partnership’ will set the tone for the 21<sup>st</sup> century. Its central message will be the raising of aspirations and expectations for everyone within our local community. We will provide support to encourage everyone to achieve their potential.

One FSES articulated an approach which aimed to ‘provide the type of prevention, treatment and support services which children, families and communities need to succeed’ and this typified the vision shared by primary, secondary and special schools alike. Here, as in most other FSESs, it was seen as self-evident that the social, emotional and health needs of children should be addressed alongside their learning needs. In the same vein, one mission statement argued for a holistic approach:

Extended schools aims to provide better support for children and their families. The school is the hub of the delivery that promotes improved health and well being as well as raising educational attainment for the whole community.

Such an approach was seen by FSESs as requiring them to engage with the wider community. A range of specific aims were advanced for this – promoting lifelong learning, offering sports and leisure facilities for community use and providing doorstep provision and advice for local people. Schools also believed that changing the aspirations of students and instilling in them the importance of education, must, to a large degree depend on changing community cultures and empowering communities. Longer term aims such as this were recognised as a significant endeavour which schools could not undertake alone and which called for a wider strategic approach.

### **3.2.5 Strategy**

Working strategically at community and/or LA level was, for most FSESs, a way of making planning and delivery more coherent and of avoiding duplication. FSES leaders identified a wide range of other strategies with which they were familiar. These included the Healthy Schools initiative, Behaviour Improvement Programme, 14-19 Strategy, inclusion and behaviour strategies, specialist schools programme and Safer Schools Partnership. FSES leaders saw these as having similar aims and intended outcomes to FSESs, and believed it was important to link them together. They were also aware of the Building Schools for the Future programme and saw the importance of embedding the FSES development within plans for new builds. Relating the development of the FSES to area or authority level strategic planning (in particular within the Children’s Services Directorate and the work of the regeneration teams) was seen as important in ensuring the FSES was part of a larger, overarching framework for delivery (see box 2).

#### **Box 2: FSES Strategy – Example 1**

In one project, the FSESs link with the LA’s regeneration strategy (the FSES has been mapped against its impact on the Borough’s community strategy), the Children’s

Trust (especially around issues relating to transition), the Children Act, Healthy Schools Initiative, Health Implementation Plan for the LA, School Improvement Plans, Teenage Pregnancy Strategy, Neighbourhood Nurseries and Children's Centre developments. A Children's Services Directorate has been created in the LA and the FSES will work increasingly closely with officers in this Directorate. A Common Assessment Framework (CAF) will be developed by the LA and it is hoped that the FSES will be the 'test-bed' for this. It is felt that much of the work to date has focused on strategic planning and ensuring the foundations are in place.

The FSES co-ordinator (who is based in the secondary school for three days a week and also works for the LA for two days a week) has, along with colleagues in the FSESs and LA, also undertaken an 'impact versus complexity' analysis which feeds into the FSES implementation plan. This meant identifying:

- the proposed levels of impact on children and families and on the community strategy within which FSES developments have been planned; and
- the level of complexity involved in planning and delivery. If the level of intervention required is simple to medium then there will be school specific action using existing resources; if it is complex this necessitates a higher degree of multi-agency collaboration and a push to a more strategic level, and will inevitably have implications for resources and policy.

As we reported in the previous section, schools were attentive to the five outcomes of the Every Child Matters (ECM) agenda. As one head teacher explained, ECM 'was a means of putting something in place strategically for dealing with whole child issues' and a framework for delivery through which they (FSESs) could productively operate. An LA officer argued that:

FSES is one way of achieving the [ECM] outcomes. It is a good model for improved outcomes for children...Almost every government policy makes reference to Every Child Matters, for example, childcare [strategy], children's centres, 14-19 strategy. They all relate back to the aims of Every Child Matters. You keep a strategic and overarching cohesive feel. It's a challenge and you need to help people on the chalk face see how it all links so it is a joined up approach. You need good communication then you do work more efficiently and don't have the gaps...It is a much bigger agenda than I realized when I took up the job.

The same LA officer also acknowledged,

It is all interlinked. Engagement with parents and communities is a common thread in FSES and with partners to achieve Every Child Matters outcomes.

Elsewhere, a FSES co-ordinator saw the five outcomes set out in ECM as being the underpinning principle for developing their provision:

The five outcomes of the Children Act are the context for what we are doing and we are mapping the outcomes against the community strategy for [name of the LA]...Multi-agency working spans all five outcomes of Every Child Matters as demonstrated in the [FSES] action plan.

There were many examples of schools working strategically with SSLPs and Children's Centres to offer holistic support and integrated education and care. One FSES, for instance, has developed 'heavy interconnections' with the SSLP – there is soon to be a Children's Centre in the local community – with the view to offering a seamless service for children from birth and their families. To date this has produced good examples of collaborative working practices. For instance, consultation undertaken by the FSES social worker with year ten students identified domestic violence as an issue for them, and, as a direct result of this work, the SSLP will appoint a domestic violence worker to support vulnerable families. Furthermore, a FSES working group for capital developments was set up, amongst other reasons, to ensure strategic linkages with the Children's Centre developments.

Elsewhere, whilst the school itself did not have a co-located Children's Centre, the FSES steering committee had representation from colleagues involved in Children's Centre developments in the LA to help ensure these developments were interconnected. There were also good examples of collaborative working between the SSLP and the FSES in this LA, including sharing consultation data and identifying gaps in provision which could be delivered from either the SSLP or the FSES. In a different LA, the primary school in the cluster was to host a Children's Centre and plans for this and the development of the FSES were interlinked. This had been facilitated by appointing a FSES Co-ordinator (to work three days in the FSESs and two days in the LA) with good knowledge of Children's Centres – she had been a Sure Start manager in her previous role – and using an integrated governance model.

Structures to support strategic planning included Local Strategic Partnerships and strategy group meetings at school and LA level. In one LA, the school-based FSES co-ordinator was a member of a strategic board that had been established, as part of the Children's Trust developments, to drive local partnerships for children. FSES leaders felt that mechanisms such as these were essential for effective communication and joint planning. However, one LA officer suggested that, despite such structures, creating a shared understanding around current initiatives remained a major challenge:

It's a mixed picture but we get it right in a lot of ways. People are working together in some areas but there is still a lot to do in terms of communication regarding Every Child Matters, Children's Trusts and Extended Schools.

Similarly, FSES developments in another LA linked strategically with the development of the Children's Trust, and school personnel attended relevant meetings about the Trust. However it was still unclear, according to the head teacher, how important the LA saw the FSES's role as a site for co-location of services.

It was striking in all schools that, as box 3 below illustrates, FSES services tended to be regarded not as a bolt-on, but as an integral part both of the school itself and of strategic approaches linking with other educational and wider initiatives in the local area.

#### Box 3 FSES Strategy: Example 2

Strategically the FSES is embedded with Vision 2008 (a strategy involving the school working in partnership with the community to provide a positive and enjoyable

learning environment), ECM (the school has highlighted main action points as being supporting parents and carers, early intervention and effective prevention, accountability and integration and workforce reform), and the work of the Children and Families strategic board and of the Children's Trust. An Extended Schools Strategy Manager for the LA has recently been appointed. The school is also involved in the Identification, Referral and Tracking (IRT) pilot, the development of a Common Assessment Framework (CAF), the 14-16 Strategy and Joint Area Reviews. The school FSES Manager sits on the steering group for the Healthy Schools initiative and works closely with the Director of PE and Sport in the school to ensure the FSES links strategically with the new build sports hall, the Specialist Sports College Plan and the partnership plan for sports co-ordination in the LA. The school is also developing a Gifted and Talented strand through FSES study support opportunities. Furthermore, the FSES is a key part of the school's inclusion strategy. Both are about the learning and participation of all students and both rely on effective multi-agency collaboration.

### **3.2.6 Multi-agency collaboration**

The locking of FSES projects into wider strategic plans was reflected on the ground by the development of multi-agency partnerships at school and LA level. As an LA officer explained:

It is very solution focused here. It is about what we can do together to help the child...what we can do together that we can't do alone.

FSESs and their partners reported a series of benefits which accrued from working collaboratively. For example, one head teacher spoke of 'shared information and resources', 'proactive and earlier intervention', and the 'harnessing of talents from different professionals'. A police constable working in another FSES, characterised her work with other partners as being about identifying the root of certain problems and putting systems in place to prevent problems reoccurring. She explained:

If a child is truanting it goes a lot deeper. If you just look at the truanting you just scratch the surface of the problem...It all comes together because you've got to look at why kids do things. It's easy to say 'he's a brat and let's throw him out of school or arrest him'. It doesn't resolve [the problem]. You scratch the surface then and there is a risk of re-offending.

Partnerships with statutory and voluntary services were wide ranging, and often involved the co-location of services. In addition to the health clinics and social work provision described above, there were examples of the Youth Service having a base in FSESs, of the police delivering drop-in support from the FSES site, and of a community association being based in school. Where professionals other than teachers delivered services in schools, there was some variation as whether they were employed by the LA, by the FSES directly or by other agencies.

One FSES leader described the co-location model as providing 'the most straightforward opportunity to ensure coherence of services provision for the school's students'. Interestingly, in one FSES it was the Primary Care Trust (PCT) which approached the school with a view to the co-location of a health clinic at the FSES.

The head teacher said, ‘their public health co-ordinator was one of our driving forces’. Documentation, produced by this FSES outlined benefits for the external support and service agencies:

There is better and improved communication between these agencies which results in more efficient and effective service provision.

This closer collaboration leads to improved effectiveness and better value for money. Agencies are based in or work more closely with schools which allows them to become more involved with their cases, leading to a reduction in time making referrals and in the following up of cases.

For co-location to work effectively, protocols, including clear management structures and working practice agreements, needed to be in place. Schools seemed to recognise the importance of this and had attended to these issues. Professionals from other agencies working in school required quiet, confidential rooms for delivery. FSESs variously offered refurbished caretakers’ houses, other refurbished spaces, and new builds or portacabins on the school grounds for this purpose.

Some schools reported their intention to commission services; others were more inclined to invite into the FSES partnership any agency offering support to the community. A head teacher explained,

Any agency that works with children and the community and wants to be part of this could be. It is inclusive. Some agencies dip in and out.

FSESs were quick to point to the complexities of multi-agency working, not least the time scales and working practices of other agencies. They stressed the need not to underestimate the time needed to build relationships around trust and identify shared targets and strategies. The basic ingredient for effective multi-agency collaboration was seen by many as:

....trust...and it doesn’t happen over night...It is about trust and valuing the contributions of others.

(FSES co-ordinator)

Where trust was beginning to be established, partnerships became more productive. As one co-ordinator explained:

People [professionals from other agencies] in meetings seem less tense, much more relaxed...There is a bit more give and honesty between agencies and they are not being possessive.

There was also an acknowledgement that schools must not be possessive. One LA officer, for instance, noted that:

It is not about ‘we provide this service’ [pretends to tick a box on a checklist] but we improve outcomes for students and we need to tailor services to children.

Elsewhere, a head teacher acknowledged that:

We can be rather arrogant in education as we work with children and we think we know it all.

The FSES co-ordinator in the same school also commented on the need not to ‘be wrapped up in a certain view’, to think outside the box, and for schools and agencies to work collaboratively towards shared objectives:

There is a need to challenge the philosophy of working with young people in the school context where the focus is on educational achievement...Agencies

have to work together to identify common objectives and outcomes so they can be clear about their benefit to young people.

Other FSES leaders discussed the importance of joint targets and values. When one school based co-ordinator, for instance, was asked what would help longer term development, he replied:

Targets for other agencies to become involved in delivering services through schools so they come to us to help them and we meet them half way by asking them to join us.

### **3.2.7 Leadership, management and governance**

The complex activities and partnerships of FSESs were paralleled by multi-strand models of leadership and management. For example, one FSES appointed a school based co-ordinator, held bi-monthly extended school management meetings for cluster head teachers, had regular multi-agency steering group meetings with representation from community members and students, had a working party to focus on a parental engagement strategy, and was in the process of establishing multi-agency operational groups (for childcare, sexual health and for Positive Activities for Young People) to drive forward developments in these areas. In addition strategic group meetings had been set up by the LA to ensure FSES and extended school developments were part of wider overarching strategies. In another FSES, the model was one of distributed leadership with the head teacher and deputy head teacher having responsibility overall for FSES developments in school and other staff having responsibility for different elements. Here, the head teacher stated, 'To be a leader of an extended school you can't do it alone' and said that FSESs need 'lots of leaders' and a head teacher who, 'facilitates other people's leadership' and 'spreads the leadership focus'. Elsewhere, the entire school leadership team was being restructured around Every Child Matters priorities and outcomes, and termly meetings were held with partners from other agencies to plan delivery of outcomes.

Involving students in steering FSES developments was a more common feature for the second wave schools than it had been for the first wave schools. Schools described the advantages of involving students in FSES planning and management in terms of ensuring students had voice and input in driving forward their school, and ensuring the development of new provision reflected need.

Many FSESs reported benefits from having a school-based co-ordinator with responsibility for the day to day running and management of provision. Some co-ordinators were employed to undertake this role and others were existing staff who took on the co-ordinator's role on a part time basis. It was not uncommon, however, for assistant or deputy head teachers to have managerial responsibility for FSES activities, or for the head teacher along with more than one deputy or assistant head teacher (and a co-ordinator) to take the lead. With clusters of schools, there were opportunities through regular meetings for cluster head teachers to come together formally to steer provision. In one cluster, there was also a multi-sited governors' management committee with representation from the three head teachers, two governors of each school and LA officers.

Professionals in FSESs recognised the crucial role of governors in supporting FSESs in their development and were pleased to report that they had governor endorsement.

In most cases there was governor representation on FSES steering groups and they had a clear role in the appointment of new staff and in attending to issues around health and safety, insurance and so on. There was some concern expressed however, from both FSES co-ordinators and governors, that some governors were uncertain about their new roles and responsibilities. Others were appreciative for guidance they had received from ContinYou and the National Remodelling Team (now TDA) and for the documentation from the DfES which has given them direction for governing 'schools of the future'.

Regarding governance in a broader sense, an integrated model was beginning to emerge in one LA, embracing the FSES, the Children's Centre, adult education and family learning in the LA, and the neighbourhood nursery. This was reflected in a range of inter-locking management groups comprising members from each of the partner services and organisations. Another FSES was working in partnership with agencies to develop a model which best met their own needs and linked strategically with other developments locally and nationally. It was argued: 'there isn't a best fit model...no on the shelf theory; in order to develop'. Here the FSES was currently 'testing out different management tools and processes' and was in the process of setting up four vertical working groups to manage different aspects of FSES provision, in addition to the FSES's current multi-agency steering group.

In one case, an FSES reported a lack of LA support. However, this was the exception, and most FSESs worked closely with lead LA officers and co-ordinators. There were often well-organized support mechanisms in place, in the form, for instance, of a LA strategic group with senior officer representation.

### **3.2.8 Consultation**

Consultation had played a part in the development of FSES provision in schools, though it was sometimes limited to one-off surveys rather than to on-going feedback or more formal involvement in planning. However, where schools were hosting designated Children's Centres, there were extensive consultation exercises in association with SSLPs and other partners. Some commissioned professional surveys of parents. Others accessed pre-existing survey data, for instance from the Local Strategic Partnership or community centre. One FSES which did this also surveyed students about their support needs, and the Early Years Development and Childcare Partnership were auditing childcare need across the cluster of schools. A fun day was held in one FSES, to gather community feedback. Elsewhere, a FSES undertook a consultation exercise with students, parents and the wider community in conjunction with the PCT.

FSES leaders in these cases regarded consultation as an important exercise if they were not to impose their views on service users. As one head teacher said,

You have to involve colleagues, students and the wider community...It has to come from what they need and want.

Likewise, an assistant head teacher commented that, 'If we don't consult they don't follow'. Failing to consult adequately, would in the view of FSES leaders, create a risk of poor attendance at services and might result in community alienation.

### **3.2.9 Funding and sustainability**

DfES funding for FSESs was welcomed by schools and used primarily for salaries, resources for start up activities, the running costs of activities, transport, and for miscellaneous items such as publicity, additional caretaking and small capital works. Some schools were able to supplement this funding by accessing a range of funding streams including London Challenge, Behaviour Improvement Programme, Children's Fund, Excellence in Cities, Big Lottery Grant, Arts Council funding, New Opportunities Fund, the Football Association funding, Leadership Incentive Grant, Intensifying Sports Programme, funding from Specialist College Trusts and from community services and private companies. One FSES was funded primarily through London Challenge.

Introducing a charging policy for FSES activities was a route some schools were pursuing to secure sustainability. One FSES co-ordinator was of the view that, 'Sometimes an affordable charge adds value to an activity'. Elsewhere, a multi-strand strategy was in place. For instance, one FSES intended to lease out the facilities to local organisations and groups in order to bring in funds; students accessed funds for their own activities; and funds were sought from a range of bodies for other aspects of provision. Some FSESs were concerned that the charge might be a deterrent to potential users, and instead hoped to access external funding in order to sustain provision. However, some leaders were reluctant to engage in the necessary bidding process for external funding in the light of what they regarded as the high time cost of bidding and then accounting for expenditure.

There were examples of external agencies funding provision and joint-funding appointments and all the FSESs reported that multi-agency collaboration was the only viable way of delivering many FSES activities. However, there were some concerns that provision might be withdrawn by other services if funding became an issue for them.

### **3.2.10 Differences between first wave and second wave schools**

In many ways, second wave schools appear very similar in their approaches and their concerns to those which became FSESs in wave one. However, there are some important differences. For instance, second wave schools seem to us more aware that delivering and maintaining their activities was dependent on sound underpinning structures. Whereas first wave schools had some tendency to focus first and foremost on establishing a range of activities, their successors were a little more likely to focus on issues such as management structures, flexibility in staffing, creative ways of resourcing (charging, joint funding), targeting specific groups, shared school facilities, and co-location. They were also aware of the ways in which these issues interacted with each other to enhance or undermine sustainability.

This slightly more thoughtful approach may be due to a number of factors. For instance, second wave schools were in a position to learn from their predecessors' experience either directly or as conveyed to them by the Extended Schools Support Service. They are also likely to have had more planning time than their first wave schools. Likewise, the Every Child Matters (ECM) agenda appears to have informed school thinking around the notion of outcomes for children much more than was perhaps the case in the first wave schools. It has created a clearer framework within which the FSES agenda can operate. It has also put centre stage the necessity of multi-

agency co-operation between organisations working with children and families. Whilst first wave FSES leaders were familiar with ECM, it was in wave two that the significance of the changes involved were becoming apparent and changes at LA level were under way.

The appointment of a FSES co-ordinator or equivalent – whether in a full or part-time capacity, or as a seconded member of staff or perhaps an LA appointee – appeared to be crucial in many schools. In some instances in wave one, it was clear that schools were a little hesitant in making such an appointment from the outset because their knowledge of what FSES status meant for their school was not altogether clear, and therefore creating a job description was difficult. There appeared to be less reticence and uncertainty within the second wave schools. Again, greater dissemination from conferences by ContinYou and the National Remodelling Team could well have contributed to a greater awareness of what the FSES co-ordinator’s role involved.

Wave two also saw an increase in the number of designated FSESs working within clusters, partnerships or twinning arrangements. These different groupings combined secondary, middle and primary schools. As a result it appeared that schools saw increased opportunities for developing joint strategies for improving transition from primary and middle to secondary. Secondary schools might also be in a stronger position to engage in early intervention and preventative work with vulnerable children (and families) from these primary and middle schools. This contrasts with the situation in wave one, where the majority of FSESs were lone schools. Together with the growing recognition of the importance of multi-agency partnerships, therefore, it seems to mark a shift from a focus on extended provision located in and managed by a single school to a greater sense of the FSES as contributor to a network of provision. Although this shift is by no means total or explicit, it may be that the emphasis in the national roll-out on spreading extended activities to every school in England has had some impact here.

Schools in wave two were also serving more socio-economically and geographically diverse areas than those in wave one – though again the difference is not great. We found few issues that were distinct to these different contexts. This may be because the focus everywhere remained almost exclusively on providing activities and services for children, families and communities living in disadvantage, even if disadvantage was more and less concentrated in different areas. However, transport was identified as a key factor in increasing access to services for people living in more remote areas not served by good transport links.

### ***3.3. Early outcomes from wave 2 schools***

As some wave 2 schools were essentially still planning much of their FSES provision and others were in early delivery stages, it was too soon to identify many of the proposed outcomes, especially the more ambitious and long term ones associated with improved life chances and wellbeing. As one head teacher commented:

When you first start doing preventative work it does take time but you will have impact at the end.

It was also not possible to explore in any detail whether and how the integration of different services by the FSES (and where relevant, co-location) facilitated the generation of outcomes, as these schools were in the developmental and early delivery stages. This section, therefore, focuses mainly on the perceived outcomes from particular types of services. The thematic paper on Theory of Change provides interesting case studies of transformations for individuals who accessed provision in wave 1 FSESs, which it has not yet been possible to identify from the wave 2 mapping visits.

Nevertheless there was evidence, based largely on the perception of professionals but also from service users, of positive changes – such as improvement in reputations of schools, a greater presence of adults in schools, improved levels of provision and accessibility to provision. These might form the basis for significant outcomes in the longer term. The co-ordinator in one FSES, for instance, reported the following:

More is happening for young people, for example football and homework clubs... We've broken down barriers and our doors have opened... There are more adults walking the corridors... It feels less like a young person's ghetto and more of a community.

A student in another FSES commented that:

It has improved the reputation of the school and it is improving all the time with the full service school, the sports hall [new build] and the healthy school.

An LA officer, speaking about the same school, reported how, in her view, the FSES offers 'tremendous support' and 'accessibility' for service users and 'facilitates multi-agency working'. The LA officer also said that the school, located in a market town and serving a wide (and partly rural) catchment, was now a focal point for the community:

It [the FSES] meets community needs as the school is a hub and they [students and the wider community] can access services they wouldn't normally, due to the location geographically.

For service users, changes and early outcomes were promising. In one FSES, for example, students reported a range of outcomes from their involvement in FSES activities including the student council and sitting on the FSES steering group:

They really want to know what we think... If they didn't have us [on the steering group] then they wouldn't have students' views.

And:

I feel valued and confident to deal with issues.

The Adult Education tutor in the same FSES reported outcomes for adult learners including 'improved English', 'improved confidence and self-esteem' and 'friendship formations'. This reflected her own view as a tutor, but was also based on regular verbal feedback from adult learners who access provision from the FSES. A police officer who worked extensively in the FSES also reported improved behaviour, fewer exclusions, and reduced levels of anti-social behaviour in the community which she attributed to her school-based work:

Crime is down, there have been no permanent exclusions for three years and short term exclusions are relatively low.

And:

It is difficult because you can't quantify but you can show a decrease in levels of anti-social behaviour.

Similarly, a Youth Justice worker, working in the FSES and feeder primaries, reported outcomes for students:

We've got a real connection with the kids. With a couple of pupils we got quite quick outcomes. Another student disclosed a lot the first time I met him...The kids are not getting kicked out of class. They are staying in class so they are more likely to learn more and behaviour has improved. It is a step in the right direction.

In another FSES, the head teacher described outcomes relating to 'skills development, 'developing self esteem', 'building friendships and relationships', 'support' and 'giving [students] a listening ear'. Lunchtime clubs, he argued, 'stops the free rein of boredom or over-enthusiasm' and takes away students' fear of bullying. It also helped children remain focused. The lunchtime and after school clubs, he felt, 'extend their [students'] experiences'. These views were supported by surveys of participating students, which reported outcomes in terms of enhanced academic success and interest, improved confidence, and better social skills. Students themselves reported having something to do as a benefit:

You are not bored like if you go home... You do interesting things... You are not bored as you are not sitting around.

A grandparent of a student reiterated this point:

[It]...gets children off the streets so they are not vandalising [the area] and they meet friends...it relaxes children after school.

Another student at the same FSES described her involvement in an FSES activity. She said:

I got lots of praise and it made me feel happy...I felt proud and it was excellent and when I got home the school had called my grandmother to tell them how pleased they were with me, and when I came back to school after half term everyone was still talking about it.

She also reported attending breakfast club saying: 'I don't eat breakfast at home and so coming here means I get breakfast'.

In the same school, the nurse reported that 'twelve parents attended the smoking cessation course and one parent stopped smoking' and also told how FSES has, in her view, facilitated communication between medical professionals and improved health. She said:

I'm fully behind all of this. It's excellent, improves health, offers community support and improves behaviour and it raises the profile of the school.

Similar outcomes were reported elsewhere. In particular, there was anecdotal evidence of impact on individual students. Regarding one student, one FSES co-ordinator said:

She was sent out of every class...[Name of FSES support staff]'s support kicked in and she managed to stay in class and was back in school. [This] intervention hit all the buttons...In terms of that girl's attendance and achievement this might be a drop in the ocean but we've saved her and she might get good results in sixth form.

Furthermore, the school's internal evaluation report on their Easter revision programme cited the following comments from students about what they believed they had gained:

To re-learn most of the stuff and get closer to classmates.

Learning new things, revision and activity, and the activities will help people

To remember things they learnt in revision.

Improving in Maths - I understand trigonometry and probability better.

I could revise maths and let of steam in the afternoon.

It is very enjoyable and beneficial.

The head teacher of another FSES characterised the impacts in the following terms:

A key indicator is students are in the sixth form doing twelve courses post-sixteen who would not be there. There are some of the youngsters now in the sixth form doing BTECs who were in [the unit for students with disruptive behaviour]...They have a sense of self-esteem, self-worth and have elevated significantly...Students are not disappearing off the roll.

The head described the progress of two students in particular:

A year nine boy was permanently excluded from [name of local secondary school] because of lots of problems with behaviour and smoking...He finished [at the FSES] with five Ds and won an achievement award and he came to me and said he could not believe it...

A Traveller girl was disengaged from year nine. We did lots of work to keep her involved and her mother became a governor and is an ambassador for the work the full service and inclusion team are doing. In relation to the starting point, which is disengagement and lack of empathy for the school, she has been turned around.

In the same school, the childcare co-ordinator reported outcomes relating to the study support sessions:

There are pay offs in terms of student support because they learn social skills, interact with new people and it has benefits for when they go back to school...People develop sports skills, arts and craft and drama and music skills...People are learning as well as having a nice time.

There was some evidence of impact on school performance indicators. In one FSES, an improvement in attendance was attributed to the work of the school nurse and EWO and the school anticipated a rise in key stage 4 attainment this year. The deputy head teacher explained:

We expect a step jump in academic attainment this summer...from 32% to 45%'. 2004-05 performance tables show a rise from 32% (2003-04) to 55% in students attaining 5+ A\*-C grades and a reduction in authorised absence from 7.7% (2003-04) to 6.1%.

Elsewhere, a FSES was monitoring impact on exclusions, attendance and behaviour in relation to nine students following a study skills programme and other FSES activities). The number of exclusions for this group had been reduced from 58 in the summer term 2004 to 44 in the autumn term, and their length too had decreased. Of the nine, seven improved their attendance rate during the autumn term. For one student there was an increase of 44% and for two other students attendance rose by

10%. The school had identified improvements in classroom behaviour from six of these students in the autumn term.

Nevertheless, most schools were not anticipating outcomes relating to school performance in the short to medium term. They were acutely aware of the difficulties of attributing progress to FSES provision alone, when in fact it tended to form part of a multi-dimensional school improvement strategy. What can be said, nevertheless, is that outcomes for targeted groups were encouraging and there is indication that FSES provision was beginning to impact on wider community outcomes.

### **3.4. A case study of a wave 2 school**

In this section, we look in a little more detail at how one school was developing its FSES provision over a six month period. The example used is a primary school with a population of just over five hundred students. The area itself is characterised by high levels of poverty (although there are pockets of greater affluence), overcrowding and unemployment. A health audit of the school population identified areas of need including children's emotional well-being, poor oral hygiene and poor diet.

All quotations are from the head teacher unless otherwise stated.

#### **3.4.1 Starting points**

The changing nature of the school population informed the rationale for the school's FSES developments:

... We were getting increasing numbers of bilingual children coming in from reception. So at the top end of school we're probably about 40% bilingual. At the bottom end it's probably nearer 60-70%. So there's a definite shift in our intake which is happening fairly rapidly as well. And I think because of that the actual needs of the community have changed... The needs of the white families are very different from the needs of our bilingual families, where there's a lot more unemployment. There are health issues that we need to address.

The school recognised that involving parents more and encouraging greater family support was essential. As is common amongst FSESs, however, benefits for local people and benefits for the image and well-being of the school were seen as intertwined:

I'm told that it [the school] has a very good reputation and I don't think that's changed. I don't think the changing catchment has actually altered that at all. I do think as the nature of the school has changed, in terms of what we are providing, we do a lot more family learning and I think that's had a really positive effect on what the people think about us. It's all the extra things we are putting in, that's why people are happy.

(FSES co-ordinator).

The school already had a range of extended activities on offer. Securing FSES status meant that these could be developed in a much more structured and sustainable way. As in many of the second wave schools, however, sustainability was considered from the start. Similarly, providing additional out of hours activities would require a change in working practices, and, specifically, would mean staff working less conventional

hours to ensure that provision was sustainable. With the possibility of incurring extra staff costs as a result, the school has been creative in its approach, putting staff on flexible contracts and enabling them to work flexible hours

In developing its FSES provision, the school also had to recognise its limitations in terms of what it could offer, simply because of the limited size of the school site. This had made the school very much aware of its potential as a signpost to provision on offer elsewhere. It had also alerted it to the possibility that it might be able to hire its own staff (particularly the FSES co-ordinator) to other, less experienced, extended schools in the area as a means of generating income and securing the sustainability of its provision.

The head was aware of tensions between the need to sustain the co-ordinator to develop FSES provision and the need for more conventional forms of support in leading the school. The LA, in particular, was keen that she should employ a deputy. However, from the head's point of view, the distinction between managing the core work of the school effectively and developing FSES provision was not as clear-cut as it may have been for the LA:

[The FSES co-ordinator]'s role is about raising standards. This has to be a priority. You train teachers up to the level that you can [then] it's what *else* can you do, and I think we are at that point of 'what else do we need to do' and it's all about the extended school provision.

### **3.4.2 Developments after six months**

The FSES was revisited after six months to track developments. In the intervening period, the school had responded to external changes and to continuing changes in the school population. The different demands of leading FSES provision and leading teaching and learning within the school had 'come to a head' as the school took part in the national initiative to restructure staff responsibility payments. This process proved to be a lengthy one and was complicated by the departure of the FSES co-ordinator who had found employment nearer to home. Although this departure was not envisaged, it precipitated a restructuring in which a conventional structure for leading the curriculum was supplemented by a 'business structure' including the head, deputy and a newly-appointed business manager. This latter structure was intended to take responsibility for FSES provision.

At the same time, the LA had been developing its own structures for responding, amongst other things, to the FSES and Every Child Matters agendas. The process had been protracted, but finally, the head felt, an appropriate structure had been arrived at, in the form of a cluster of seven schools with a LA-appointed co-ordinator.

Within this short space of time, the school had had to respond to further changes in the school population. There had been a rise in Eastern European origin children in the intake and this had meant adapting swiftly with appropriate support and in consultation with the LA:

We actually get interpreters in. So we have a meeting before they come into school, so that we can go through absolutely everything and if there are any concerns that mum has...we can just go through the interpreter...It's just being more aware of the needs of the families and the children and I think in some ways the extended school enables us to do that because you actually

focus much more on that rather than just the delivery of the curriculum, and I think that's why it's had significant impact.

A further external force that impacted on the school was a drop in the school population. This was partly because this was not a feeder primary to any of the locally-popular secondary schools. As a result, more affluent white families were replaced by poorer Asian-heritage families, and the school found itself serving more areas of deprivation, overcrowding and unemployment. This situation was complicated because of the selective character of some local secondary schools and changes that had taken place in their admissions procedures, and the fact that another local primary school had gone into special measures.

The range of current activities on offer by the school was being reviewed in light of the changing needs of its service users and the development of the school site:

We've a lot going on but it's not necessarily the same as what was going on before. We've sort of re-focused. The big one was we were putting a lot of family learning courses on and I had meeting with them the other day because we're getting the same parents coming in and they're not the ones I need to target. So we are going to go right back to the drawing board on that. We are going to put a hold on the courses for now. Once the nursery is finished this'll be a community room in there and we're going to really target getting parents in as soon as that's open. So it's sort of coffee morning type things so that we can literally get them into the room and get them feeling comfortable and then target those ones we need. I think that's what's going to have the biggest impact. We could put family learning courses on until the cows come home but they are not actually impacting...We've totally re-thought that one.

People wanted IT but I've only got three people actually regularly attending IT now. So things are dropping off. And it's refocusing and changing what you are doing all the time to actually keep people interested in coming in.

In response to this situation, the school concluded that there needed to be greater targeting of certain students and families and that this needed to begin as early as possible after they joined the school. Moreover, provision should meet the needs that local people actually had, rather than what professionals thought they might want. In particular, the increasing numbers of families where English was not the first language in the home and of bilingual children required additional support. This had to be accessible during the school day if it was to have any impact on a child's learning and wellbeing.

We need to really start getting them in from reception, those children and those families that we need to target, actually target them in reception from the new nursery...rather than putting courses on for parents, actually finding out what parents wanted...the other way round, because that's what we were doing, we were putting things on and whatever the take-up was, but actually try and start from the parents and what do they want.

One change was that the school moved from after-school to daytime activities since that seemed to be what local people wanted. However, the school was happy that external organisations should hire facilities to run their own evening activities. This was a means of generating extra revenue to help support the family learning

programme which the school saw as a priority. In this respect, the building of a nursery was crucial as a means of freeing up further space for a community room and for re-introducing the family learning courses in a much more structured and targeted way.

Despite the new focus on responding to local people's needs and wishes, the use of a questionnaire survey had mixed results. School leaders concluded that the changing population required a more personal hands-on approach:

[Talking to] parents...that's much more effective than having consultations...Usually we don't get a very big return from questionnaires... and I think it's much more useful with our community to actually ask them, because there'll be some of them who can't read and write...then develop courses from them.

The refocusing of the school's work had created a more coherent – and arguably narrower – rationale. Instead of offering a wide range of extended activities, the head now saw the school as concentrating on those forms of provision which would directly or indirectly support learning and, by the same token, be reflected in the performance indicators whereby the school was judged:

I think we've changed the focus. I don't see it as an add-on...We've got to a stage here, when...our results aren't wonderful. But that's because our baselines are coming in so low and we are not going to make a substantial impact on our results until we start addressing some of these other issues, and so it is integral to what we are doing. And I think it's taken quite a long time for staff to begin to understand where I'm coming from.

The difficulty for staff was in seeing the link between extended activities and children's learning which the head believed to exist. Viewed from the outside, this is not surprising. As the nature of the school's intake became more problematic, levels of attainment were likely to fall rather than rise, and the refocused activities were likely to take time before any impact they might have on standards could materialise. For the teachers' point of view, the extent to which they bought into the new focus depended to some extent on whether the changes in the school's intake had yet impacted on their own work:

We had the dental people in to come and talk about oral hygiene...The younger staff, the younger end of the school – Reception, Year 1 and Year 2 – they understood where I was coming from. Year 5 and Year 6 haven't got there yet because the problems haven't hit them yet... It isn't about just teaching in schools anymore. It's actually about being able to support the children and families, how they need to be supported and that's a mindset and we're getting there.

The head teacher recognised, therefore, that greater awareness of FSES activities and more consultation with teaching staff were now necessary:

...It's not impacting on them. As long as they are not being asked to actually do anything over and above, that's okay...That side of what we are delivering tends to be away from the teaching. We let the teachers teach.

There was, therefore, an issue still to be worked through in this school, in terms of what 'letting teachers teach' might mean in a situation where children were presenting with more and more problems, and where the appropriate response seemed to be to

intervene in those problems to create the conditions in which teaching might be more productive.

### **3.4.3 Issues and implications**

There is much in the development of this school's extended provision which has implications for other schools seeking to move in a similar direction. Given the wide range of potential FSES activities and the flexibility available to school leaders to shape their own provision, there is a constant danger that schools will pursue a more or less incoherent range of provision. Here, however, we see a school taking stock of its local situation, developing a coherent rationale, and focusing its activities in line with that rationale. We see how that rationale takes account of the potential tensions between FSES provision and the school's core business of teaching and learning, and seeks to bring these two imperatives into closer alignment. We see also how it moves from a position of offering activities on the basis of professional judgement as to what is appropriate, to one which takes into account more fully the needs and wishes of local people, and seeks to elicit these through face-to-face interaction rather than simply through written surveys.

In managing this refocusing, we see how the school has to develop appropriate leadership and administrative structures and uses the opportunity afforded by the implementation of a new pay structure to do this. We see the importance of building an understanding amongst the staff as a whole of the nature and purpose of FSES provision and the problems of doing this. However, we also see how the coherent rationale which links FSES provision with teaching and learning makes this task more manageable. Finally, we get hints of the sort of support the LA can offer and the ways in which a FSES can be locked into local school structures.

All of these things offer useful ways forward for other schools. They also underline the extent to which second wave schools, aided by the ECM agenda, appear to have used their additional lead-in time and the experience of first wave schools to develop marginally more coherent approaches than their predecessors. However, this case also points to some of the continuing tensions in the initiative. For instance, although the school has to refocus its provision in the light of the changing demographics of the area, the reasons for those changes are unexplored. It remains unclear why the area is becoming poorer, or what, if anything, the FSES can do about this. Although there is evidence of a local schools strategy, there is no evidence that the FSES is locked into any wider strategy which might address these underlying problems. Likewise, there is little evidence of the school being involved in partnerships which might deliver powerful interventions into these problems. To some extent, the school sees external organisations as a potential source of revenue rather than as partners in a joint community enterprise. There is a sense, therefore, in which making the school's activities more coherent also makes them more narrowly focused, despite the indication of significant social difficulties in the area.

In this respect, it is interesting that activities which are seen as benefiting local people are also seen as likely to benefit the school as an institution. Indeed, the refocusing of the school's provision is around those activities and outcomes which, though they may be important to local people, also matter most to the school. The FSES strategy, therefore, is very much one devised by education professionals with educational outcomes in mind, rather than a more broadly-based strategy developed beyond the

school. This is explicable at least in part by the challenges and threats with which the school is faced. The changing nature of the area, the impact of competition from other schools (particularly in a selective system), the expectations of the LA, the imperative for the school to drive up standards of attainment, the need to secure funding to make FSES provision sustainable and the demands of implementing restructured pay scales together create a somewhat turbulent environment for the school. In other words, the school does not have the luxury of shaping its FSES provision as though its only concerns were the well-being of its students, their families and local communities. Instead, it has to take into account a series of institutional imperatives, threats and opportunities. Whether these compromise its understanding of and attempts to meet local needs is a matter of judgement. However, they most certainly play a part in shaping how the school responds to children, families and communities.

Again, these issues have implications for the development of extended schools elsewhere. It is not surprising that initiatives located in and driven by schools reflect the situations and concerns of schools. However, if those initiatives seek to a greater or lesser extent to intervene in families and communities, it makes sense for them to take into account a wider range of perspectives on what is needed locally. It also makes sense for the relationship between school-based interventions and wider strategies to be considered. Finally, it seems reasonable that local and national policy makers should take into account how the wider policy environment might impact on what schools are able to do and how that environment might need to be changed to support the development of FSESs.

### **3.5. Wider implications**

Looking now at the sample of schools as a whole, we are able to identify some wider implications that may help inform the development of extended schools elsewhere.

#### **3.5.1 Facilitating factors**

In addition to the facilitating factors identified from the case study, the schools in wave two mapping sample identified a range of factors which helped them develop their provision in what they believed to be more effective ways:

- Designating or appointing a school based FSES co-ordinator who was able to undertake time-consuming groundwork was seen as extremely helpful by head teachers.
- Engaging support from partners in other agencies and organisations was seen as essential. Events such as training days, regional conferences or away days were seen as helpful in this respect, and securing commitment from senior decision-makers was regarded as crucial.
- Schools welcomed a range of related policy developments which supported the development of integrated approaches to children and families. These included the ECM outcomes framework, the new Ofsted inspection process, the development of integrated children's services, and the Information Retrieval and Tracking initiative. These were seen as complimentary to the approaches being developed by FSESs and as providing an overarching strategy within which they could sit.
- Schools were also appreciative of the DfES funding and of the support they received from the Extended Schools Support Service. In particular, one to one

and regional meetings, and regular information by e-mail were seen as helpful. Schools working with the National Remodelling Team on developing extended services and models of governance were also appreciative of the support received and advice given.

- Schools which had a history of extended services, community engagement and multi-agency collaboration had found that this facilitated FSES developments. Likewise schools that were involved in the Behaviour Improvement Programme or had been awarded specialist status were already engaging with the wider community.
- Specialist schools regarded the good facilities they had as helpful when they further developed study support provision and/or community use.
- There may be particular facilitating factors in special schools. The special school in the sample felt that their familiarity with multi-agency working gave them the grounding to become an effective FSES. For the school, the FSES was ‘a concept and not a bolt on’ and the ethos of school was described as the main facilitating factor - ‘the climate was already moving in that direction’. Moreover, the school had a ‘receptive client group’ and supportive parents who regard the school as a safe and supportive environment. It was also felt that as a small special school, staff have an excellent handle on individual needs of students.

### **3.5.2 Remaining issues**

Some more problematic issues emerge from the sample:

- As with first wave schools, sustainability remained a major concern and some schools were disinclined to plan too far ahead without guarantees. In the words of one FSES co-ordinator:

You have to guess beyond the spending review...if you knew you could plan much better for the long term.

Schools were also concerned about appointments of key staff and where they would find the funding to sustain these. The leaders of one FSES were typical in arguing that the message that ‘sustainability is easy to achieve’ was a false one and raised false expectations. They felt they would be very frustrated if they were unable to continue at the same level and pace due to an absence of financial support from government. The head teacher said:

It would be ludicrous to pull back after two years...Even specialist schools get four years’ funding initially and then it is easy to secure more funding.

A co-ordinator elsewhere expressed similar views:

Sustainability is a challenge when we have to make things affordable.

The head teacher added:

The message I’d like to take back [to government] is that this is not a quick fix. It is taking time. Partnership meetings need to be very thorough.

Whilst concerns over sustainability were also evident in wave one, they seem to have been exacerbated in wave two by the national roll-out of extended schools which, some feared, might take energy and resource away from FSESs. They might, in the words of one head, ‘die a death’.

As we indicated earlier, there was a reluctance on the part of some schools to try to obtain additional funding because of the time involved in the bidding process and (if successful) in the accountability process for external funders. One FSES co-ordinator, for example, pointed out that,

There is an awful lot of work to bid and re-bid and this creates anxiety with workloads.

Elsewhere there was some resentment stemming from the belief that Children's Centres 'are getting millions and FSESs aren't'.

These pessimistic views were less apparent where schools (such as the case study school described above) had taken steps to deal with sustainability issues from the start, or where FSESs were not seen as demanding new resource. For instance, one LA officer argued

There isn't a bucket load of money, which is good in a way as you think about how you reconfigure services to meet the needs of young people.

- Partnership working was seen as the only way to deliver extended services and outcomes and there were many positive reports of partnership working which identified the merits of sharing expertise, information and resources. However, partnership working was seen by FSESs as a complex process and one which attracted varying degrees of commitment and enthusiasm from other services. If schools did encounter any unwillingness from partners, this was not only disconcerting but created an obstacle which they had to try to overcome. One head teacher reported finding 'Social Services' to be the most difficult of partners to engage because 'their working practices and approaches are so very different' and because of a local shortage of social workers. Also, in the same LA, the PCT were keen to work in the primary and secondary FSESs but refused to fund certain provision in the secondary school as the school was located in a more affluent area, even though it serves students and families from deprived areas. Elsewhere, an FSES reported finding working with 'Social Services' to be more of a challenge due to lack of capacity. The deputy head teacher said:

Social Services are very willing but often disempowered by money and staffing and responding to needs when they arise.

Elsewhere again, there were reports from FSESs that developments with SSLPs and the Police were 'slow to take off' and that attempts by the FSES at developing stronger links with the Youth Service were futile as 'there wasn't the common underpinning' (FSES co-ordinator).

Whilst other agencies were invariably positive about the schools they were working with, there was, in a least one case, the sense that schools were setting up activities without due regard for the local ecology of provision. A voluntary agency worker, for instance, was worried that schools might unwittingly be trying to replace voluntary provision:

A core challenge with FSES is that schools have more autonomy...They want to work with us but a challenge is that schools are directly employing staff and this doesn't help the voluntary sector engage...This [FSES] is positive but we would like a level playing field with voluntary and community services as we've a track

record...Education has for so long been its own master. It has its own systems in place and now it's changing and buying in services and agencies are coming in to offer support.

The worker also pointed to the need to realise that education was not always the main priority for children or their families and the requirement for schools to realize this:

For some young people, education is not a priority. The fact that a family member is poorly or that they are being bullied is more of an issue...It [the FSES approach] is fraught with things to work through and these things will take time to resolve.

Communication, or rather lack of effective communication, between agencies was identified as a potential barrier. A LA officer said:

The more people that are involved, my biggest issues are about communication. People on the chalk face need to have key elements of Every Child Matters fed to them in a drip drip approach.

And also argued:

You have to ensure that different professionals have to understand all the other professionals' standards and how they work.

Poor communication between different agencies working to serve students and the community was also identified as a barrier by an assistant head teacher:

Communication can be an issue...We need to ensure we are singing to the same hymn sheet...We need to work in concert so our objectives dovetail.

It is worth noting that 'communication' here and elsewhere seems to mean more than simply the transmission of information. It would also appear to be about building consensus, developing a set of shared aims, and co-ordinating provision. This is, of course, a much more challenging task than simply keeping one another 'informed'.

- In the same way, although schools had a wide range of contacts with parents, there were few positive reports of parental engagement, with the possible exception of the special school that reported very close relationships with parents. What schools seemed to mean here was that they found it difficult to involve parents in activities and enlist their support for the broad aims of the FSES. Primary schools, because of their very nature had more frequent contact with parents but they still reported difficulties in securing engagement in this sense. Secondary schools were also vocal about the problems of parental engagement, particularly in the case of the more hard-to-reach parents. One FSES co-ordinator described this as a constant struggle, 'like wading through a trench'. In this FSES, parents of seventeen primary age children who were accessing counselling provision were invited to attend a session where certificates were given out to students and only one parent turned up. Elsewhere, a deputy head teacher said:

We want to involve the community more and parents more. They liked the ideas but don't take up. They are a bit reluctant to be in.
- Schools serving rural or semi-rural areas reported what they saw as distinctive issues in the development of FSES. These included rural deprivation, a sense of isolation, more difficulty in accessing services due to transport shortages

and the physical distance from home or school to services. There was also the issues of ‘social insulation’ in that residents can be closed in their patterns of behaviour and their views and responses to learning. One FSES reported having a large rural catchment with ‘young people who are on farms, up farm tracks, five miles off the main road’ but explained that many students came from the ‘very diverse’ market town which itself has pockets of affluence and some deprivation. Transport was, according to the FSES co-ordinator, ‘dire’ and this posed ‘a massive, massive issue’. The school was working with the community transport brokerage (who provide drivers for the school mini buses) and the Youth Service to identify ways of alleviating the problem. In the case of a youth club which operated in the market town (by the school in association with a voluntary organisation), the school transported students to and from their homes in rural areas to give them access to this provision. The school hoped to offer a similar service for young people attending after school provision but this was not yet up and running. Another FSES reported issues around access to services for families living outside the market town where it was situated. An LA officer explained that ‘accessing support or even seeing a GP can be quite difficult’ and if children need to go to a clinic for advice on sexual health ‘they can’t ask their parents to drive them’. The problem was exacerbated by an ‘infrequent’ bus service.

The issues relating to transport in the rural schools were also evident in the special school which likewise served a large catchment area. Without adequate transport, some students could not attend provision, or had difficulties getting home. Another issue relating to schools with large catchment areas was parental engagement. This was raised as a barrier in the rural schools but the special school, because of its very nature, described strong partnerships with parents which have been further strengthened by the FSES.

- There was some concern relating to governance of FSESs. In one project, for example, whilst the FSES co-ordinator reported that, ‘around 80% of governors are fully supportive of FSES developments’ some ‘were really concerned about their roles and responsibilities now and in the future’ and this has caused ‘nervousness as governors want to control everything’. The FSES co-ordinator had offered some generic training to governors but the fears remained. Elsewhere, a governor of an FSES called for greater central guidance as some governors could feel:

...like a fish out of water...We’ve had nothing in terms of paper work or guidance [for governors].

- The time taken to develop FSES provision was an issue, particularly in the light of the short-term demands to which schools were subject:

We need time to develop but we need to show outcomes as the government need to justify this.

(FSES co-ordinator)

In addition, the length of time needed to forge partnerships and build trust was long and working to such timescales could be frustrating for FSESs. For one head teacher, the situation was described as ‘enlightened desperation’.

### 3.5.3 Conclusions

In many respects, the schools in wave two of the FSES initiative seem very similar to those in wave one, particularly in terms of the forms of provision they are seeking to develop, the creative practices they are developing and the problems they face. There are certainly some positive findings to report. Like their predecessors, they find the policy frameworks provided by Every Child Matters and related initiatives a supportive one and can see where their work sits within this framework at both national and local level. There are indications, however, that they have learnt from the experiences of first wave schools, or at least have benefited from the increased lead-in time and the length of time national policy has had to make a local impact, and may therefore be a little more coherent than their predecessors were at an equivalent stage. Certainly, there are some indications that the second wave schools are already beginning to have significant impacts and that positive outcomes for children, families and communities are beginning to emerge.

On the other hand, many of the problems which confronted first wave schools remain. As schools move beyond their core business of teaching and learning, they enter the territory of other providers. The establishment of trust with those providers is important and demands an understanding of their priorities and working practices. It may prove frustrating and will certainly demand an investment of time. For schools, therefore, there are likely to be some tensions between the way they conduct their core business and the demands of this new, wider agenda. This is a matter of the different time scales as between the development of extended provision on the one hand and the annual accountability of schools (most notably in terms of the publication of performance indicators and the annual processes of intake and parental preference) on the other. It is also a matter of how far schools' energies should be directed towards generating short term gains in student attainments and how far they should pursue a strategy targeting longer term gains – or, indeed, contributing to a wider family and community agenda. In turn, this feeds back into relationships with other agencies and, indeed, with community members, given that these relationships may well be shaped in part at least by the extent to which the school is intent on pursuing goals which relate only to its own teaching and learning agenda. These issues are ones which, in the current policy context, are matters for local determination. The question for policy-makers at national level is whether it would be appropriate for them to be the subject of greater central guidance. This is particularly the case in the light of the national roll-out of extended schools where schools and LAs across the country will undoubtedly encounter the same issues.

There are other findings from this mapping exercise which may have implications both for FSESs and for the national roll-out of extended services. For instance, the shift away from the 'lone school' model of provision which dominated wave one is likely to make a good deal of sense in the roll-out where schools seem likely to join together rather than attempting to cover all aspects of extended provision individually. Certainly, the second wave schools recognised that there were advantages in working within a FSES cluster. It offered greater opportunities for maximising resources, especially if generating extra income was an issue; possible opportunities for sharing personnel and good practice; opportunities for developing wider strategies; and opportunities for improving transition between primary and secondary schools, which in turn might assist in early intervention strategies for the more vulnerable families. On the other hand, in some instances the inhibiting nature of working too rigidly

within a cluster – particularly if schools were at different stages of development of provision – could inadvertently slow down the implementation of a service or activity.

There would seem to be opportunities here for LAs to play a valuable role in facilitating these clusters and brokering relationships between schools and other providers. Moreover, LAs may have an important role to play in locking the work of schools into wider strategies. These can both multiply the effects of schools' efforts and remove from schools the burden of trying to address too wide a range of family and community issues from their own resources. Certainly, although support from second wave schools for their LAs was not quite universal, there was a good deal of appreciation for the contributions they could make. There may also be a role for LAs in helping address the limited number of rurality issues which we uncovered. The issue of transport difficulties in rural areas is hardly a new one, but it raises some interesting questions for the development of extended schools in these areas. It may be that the problem is soluble with some creativity on the part of schools, perhaps supported by some transport planning beyond the school. However, it may also be an indication that a model of extended provision developed in urban contexts cannot be transplanted wholesale into very different contexts. More, even, than in urban settings, there may be a need for some strategic approach at area level to determine where services and activities are best located and what role the school might play in an overall pattern of provision.

There are also implications for staffing. As in wave one, the role of the co-ordinator emerges as a vital one, yet it seems likely that most schools in the roll-out will not be in a position to appoint co-ordinators of their own. The implication would seem to be that it might be worthwhile finding some other way to support developments and remove burdens from existing school leaders – for instance, by making appointments at cluster level and/or making some sort of agreement with LAs to draw on central support.

The sustainability issue is clearly a salient one for FSESs (as in wave one) and may be similarly important in the national roll-out. It is clear from our evidence that – in some cases and to some extent – schools see the FSES initiative as a grant-funded project which is threatened when the grant comes to an end. They tend, therefore, to regard FSES funding as a means of supporting provision rather than as seedcorn money for developing provision that will be sustainable in the long term. This is perhaps not surprising given the project-funding culture in which school leaders have become accustomed to work. On the other hand, there are signs that sustainability is taken seriously in other cases and that school leaders are creative in developing income-generating activities and/or in forming partnerships with other providers. Neither of these routes is problem-free. The former may distort activities away from what is 'needed' towards what is financially viable. The latter is vulnerable to the changing priorities and resource profiles of partner organisations. It may be that, as the Every Child Matters agenda begins to take greater effect on the ground, the establishment of more stable partnerships and the formulation of stable patterns of service commissioning will enhance sustainability at school level. Again, however, this seems to depend to some extent on shifting the emphasis from the individual school as an inherently unstable social entrepreneur to the school as a partner in more strategic approaches across the local area.

However, whilst much of our evidence seems to indicate the need for a framework of planning and strategy within which extended schools can sit, it is also clear that flexibility at the school level remains important. It is striking, for instance, how the case study school we described earlier had had to modify its provision in the light of rapidly changing local circumstances. While it seems to us that the school would be helped by locating its own contributions within a wider community strategy, it would not be helped by being locked into rigid structures. The balance between the flexibility which comes from school autonomy and the benefits to be gained from a more strategically planned approach is a difficult one to strike, but one which may prove to be the most important challenge faced both by FSEs and by extended schools generally.

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## **4. Childcare: Interim findings and issues from the childcare study**

### **4.1 Introduction**

#### **4.1.1 The childcare study**

The provision of childcare is an integral part of the extended schools initiative, which is in turn part of the ten year strategy's aim to offer, by 2010, a guarantee of childcare provision between 8am and 6pm all year round, either on school site or in partnership with other schools, local providers or childminders. The development of provision in FSESs, therefore, is the subject of a dedicated strand of the overall FSES evaluation. This strand aims to describe the details of provision as they emerge on the ground, to identify issues that arise in that development – and any promising responses to those issues – and to go some way towards identifying any benefits, disadvantages and other outcomes that result from childcare provision.

#### **4.1.2 Methods**

In the second year of the evaluation, the childcare strand of the evaluation involves visits to fourteen FSESs (10 case study schools from year 1, 3 case study schools from year 2, and 1 school from the year 2 mapping sample). These schools were selected to represent the range of school types and contexts. This thematic paper draws on information available at this interim stage, and obtained from completed visits to eight schools: two primary and six secondary or high schools in seven LAs.

Interviews were carried out with the schools' FSES co-ordinators, school childcare co-ordinators, local authority (LA) childcare co-ordinators, and other childcare providers in the area and with a sample of parents and sample of children using services. Questions in the interviews clustered around the following themes (a full list of questions used in the study can be found in appendix 2):

- the details of provision;
- attendance, non-attendance and targeting;
- management;
- consultation;
- involvement of providers external to the school;
- awareness and influence of government policy;
- links with wider strategic developments;
- school perspectives on provisions;
- funding, charging and sustainability; and
- impact and outcomes.

An earlier childcare thematic study was reported in the first year report (Cummings et al., 2005). The questions being addressed in this paper are very similar to those asked in the first year. However, they vary in emphasis and detail. In particular, there is the opportunity to consider, for several schools, their development of childcare services over a longer time-scale and the relationship of these services to wider strategies and initiatives.

Data collected as part of the childcare thematic study were considered alongside data collected for the wider evaluation. The latter has included descriptive information from a sample of schools to map provision, and has selected case study schools with which to develop theories of change setting out their detailed rationale for extended activities. Tables 1 to 8, showing many different aspects of childcare for each of the eight schools, are presented in appendix 3.

### **4.1.3 The paper**

In the next section of the paper, we present our interim findings, describing the nature of provision being developed by FSESs, the challenges they were facing, and their responses to those challenges. In the final section, we stand back from the detail of provision to suggest that two models of provision may be emerging and that these models may be based on the different ways in which FSES leaders understand the purposes of childcare, and the aims of their FSES provision overall.

## ***4.2 Interim findings from the childcare study***

### **4.2.1 Meeting the 8am until 6pm challenge**

How far are full service extended schools able to meet the challenge to make ‘wrap around’ 8am until 6pm care available? And to what extent is the response of the school determined by their extended school focus, by government childcare policy, or by other considerations? How might this relate to the national roll-out of childcare in all schools in England? To answer these questions we map here the detail of provisions and consider the perspectives of FSES and childcare co-ordinators.

All eight schools offered some form of study support from at least 8am to 5pm, Monday to Thursday, and sometimes Friday, during term time. Some began earlier and continued later, although all provision ended at 6pm. Tables 1-4, in appendix 3, show details of provision offered by all eight schools for pre-school (aged 0-5) years (table 1), and for school-age children before-school (table 2), after school (table 3) and during the holidays (table 4).

In all schools some kind of before-school activity was available from at least 8am. Food was usually available. Half the schools opened before 8am. Where there was open access for some kind of activity, this was not charged for, but where the before-school provision involved food, a charge was made. There was some degree of before-school provision from all primary schools in the sample. The school was the provider in most cases, although one school used a private provider and another a voluntary management committee.

All eight schools ran extra-curricular activities for approximately an hour after school for their own students (table 3). Half the schools in the sample ran after-school clubs, which offered a later end time of 6pm (table 3). All eight schools also ran some form of provision during the school holidays (table 4). In only three schools was there some form of provision for some children/young people from 8am-6pm 50 weeks a year.

There were some examples of provision accessible to children not attending the school - before-school provision in one school, and after-school provision in five. More than half the schools opened their holiday provision to other children. All offered some holiday provision for under 11s, but no primary school offered open access holiday provision for over 11s. Those secondary schools catering for younger children were positive about the benefits.

There were difficulties for some secondary schools in engaging teenagers and in attracting young people from 5-6 pm:

The core offer of 8-6 is there but we know that kids generally don't want to stay that late. They're not wanting to spend their whole lives here.

(FSES Co-ordinator)

I think it's very artificial to say 8 till 6, very artificial ... Most parents don't want their kids out late at night, so the latest we'd run would be 5.30.

(FSES Co-ordinator)

Many schools struggled in this way with the challenge of offering an attractive youth provision, reporting that they thought young people did not want to spend a lot of additional time at school, but also that parents did not want them at school at this time. Holiday provision was also identified as more problematic for secondary age children.

Where childcare for pre-school children was available, it was offered five days a week until 6pm (table 1). Of schools making this provision, one secondary offered provision for 0-5 year olds, whilst two primaries catered for 3-5 year olds. The only FSES offering nursery care for five days a week for the under 3s was a secondary school. In the two primary schools, one offered sessions for 0-3s at a community playgroup, and the other offered a focused play provision two mornings a week for vulnerable children, to reduce the likelihood of their being placed on the special needs register on arrival at school. Free nursery provision for the 3-5s at both schools was offered during school time, and wrap-around care was available for this age group at both schools as they could be accommodated in the breakfast clubs and after school clubs.

Apart from the one secondary school offering a private-run nursery, none of the secondary schools offered any nursery provision, neither had they any plans to do so. Four of them had investigated the need for such a development and found the areas all well served by other providers. Two of these did not feel it appropriate to offer childcare to pre-school children. However, there was a history of a strategic and well-resourced approach to childcare in one of these local authorities, where the FSES project comprised two secondary schools and (to a more limited extent) their feeder primaries. Across these two clusters, there was a patchwork of provision – breakfast and after school clubs, nursery education, pre-nursery provision, and childminding services – offered by the 11 feeder primary schools that constituted wrap around care for ages 0-11 for the whole year. Not all schools were offering all services all of the time. However, most parents in each of the clusters would be able to access childcare at one or other school within school hours.

However, where childcare provision had not been so fully developed over time, schools might struggle with the scale of the venture. One secondary, which was very

keen to develop childcare provision, still found the 8am until 6pm year round target problematic in the short term:

... the really ambitious offer of 8 to 6 all year round, you would have to think about very carefully, you can't just have blanket childcare, it's huge. There are so many issues of where you would provide it and who would use it in a community like this. It's like a jigsaw, so many little bits that provide bits of this for bits of the community. I don't think it should be the college that provides all of that, but rather a core that provides information and partnerships.

(Childcare co-ordinator)

In the light of these challenges, FSES leaders had mixed views about the pace at which they should develop provision. Most wanted to meet the 8am until 6pm challenge as quickly as possible. Elsewhere, however, leaders were more cautious given the range of other activities in which they were engaged. When asked whether the school's awareness of the Government's commitment to school-linked childcare impacted on what they as a FSES were planning to offer, for instance, one FSES co-ordinator replied:

No, we're not going to let it. We can't, we can't do it that way round. Yes it's in the back of our minds as a target, as a milestone that we would like to achieve, but it will happen when it's ready.

What was perhaps surprising, given the espoused aims of extended schools to support adult learning, was that crèche facilities were provided by only half of the schools visited (table 1). These were for parents accessing courses at their school. Once again, primary schools seemed to be providing more childcare support aimed at parents.

There was only one example of support for childminders, and this was from a secondary FSES (though others expressed a desire to provide such support in the future). This secondary school ran a drop-in session one morning per week for childminders. The provision was set up in September 2005 and currently 2 childminders and 3 children attended. The FSES co-ordinator was slightly disappointed at the slow growth, but was confident that, given time, attendance would grow. The school was also in discussions about providing more formal training for childminders on-site.

In summary, all eight schools had gone a long way to meeting the standard set by the 8am until 6pm childcare policy, but there were some important differences between schools and some patterns emerging. Both primary schools offered childcare for pre-school children but only one secondary school did this. All schools offered some extra-curricular activities but only four offered after school care. The latter were open to all and offered longer hours to 6pm. Most schools offered intermittent holiday activities, and some of these were continuous. There was much progress towards wrap around care for all ages, but several gaps. The gaps were in time – 5 to 6pm in term time, and continuous care in the holidays proving to be difficult to cater for. Other gaps were in provision for particular ages – with the youngest and oldest children being the groups for whom provision was least likely to be available. This led us to question whether differences between schools and gaps in provision could be explained by the ways that schools thought about the

different kinds of childcare and their reasons for making the various provisions. It is to such questions that we turn to next.

#### **4.2.2 Childcare versus study support?**

How do schools think about the various childcare offerings? Do they make a distinction between childcare and study support? How central is childcare to their extended school strategy? And how influenced are they by the Government's wraparound childcare challenge?

It seems that some schools make a distinction between study support and childcare. As we indicated above, previous research has tended to see childcare as distinct from study support, but policy now tends to place both together. To some extent, all eight schools in the sample perceived a dissimilarity between 'childcare' and 'study support/recreational activities' and this was most clearly displayed in the decision of most of them to offer 'study support/recreational activities' – which they referred to as 'after-school extra-curricular activities' – free of charge, whilst 'childcare' was offered as a paid service (see table 3).

The relative lack of childcare for pre-school children offered by secondary schools was partly because this form of provision did not seem to be of great importance to them. Two secondary FSEs did not view 'childcare' for any children, let alone pre-school, as part of their role. They did offer many study support activities (before, after-school and in the holidays), but they were not continuous provisions for working parents:

Oh it's entirely student support...It's a service that we wish to provide our students for other reasons such as aspiration, raising standards, attainment, achievement, involvement, inclusion, reducing isolation... We're not in it for 'hey let's provide some childcare'.

(FSES co-ordinator)

The essence of extended school is not to baby-sit children. It's not to provide opportunities based on care. Those responsibilities lie within the families.

(FSES co-ordinator)

Staff in other schools expressed similar views:

It's about pupil support really... We see it as playing a crucial role for all those things that you can't fit into the normal curriculum. So it's the 'wider child' and producing the rounded students that we want, because there is no way you're going to get that from the normal curriculum... In our whole outlook we are trying to deliver an integrated package, but for the pupil more than for the working parent.

(FSES co-ordinator)

For the other FSEs, there was not such a clear distinction between study support and childcare and they saw benefits in offering both. Both primaries saw all out of school activities and provisions for pre-school aged children as an integrated package, feeding into one another to deliver maximum benefits for both parents and students. They had a history of school-based childcare and had been happy to develop provision:

We tend to think in terms of 'Educare'. We don't think childcare is separate to education and we don't think education is separate to doing fun, stimulating

stuff either. If anything the model we're developing is like the Saturday school, which is a lot of experimental, active, hands-on sort of learning, and that infiltrates into our breakfast club and study or sport provisions, and it would be like that with our childcare too.

(FSES co-ordinator)

So childcare is in the empowerment tier really, so for us it's about supporting parents in training and those in employment, but also it's about the lines becoming fuzzy. We've got a lot of childcare here, we've got 50% with special needs, children in the care of social services, so as well it's feeding back directly into the more multi-agency kind of support.

(FSES Co-ordinator)

A continuum may be emerging here. At one end there are those FSESs that understand childcare and study support as distinct provisions, and do not feel it appropriate to offer the former. At the other there are those FSESs who do not see such a distinction between the two types of provisions, and instead feel both important for their purpose as full-service extended schools. To take this idea a little further, it is possible to place other schools somewhere in between these two extremes, as typified by these comments from one FSES co-ordinator:

There's a distinction made here between 'childcare' that is part of government strategy to assist working parents – and that childcare has to be paid for – and the OOSHs [out of schools hours] programme that schools tend to run anyway, and part of the OOSHs programme that we're developing is holiday provision ... but it's not childcare, it's activity focused...It's about looking at the needs of the child and giving them opportunities for enhancement or enrichment...We make it a joined up offer, because one will strengthen the other.

(FSES co-ordinator)

One secondary school, also in the middle of the continuum, viewed study support activities as an extension of the curriculum. It did not see them as childcare, but thought some parents might see them as such:

Things can be organised specifically for study support, but I think when you organise activities such as the holiday club, I think inevitably there are pay offs in terms of study support, all the time you have people and children learning and developing, it's about their social skills and their ability to meet and interact and that inevitably has a benefit when they go back to school. There is also a learning element to it too, there is a wide range of high quality activities, developing sports skills, drama...learning in a less formal and structured way.

(Childcare co-ordinator)

Another way of conceptualising how schools understood 'childcare', in its broadest sense, is that they seemed to articulate their approach in terms of the core school agenda and their view of their role as FSESs. These became the key factors determining their rationale for childcare. This may explain the general differences observed in this sample of schools between primary and secondary schools, with a more integrated approach to childcare and study support in the former.

### **4.2.3 How can the 8am until 6pm commitment be sustained?**

In the first instance, the FSES initiative has provided £26,000 per year to each school to support childcare. However, this funding is time-limited, so questions arise as to how schools develop, manage, fund and plan for sustainability in provision. Key issues that emerged in developing greater sustainability included the charging policy for different kinds of childcare, consultation to develop services that were needed, effective management of childcare, and strong links with wider childcare initiatives. These areas are each considered in turn.

#### *4.2.3.1 Funding, charging and sustainability*

Sustainability was a major issue for all schools:

In terms of sustaining provision in highly deprived areas it's...something I've looked at. As for how we're going to tackle it I don't know, because it's a really major issue...It's one of the worrying things as well in terms of across the board services for all parents and providing the same opportunities for everyone, because you do have people in different situations.

(Childcare co-ordinator)

Some schools addressed this issue, in part at least, by relying on charging for activities. However, policies varied widely, in terms both of whether activities were charged for and the levels of any charges. As we have seen, 'extra-curricular' activities were largely free of charge, while 'childcare' provisions were more likely to incur charges

Schools also relied on grant funding. Again, however, the amount of DfES childcare funding that an FSES received varied considerably. Three schools (all secondary) had not received the £26,000 DfES childcare funding directly, but rather the LA had used it elsewhere. Of the five schools that had received the childcare funding, three had used the majority on the salary of their childcare co-ordinator. Six schools had accessed additional funding including: Early Years Development and Childcare Partnership (EYDCP) funding, Global Grant, Sure Start Sustainability funding, New Opportunity Fund (NOF), Neighbourhood Renewal Fund (NRF), Awards for All, Arts Funding and Kids Out Charity.

A range of strategies were found by schools to assist in moving towards sustainability:

- dedicated management;
- involving other organisations, bringing in childcare expertise or funding or both, or subsidising childcare from the school to provide a 'breathing space' whilst demand was developed;
- publicity and consultation to build up demand for different kinds of childcare; and
- a carefully considered charging structure that could include some paying parents and children

This last would depend on an economically-mixed school intake or taking from communities beyond the school's own in those cases where a school's parents were predominantly unwaged. For some schools, indeed, a key element of the extended schools rationale was to raise the profile of the school and attract parents from more affluent areas. Another key facilitator of sustainability, one that depended upon good management and co-ordination, was linking with other initiatives and

partnerships to make use of other resources. A further factor was consultation. These issues will be considered in the following sections.

#### *4.2.3.2 Consultation*

Childcare and other study support activities would, on the face of it, seem to demand wide-ranging consultation as a precursor to organising appropriate, well-targeted provision that parents, children and young people would be interested in accessing. However, only half the schools had consulted students and only five had consulted parents.

In one secondary school, consultation with the school council was used to help change perceptions of existing provisions:

Pre-FSES the school did run a breakfast club but it was poorly attended and there was a perception among pupils that it was for geeks or nerdy kids ... We did a lot of consultation with the school council to see what would improve that...It helped with the image of the club and also gave us a broader range of skills to offer.

(FSES co-ordinator)

Three schools (all secondary) had consulted with existing local providers of childcare, including childminders, but no school had consulted with the wider community (beyond parents of their children) about their childcare needs. There was no widespread use of LA/ EYDCP audit or consultation data. None of the consultations had revealed a specific demand for school-based childcare, although many schools felt that school-based services were attractive to parents because there was an existing relationship of trust. In support of this, they argued that attendance figures reflected a demand.

Another key aspect of sustainability was the ways childcare was managed and delivered, and this is considered next.

#### *4.2.3.3 Management and delivery*

The details of how schools were managing childcare, the other organisations that might be involved, and the kinds of staff that were now delivering childcare reveal some interesting commonalities and differences – and perhaps point to some trends in the ways current provision is developing. Further details are provided in the tables in appendix 3. Table 5 shows the designation of staff involved in the management and delivery of childcare. Table 6 documents the involvement of private and other providers. Table 7 shows the relationships between FSESs and the wider childcare strategy in the area. These tables may be useful to schools currently planning their childcare as they give examples of the scope of provision and delivery that others have developed.

In all schools, there was an FSES co-ordinator playing a key role in childcare management, and three also had a school co-ordinator for childcare. FSES co-ordinators largely took on a coordinating and facilitating role, developing and managing provision, but not delivering it on a day-to-day basis. In some schools, the head or deputy head teacher also played a managerial role. All but two of the FSESs in the sample had extensive and important relationships with those responsible for aspects of the wider LA response to childcare.

Whilst in the past the main out of school activities offered by schools would generally have consisted simply of extra-curricular activities run by teachers, now there are different types of provision delivered by a very wide range of staff. Teachers were still involved in the delivery of after-school activities in all schools; some were paid and some did so on a voluntary basis. Other staff involved included paid support staff, paid childcare workers, voluntary community members, paid outside coaches and experts, paid sixth formers and student volunteers.

All FSESs operated some provision themselves – and four of the eight schools operated all the provision themselves. Two schools (both primary) worked with voluntary management committees. One school worked with the LA in providing one of their childcare services, and one worked with a private provider. One school worked with a community childcare provider to offer crèche places when needed, although places were deliberately kept to a minimum. Three schools had some kind of partnership agreement or other form of contract with an external provider. All other schools had verbal agreements with external providers, who tended to be particularly heavily involved in after school and holiday childcare. However, for one secondary school it was important that the school had control of all the provision:

...so it's manageable and it doesn't get out of control... while we are still learning.

(FSES co-ordinator)

This FSES's study support activities were conceptualised in terms of curriculum extension rather than childcare. The school saw its role as signposting to a range of childcare provisions, and had intentions of putting together a leaflet, but not of being the sole provider.

There seemed to be no clear models or trends in partnerships between the school and other providers. In many cases, interesting individual, localised arrangements seemed to be developing. In one FSES, for instance, the breakfast club, after-school club and holiday club provision was run as a voluntary organisation with its own bank account and constitution. It was separate from the school, but issues regarding the provision were always fed back to the school governors. There was a partnership agreement between the school and the voluntary organisation, in which the school offered the use of its premises at the prescribed times free of charge and covered all heating, lighting, electricity and cleaning charges. Both the childcare co-ordinator and FSES co-ordinator felt that this was a good arrangement, and had not encountered any difficulties.

Childcare was seen as demanding careful management, requiring at least one key manager. The level of management attention required is not surprising given the complex patchwork of provision, the variety of organisations and of different professionals involved in delivery, the need to ensure sustainability, and the fact that in all cases provision was still developing. There seemed, however, to be an embedding of management roles and a gradual shift towards a greater variety in providers. However, there was no clarity as to how this might develop further in the future.

#### *4.2.3.4 Relationships with wider strategy for childcare in the locality and region*

LA strategic partnerships delivering childcare have been developing over the last 10 years. Various initiatives have been rolled out to support childcare in different ways – and these include Sure Start Local Programmes, Children’s Centres and Children’s Trusts – in addition to the work of a wide range of voluntary organisations. It was therefore important to look at the developing relationships between FSEs and the various aspects of the wider childcare strategy. What links have been made – what has been helpful to schools – and when links have not been made, what have been the reasons? Details of links can be seen in table 7.

All but two of the FSEs had direct links with the EYDCPs or equivalent. Six had close relationships with the wider strategy for childcare in their LA, working closely with professionals from Sure Start Local Programmes, EYDCPs and Children’s Centres. In one primary school, the EYDCP ran one of the childcare provisions on-site. Some schools perceived major advantages in links with the wider childcare strategy:

I think it’s a real strength... We work with them in terms of making sure that we are not providing stuff that is already provided there [the Children’s Centre] and in terms of, to a certain extent, sharing facilities and developing things together such as the Parent’s Forum, which is a group of parents who meet monthly with joint issues and that’s with Sure Start.

(Childcare co-ordinator)

One primary with a nursery had close links with EYDCP, but not with Sure Start as they did not have a Children’s Centre in their area. Two schools (both secondary) had not formed working relationships with the wider childcare strategy in their LA, because they did not view childcare as part of their role and so did not feel that they had any common ground to work upon:

It’s a Sure Start area and I know the people in Sure Start and I’ve talked to them and we understand each other’s area of work, but there really isn’t an area of common ground to work in that we’ve discovered yet. It would be an entirely forced relationship.

(FSES co-ordinator)

Only one school had formed a relationship with Children’s Trusts at this stage, although many were aware that they were developing and one had a member of the Children’s Trust on the FSES Steering group.

The degree of collaboration with the EYDCP seemed to be closely related to whether or not schools saw themselves as delivering childcare. For those schools which chose to work closely together with their EYDCP, there seemed to be benefits in terms of information and support in co-ordinating provision, or in establishing provision in areas new to schools. For some schools this was a developing area. Those with weak links seemed to conceptualise LA childcare strategic partnerships in terms of early years childcare rather than seeing them as a resource for childcare in its widest definition, aimed at the full age group. However, two secondary schools not providing early years childcare on site nonetheless had direct links with a wider local childcare strategy. In one, the school and the EYDCP had worked together in setting up the childcare provision at the school. There was also a Children’s Centre in the catchment area with which the school had regular

contact, particularly to make sure that they were not duplicating provision, and that they could signpost families to one another. In the same LA, joint management of childcare staff was in operation between the school and the LA partnership. The school directly operated the childcare provision itself, although it was managed by the childcare development worker who was at present an employee of the LA.

#### **4.2.4 Achievements and outcomes**

All FSESs felt that their particular mix of childcare brought benefits – but that it was very difficult to demonstrate measurable achievements or outcomes. Those that schools were able to identify give further information about how schools think about childcare, and how it relates to their extended school strategies. Several schools articulated achievements in very general overarching terms, relating to the whole child or the school ethos – whilst others looked for, and found, an impact on parents and students. This section gives evidence of the range of benefits and outcomes.

For all schools, regardless of their aims, perceptions of clear benefits for students were apparent:

We're definitely providing opportunities for our children...Sometimes they won't even know that somewhere exists past their front door. To go into [city name], for some of them, they've never been and they live here, never been to the city centre.

(Childcare co-ordinator)

On the whole the benefits are the students themselves...What happens in some of these things is relationship building and hugely so. Most obviously in the well-being, PSHE type clubs, because that is so much about who you are, not how good you are at something, but who you are and how you're feeling and that's tremendously important...In sports you notice things like team building and health...and with the chess club, the way how quietly and well people are getting on with a very difficult game, you know they're doing fantastically well at a county level. So those sort of non-school curriculum type achievements for pupils' self-confidence is massively important.

(FSES co-ordinator)

Several schools could identify specific outcomes for students, and some cited changes in the behaviour and other personal and social qualities of the children:

Part of that is giving the opportunity for the kids to display positive behaviour on school site, because the only other way really that kids can display behaviour in school is through behaviour in the classroom and not all kids are school shaped, not all kids respond to direction or instruction or some kids feel very vulnerable in class and will respond with aggression. But it's actually giving them something on their own terms in these clubs, where they can display positive behaviour and that's part of their ownership.

(FSES co-ordinator)

One FSES claimed benefits in terms of examinations achievement as a result of study support activities:

...the GCSE coursework study support clearly makes a difference because our results are going up...We've had a 12 point jump in our GCSE scores.

(FSES co-ordinator)

Several schools looked to their childcare provision as a way to develop a more positive reputation amongst the community, while better transition from primary to secondary was a benefit cited by more than one school. In both these cases, childcare was seen as a way of bringing children and families into contact with the school on a positive basis.

There was evidence that childcare was playing a part in the encouragement of employment in a number of ways. This included the up-skilling of the workforce, providing work placements within the extended childcare provision, the provision of local employment within the provisions, and childcare to enable parents to take-up employment.

For several FSESs – but in particular the primary schools – one of the key outcomes of childcare, in all its forms, was in the role it played as part of a coherent FSES strategy aimed both at students and parents. There was an integrated feel to the way the schools articulated their purposes. Strands within the schools' theories of change that looked for parent empowerment also impacted positively on other strands that aimed to tackle barriers to learning. For instance, childcare aimed at parent empowerment was seen as likely to influence family functioning, and therefore assist in removing barriers to learning:

.... even if they don't reach their full potential in childcare, they've got to take back some of that knowledge and experience back into their own home environment, which has got to benefit those children. We're sort of remodelling parenting from screaming and shouting at your children to actually sitting down and saying, come on now, what's the problem, let's talk through it...

(Childcare co-ordinator)

Up-skilling the community was thus seen as being about creating a whole learning culture which includes learning as part of a route into work but also as part of developing the capacity of local people for good parenting:

...it's about a change in ethos. The children expect more of the school now...at the courses that we run, we are attracting the parents that everyone wants to get at, because they won't access other stuff, and that means that their children come to crèche, so it's not just about supervising children, crèche is playing a really key role in developing those children and it's free, it's fantastic!...It's becoming more normal for children to be accessing the support they need, even surreptitiously at crèche. And things like the family reading session that was in the community room this morning, it used to be a couple of parents and it has had to move out of the library because the last time they were busting out into the corridor. And things like assemblies, we can no longer have the big, major assembles all together in one hall, because there isn't enough room for the parents!

(FSES Co-ordinator)

However, it was not just the primary schools where the outcomes of childcare were understood to be both for students and parents. Secondary schools too saw complex connections between the two, amounting to a change in ethos for the school:

From the whole extended agenda it's about building communities, and I think that being able to offer that kind of service [childcare] within a school is one

step towards building a better community for parents...Children are centrally placed, parents don't have this cross town running...For children, it does enhance all their extended learning opportunities.

(Childcare co-ordinator)

The benefit to parents and the community is a more holistic form of education, when we do try to encourage people to join and it's this joining mentality that we would want to encourage...we do introduce them [the students] to things, experiences they've never had before.

(FSES co-ordinator)

There were elements of an integrated rationale of this kind, clearly related to the articulated theories of change, in all schools. In some this was better developed than in others, and in some it was emphasised more than in others.

A key element of what schools aimed to achieve involved particular outcomes for students and parents where specific areas of need were identified. Finally, in this section on outcomes, therefore, we consider the issue of targeting as an emerging area for which the key issues have yet to become clear.

#### **4.2.5 Targeted childcare provision**

All FSESs considered in the sample delivered some form of provision targeted on particular groups deemed to be in need. Most commonly, targeting occurred in the holidays, with some targeting of before and after school childcare and of pre-school provision. The most commonly targeted groups (see table 8 in appendix 3) were children and young people whose behaviour or social and emotional needs were a concern, those who were in danger of exclusion, and those about to move from one phase of schooling to another. Targeting of different groups fits well with the espoused rationales and theories of change of the schools concerned, often around tackling barriers to learning and developing student engagement.

#### **4.3. Concluding comments: emerging models of childcare delivery?**

Schools in the FSES initiative – and, latterly, all schools nationally – are expected to develop childcare provision. Some more detailed expectations are placed on schools about the extent of this provision and guidance is available as to what it might comprise and how it might be managed. However, as with the FSES agenda as a whole, considerable discretion is allowed to schools and their partners in terms of how they shape provision to meet what they see as local needs and what they understand as the role of childcare in responding to those needs. At the same time, schools are under some pressure to find ways of making their provision sustainable; and are subject to the wider pressures which result from the expectation that they will continue to raise standards as monitored through performance tables.

In this situation, the shape of childcare provision will depend to some extent upon practical considerations – the funding schools can access, the chances of making provision financially sustainable, and the existing pattern of local provision. However, it will be shaped even more by what school leaders see as the school's core educational purpose. As one FSES co-ordinator put it:

Everything that we touch on the ES agenda has to make sense in terms of the school core agenda. We're constantly looking for the tie-ups between the school and [childcare].

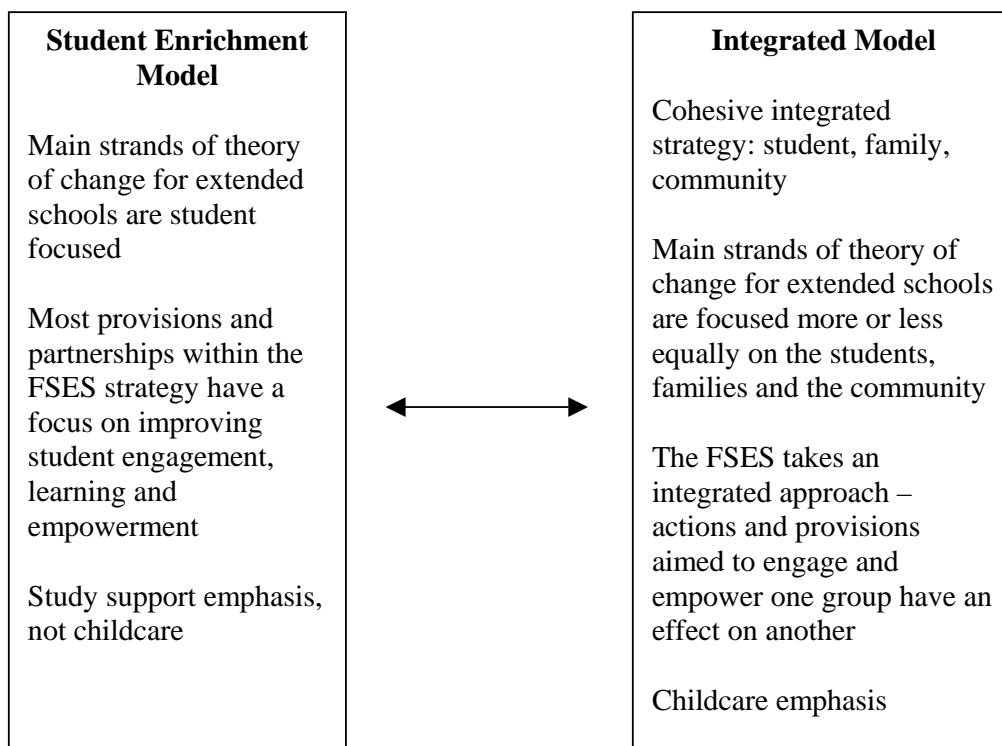
(FSES co-ordinator)

This might explain the relative scarcity of meaningful consultation exercises, noted above. Whilst schools are working in the best interests of children and local children and families as they see them, they perceive those interests through the lens of the school's wider educational agenda rather than simply responding to the wishes of local people.

For all these FSEs, the particular emphasis that a school placed on the different childcare provisions, and their perspective on the purpose of each, was closely related to the way they thought about themselves as extended schools. In particular, two alternative models of childcare are evident within the schools in our sample: 'enrichment' and 'integrated' childcare.

Some schools seem to adopt a student focus for their childcare provision, aiming at what we might call student 'enrichment'. This includes any elements which are thought likely to enhance children's educational achievements and experiences – such as the engagement of students in learning, tackling students' barriers to learning, the empowerment of students, and the widening of their experiences of learning. Such schools tended to talk about study support rather than childcare, were unlikely to develop childcare on site that was not focused on the needs of their own students, tended to provide activities free of charge and would not take on-site responsibility for the 8am to 6pm continuous childcare challenge for all ages.

Other schools adopted what we might call an 'integrated' model, focusing on students, parents and the community simultaneously, and seeing the development of any one of these groups as impacting on the others. Interventions of various kinds had the aim of changing the culture of learning not just in school, but also in local families and communities. Such schools were happy to talk about both childcare and study support, and saw each as having similar impacts. Schools taking this approach were happy to embrace the Government's 8am to 6pm continuous childcare objective for all ages – on site and in partnership with others. This approach seemed to be characterised by a mixture of charging and free activities.



The emergence of these two models can assist thinking about the development of childcare in extended schools in different ways. On first sight, the student enrichment model, in resisting ‘childcare’, can seem a threat to the 8am-6pm childcare objective. However, this is not necessarily the case, given that wrap around care does not necessarily need to be provided on site. Indeed, in the examples cited, there was a well-established and still developing network of provision that would soon be able to meet the childcare offer. It may also be that both models are needed within an LA childcare strategy, and that, while primary schools are more likely to align themselves with the integrated model, some secondary schools will also need to provide integrated care. It may also be that the student enrichment model is one adopted by schools at certain stages in the development of their FSES provision, as they first establish a student focus before moving on to consider the needs of parents and the community. These are important questions that may only become clear as development continues.

However, there are also some wider issues raised by the role of schools in shaping childcare provision. Whilst it seems appropriate for the school hosting such provision to determine its form, and whilst this may be preferable to the central imposition of a standard model, the inevitable consequence is that provision will tend to be shaped by school priorities – or at least by what school leaders believe to be needed locally. It is noticeable, for instance, that much of the targeting of provision is on groups that are likely to prove problematic for schools. Likewise, it is noticeable that the role of childcare provision in enabling parents to re-enter the labour market, though not entirely overlooked, is not prominent in most schools’ rationales. This begs the question as to whether childcare should be something provided by schools to further their own ends, or something provided by schools to

meet community needs and wishes – and how far it is safe to assume that these motives are always and everywhere compatible.

There are some issues around targeting. It seems to contradict one of the main positive factors leading to quality study support, as identified by MacBeath et al (2001) – the voluntary nature of activities and the provision of space not regulated by adults in the same way as during the school day. However, targeting is very much consistent with the rationale of FSEs determined to impact on the barriers to learning experienced by their students. There were many instances of targeting in the schools in this sample, and claims were often made about the positive outcomes for students. There was also a dilemma expressed by extended schools about how to recognise the importance of the voluntary nature of activities whilst reaching students with perceived needs and enlisting students in regular childcare arrangements to suit the needs of working parents. This is clearly an area in need of further research – and leads to the more general issue of the relationship between the provision now being developed in extended schools and the research perspective on effective childcare and effective study support.

Whilst we were told about a range of interesting initiatives in all aspects of ‘childcare’, and whilst provision has clearly extended as a result of the FSES programme and lessons have been learnt, what was less clear was how far the delivery matches the characteristics of ‘good’ childcare and study support identified by previous literature. We could identify many of these characteristics in different places across all the schools. Reports of outcomes were extremely encouraging and could in some cases be supported by other evidence. It seems reasonable to conclude, therefore, that the expansion of childcare provision in FSEs is indeed producing benefits for its users. However, such evidence as there is falls some way short of being conclusive, and more systematic and long-term research than we have been able to conduct here would seem to be needed.

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## Appendix 1

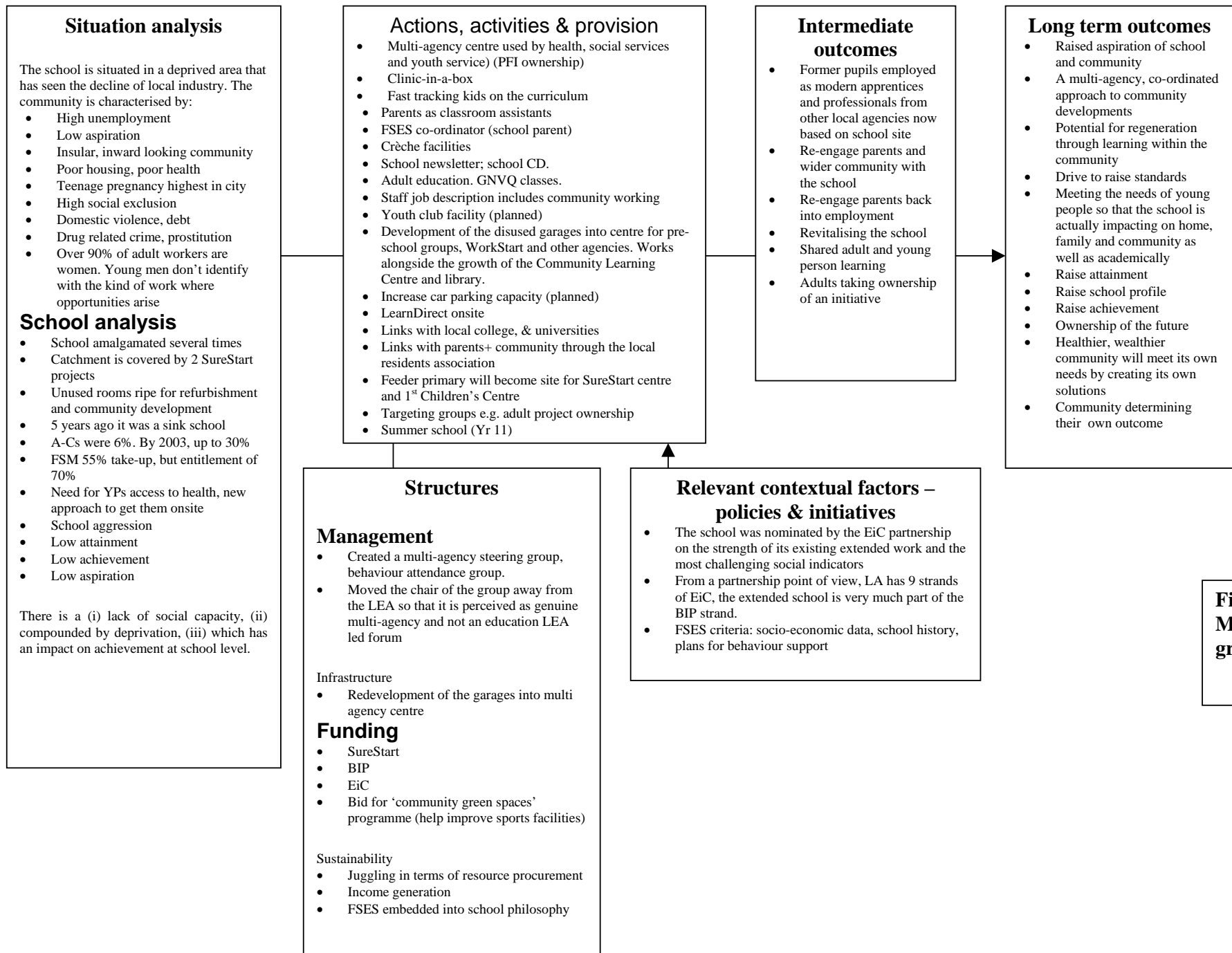
### ***Theory of change formats***

Figures 1-4 present the various pro-formas that were used in articulating the theory of change informing Keith High School's FSES provision. Readers who wish to undertake their own theory of change evaluations, or wish to use a theory of change approach in planning may find these formats particularly useful. These are very much working documents rather than precise diagrammatic representations. In particular, some theory of change evaluators prefer to develop highly complex diagrams showing all the interactions between different kinds of actions and changes. We would therefore encourage potential users to adapt these formats to their own circumstances and working methods.

Figure 1 presents the first 'mapping' stage of the theory of change. It brings together notes on the situation facing the school, the action the school intends to take, the immediate outcomes it intends to generate, and the longer term outcomes it hopes for. The map also includes spaces for notes on the systems and structures the school is setting up and for any relevant contextual information.

Figure 2 and 3 show how these notes are organised into a simplified form where some of the detail is lost, but where the main ideas around which the theory is structured are made as clear as possible. We find it useful to have both diagrammatic and textual representations at this stage.

Figure 4 is an extract from a representation of the theory of change that is once again expanded and around which the detail of the evaluation can be organised. For each strand of action, the intermediate changes that are expected to occur are specified, and the sort of evidence which can substantiate whether these changes do in fact occur is identified. The blank columns on the right hand side of the document provide spaces for managing data collection by recording who will collect the evidence, and in what format, and for logging data in as they become available.



**Figure 1.**  
**Mapping grid**

## ***Figure 2. Textual account of a school's theory of change***

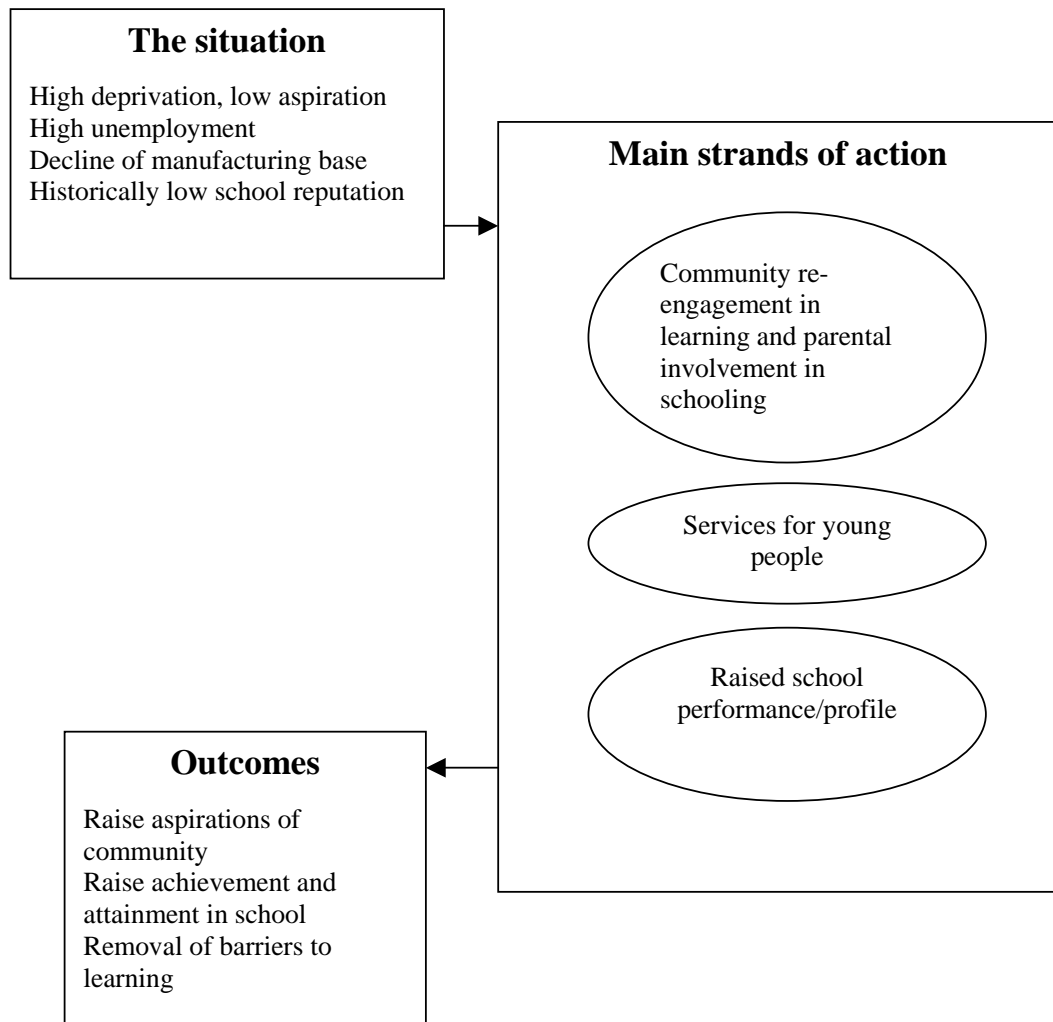
Keith High School serves an area of very high deprivation characterised by poor housing, poor achievement and low aspirations. It sits between two communities, Hightown and Beverton, with high unemployment. Young men in particular do not identify with the type of work where job opportunities arise. Families do not want to live here, but get housed here, stay as long as necessary and then move on. Life expectancy is lower than the national average. The area suffers from domestic violence, debt, prostitution and drug related problems. Some parents in the community have, in the past, been brutalised by the school regime and are very reluctant to engage with the school. The school recognises it needs to address these issues with the help of social services and the voluntary sector.

The overall effect can be generalised in the following three ways – material costs (poverty, health, housing), cultural costs (inappropriate male employment expectations, teenage pregnancy, domestic violence, drugs, low aspiration) and school costs (low attainment, unpopular school, poor behaviour), with the latter perhaps a by-product of the first two. There is a lack of social capacity, compounded by deprivation which has had an impact on achievement at school level.

Keith School has sought to address this at a community level, by endeavouring to re-engage parents in particular, with the school, making it a focal point for change i.e. the parent as governor; the parent as FSES co-ordinator; the parent as teaching assistant, and the parent as 'achiever' whose success, it is hoped, will by example, impact directly on students and the wider community. In tandem with this, is the school's commitment to engage the students in a broad range of activities, which support and encourage them and raise the school profile.

By using the parent to complement the link between the community and the student, the school becomes the hub for change, raising community aspiration and engagement, and raising student attainment and achievement.

**Figure 3. Simplified diagram of a school's theory of change**



**Figure 4. Extract from a school's evaluation plan**

LEA: Townville		SCHOOL: Keith High		EVIDENCE										
WHAT ARE THE PROVIDERS DOING?  (STRANDS OF ACTION)	WHAT HAPPENS FIRST TO THE CLIENT (pupil, parent, family, community)	WHAT DATA SHOWS THIS IS HAPPENING?		Collected by whom			Format		Date receipt					
	AS A RESULT?	(SOURCES OF DATA)	sch	us	other	hard	Electronic		Collect by us from		deliver to us from			
	WHAT HAPPENS NEXT?  (STEPS OF CHANGE)						email	disk/CD	sch	other	sch	other		
STRAND 1:  Community re-engagement in learning and parental involvement in schooling	The general community re-engage with the school through community links	Data: <ul style="list-style-type: none"> <li>Community participation</li> </ul> Interviews: <ul style="list-style-type: none"> <li>Community groups</li> </ul>												
	Hard to reach adults receive targeted support (eg via the Probation service)	Data: <ul style="list-style-type: none"> <li>Referrals</li> </ul> Interviews: <ul style="list-style-type: none"> <li>Probation service</li> <li>Adults on probation</li> </ul>												
	Barriers to learning are removed (practical eg minibus support, and personal)	Interviews: <ul style="list-style-type: none"> <li>Adults (eg on probation)</li> </ul>												
	Aspirations raised (STEPS programme for parents, MATRIX award, Investors in Excellence for yp, parents, community members, professionals)	Data: <ul style="list-style-type: none"> <li>Participation</li> <li>Agency Targets</li> </ul> Interviews: <ul style="list-style-type: none"> <li>Parents</li> <li>Community groups</li> <li>Young persons</li> <li>Agency professionals</li> </ul>												
	Some parents begin to work in school (eg employment as TAs or voluntary work)	Data: <ul style="list-style-type: none"> <li>Recruitment records</li> </ul> Interviews: <ul style="list-style-type: none"> <li>Parents (as TAs)</li> <li>Parents involved in other school capacity</li> </ul>												

	Some adults helped back into the workplace by accessing qualifications on the school site ('Destinations' & WEA, Next Steps)	Data: <ul style="list-style-type: none"> <li>• Employment records</li> </ul> Interviews: <ul style="list-style-type: none"> <li>• Employers</li> </ul>													
	<i>Community thinks positively about the school as an environment for lifelong learning</i>	Interviews: <ul style="list-style-type: none"> <li>• School staff</li> <li>• Parents</li> <li>• Community groups</li> <li>• Pupils</li> <li>• families</li> </ul>													

## Appendix 2

### ***Question guide for interviews: childcare study, 2005-6***

This piece of work will be additional to the main evaluation and will seek to answer the following questions:

- What type(s) of childcare are being offered (e.g. breakfast clubs, after school clubs, nurseries, pre-schools, childminding, holiday clubs)? There are additional questions here about whether there is ‘childcare’ – in some form – activities – for children 11 +. Clarity in meaning / definitions/ intentions: does “pre-school care” mean nursery education (Foundation Stage) for 3 and 4 year olds, nursery education integrated with childcare for 3 and 4 year olds, or childcare for younger children, or all three? Is provision on or off site?
- What are the details of childcare activities? (need to get detailed information about exactly what kinds of childcare are being offered and being taken up, what happens – the kinds of activities that take place etc).
- Is childcare accessible at the intended times (i.e. is it available throughout the calendar year, open longer hours (e.g. 8am -6pm) and open for use by school staff and all local families, not just those with pupils at the school; and for use by all local residents, not just parents)? Were any schools meeting the “childcare offer” of 8am-6pm provision? What were the timings of holiday provision?
- What is the nature of take-up of childcare services? Who takes up childcare? Who is the intended audience – and does this match the characteristics of those who take up services and activities? Data is needed on who the provision is aimed at and why, and who (which groups, ages etc) attends and why? Who does not attend – is this seen as a problem? Is any childcare targeted at particular groups? What age-groups of children attended breakfast clubs in secondary schools? What is the reason for take-up – are numbers a result of demand, or was there limited supply due to resources? Did the differing numbers relate to schools of different sizes e.g. primary and secondary schools? What has been the local demand for school-based childcare (e.g. from parents, children and young people and from school staff)?
- Has the creation of childcare in full-service schools contributed to improved availability of and access to local childcare services? Has the school consulted fully the whole community including existing providers (including childminders)? There are supplementary questions here about the effect of additional provision on existing provision, and whether new provision adds to flexibility. What was level of childcare provision in schools prior to FSES funding? Is there any evidence of schools providing childcare when there is no demand? Do schools have childcare services offered either by private or voluntary providers or by / through other initiatives and services? Is so what are the details of these – how have these arrangements come about? To what extent are schools working with existing private, voluntary and community sector providers to provide their childcare (both on- and off-site, including childminders)? Have schools looked around to see if there is voluntary sector childcare already available, or which could easily be supported? Has childminding been considered as a viable alternative? Does the school have a formal contract or

partnership agreement other providers? What are issues/ benefits/ problems in such arrangements?

- How aware are schools of the Government's commitments to school-linked childcare (e.g. targets by 2010 that all schools make an 8am-6pm childcare offer)? Does awareness of this commitment have any impact on what FSES schools are planning to offer?
- How do schools/ others think about provision? How do full-service schools regard the importance of childcare compared with the other elements of the core offer? What do schools understand to be the importance of the different elements of childcare? I.e. Do schools distinguish between "childcare" and "study support" / recreational activities? Do schools aim to provide childcare integrated with the nursery education to meet needs of working parents? OR – do they think of each kind of childcare separately? Do schools think of breakfast provision as "childcare"? Do schools think of the different kinds of childcare, breakfast club and after-school clubs etc as an integrated package of childcare for working parents?
- What funding has the school had for childcare and what has this been spent on? (probe for the £26k). Has the LEA and/or school been given an extra pot of money specifically for childcare – accessed through the DfES – aside from the FSES pot that has already been allocated to them? And if so, how much? Has links with other providers/ initiatives enabled other funds to become available (probe for details)?
- How do schools decide about charging arrangements for the different childcare elements? Was any distinction made between childcare (where parents pay) and free study support? If so, what defined the two different types of provision and whether parents were asked to pay? What different charging regimes are in place? Are there different charging regimes that depend on whether the school is the direct provider or whether there is third party provider? – and if so what are the reasons for this? To what extent, if any, will charging lead to a disparity in the growth of childcare across deprived and relatively wealthy areas? How are schools planning to sustain their childcare services in the future?
- What have been the most significant measurable achievements? What were the outcomes? On the basis of what evidence? Important to note that the evidence last year was nearly all anecdotal, or based on the perceptions of schools and users of changes as a result of the provision, rather than on data collected systematically over time. Can childcare impact on classroom learning? What is the evidence for this? Is the childcare provision playing any role in up-skilling the local workforce in terms of training being offered, work experience for pupils etc.
- What is the role of governing bodies in the development and operation of childcare services? Are school governing bodies operating the childcare themselves or are they working with other childcare providers from the private and voluntary sectors e.g. nurseries, pre-schools/playgroups, childminders?
- What is the relationship between childcare services at the FSES and the wider strategy for childcare in the locality and region? For example - How do childcare services offered link in with the EYs strategy? Are there any direct links with Early Years Development and Childcare Partnerships (EYDCPS), or are there links that are indirect, perhaps through schools in the LA? / links with Local Authority Early Year/ Childcare/ Sure Start section? Have schools or LAs made use of local childcare audits in planning childcare services, or did they conduct new research? Are there links with Children's Centre's and Children's Trusts? If so, what kinds of links are happening? Are there any deciding characteristics of those FSES with links (i.e. primary / nursery

schools)? Have there been any links between LA early years/ Childcare/ Sure Start sections and secondary FSES schools re childcare? Are any secondary schools providing a Children's Centre? If there have been problems in linking with wider childcare provision and the wider childcare strategy, what have been the reasons for this?

- How are childcare services managed? What is the role of any FSES co-ordinator or is there any dedicated childcare co-ordinators in schools? What is the role of teachers in managing the various services? Which kinds of staff provide the delivery of childcare services and what is the role of teachers in this?
- What are the principal benefits and barriers to schools of operating childcare services? From their experiences, can schools/local authorities propose any key success factors that would help other schools to develop their childcare services?

## **Appendix 3**

### ***Tables from the childcare study***

This appendix presents eight tables reporting details of the childcare provision discussed in chapter 4:

Table 1: Pre-school (0-5 years) provision in the 8 case study schools

Table 2: Before-school provision for children aged 5 and over in the 8 case study schools

Table 3: After-school provision for children aged 5 and over in the 8 case study schools

Table 4: Holiday provision in the 8 case study schools

Table 5: Management and delivery of provision in the 8 case study schools

Table 6: Providers of childcare in the 8 case study schools

Table 7: Links with the wider LA strategy for childcare in the 8 case study schools

Table 8: Targeted provision in the 8 case study schools

**Table 1: Pre-school (0-5 years) provision in the 8 case study schools**

	LA 1.5 Primary	LA 1.7 School 1 Secondary	LA 1.7 School 2 Secondary	LA 1.10 Secondary	LA 1.11 Secondary	LA 1.12 Primary	LA 2.3 Secondary	LA 2.4 Secondary
<b>On-site nursery education 3-5 years</b>	Yes	No	No	No	Yes	Yes	No	No
Provider	School	-	-	-	Private	School	-	-
8-6 wrap-around	Yes	-	-	-	Yes	Yes	-	-
Attendance	Not available	-	-	-	Not available	52 part-time, 14 part-time	-	-
Charging for wrap-around	Yes	-	-	-	Yes	Yes	-	-
Adequate off-site provision	-	Yes	Yes	Yes	-	-	Yes	Yes
<b>On-site under 3s provision</b>	Yes	No	No	No	Yes	Yes	No	No
Age	2-3	-	-	-	0-3	2-3	-	-
Provider	School	-	-	-	Private	Community playgroup	-	-
Attendance	6				Not available	14	-	-
Charging	Free				Yes	Yes	-	-
Adequate off-site provision	-	Yes	Yes	Yes	-	-	Yes	Yes
<b>School supported childminder network</b>	No	No	No	No	Yes	No	No	No
<b>Crèche for on-site adult education</b>	Yes	Yes	No	No	Yes	Yes	No	No
Attendance	4	Information not available	-	-	Information not available	Information not available	-	-
Charging	Free	Free	-	-	Free	Free	-	-
<b>Open-access crèche</b>	No	No	No	No	Yes	No	No	No
Attendance	-	-	-	-	Not available	-	-	-
Charging	-	-	-	-	Yes	-	-	-

Note: In some case the information was not available from schools

**Table 2: Before-school provision for children aged 5 and over in the 8 case study schools**

	<b>LA 1.5 Primary</b>	<b>LA 1.7 School 1 Secondary</b>	<b>LA 1.7 School 2 Secondary</b>	<b>LA 1.10 Secondary</b>	<b>LA 1.11 Secondary</b>	<b>LA 1.12 Primary</b>	<b>LA 2.3 Secondary</b>	<b>LA 2.4 Secondary</b>
<b>Before-school access</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Provider</b>	Voluntary Management Committee	School	School	School	School and private	School	School	School
<b>Start time</b>	7.30	8	8	7.45	8	6.30	8	7.30
<b>Open access for school pupils</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Access for children that do not attend the school</b>	No	No	No	No	Yes	No	No	No
<b>Targeted</b>	No	No	No	Yes	No	No	No	No
<b>Activities</b>	Yes	Ye	Yes	No	School-no/private-yes	Yes	Yes	Yes
<b>Food available for all</b>	Yes	Yes	No	Yes	Yes	Yes	No	Yes
<b>Food available for some</b>	-	-	Yes	-	-	-	No	-
<b>Attendance</b>	8	Not available	Not available	30-47	School-120/private not available	40	Not available	12-28
<b>Charging</b>	Yes £1.75	Canteen	Free	Open access-canteen/targeted-free	School-canteen/private-yes included in session charge	Yes 50p	Free	Yes 50p (optional)

Provision in feeder schools	-	Yes	Yes	Yes	Yes	-	Yes	Yes
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**Table 3: After-school provision for children aged 5 and over in the 8 case study schools**

	LA 1.5 Primary	LA 1.7 School 1 Secondary	LA 1.7 School 2 Secondary	LA 1.10 Secondary	LA 1.11 Secondary	LA 1.12 Primary	LA 2.3 Secondary	LA 2.4 Secondary
<b>After-school care</b>	Yes	No	No	No	Yes	Yes	No	Yes
Provider	Voluntary management committee	-	-	-	Private	LA	-	School
Access for school's pupils only	Yes	-	-	-	No	No	-	No
Access to pupils from other local schools	No	-	-	-	No	Yes	-	Yes
Access to pupils that differ in age from school's pupils	No	-	-	-	Yes 0-5 yrs	No	-	Yes 10-14/16yrs
End time	6pm	-	-	-	6pm	6pm	-	6pm
Attendance	15 per session	-	-	-	na*	80 per session	-	4-6 per session
Charging	£4	-	-	-	Yes	£5	-	£3
<b>Extra-curricular activities</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Provider	School & OP **	School & OP**	School and OP**	School & OP**	School	School and OP**	School	School
Open access provision for school's pupils	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Some access for pupils from other schools	Yes	Yes	No	No	No	No	No	No
Some targeted provision	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
End time	4.15pm	5pm	5.30pm	5pm	4pm	4.45pm	5pm	4.15pm
Attendance	na	na	na	5-30 per activity	na	60 per day	na	na
Charging	Free	Free	Free	Free	Free	Free - £1	Free	Free

\*na=information not available. \*\*OP=outside providers.

**Table 4: Holiday provision in the 8 case study schools**

	<b>LA 1.5 Primary</b>	<b>LA 1.7 Secondary School 1</b>	<b>LA 1.7 Secondary School 2</b>	<b>LA 1.10 Secondary</b>	<b>LA 1.11 Secondary</b>	<b>LA 1.12 Primary</b>	<b>LA 2.3 Secondary</b>	<b>LA 2.4 Secondary</b>
<b>Offer provision</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Provider</b>	Voluntary management & school with outside providers	School & outside providers	School	School & outside providers	School, LA & private	School & LA	School	School & outside provider
<b>Open access to community</b>	Voluntary management-yes/school-no	No	No	No	Yes	Yes	Yes	Yes
<b>Open access for school's pupils</b>	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
<b>Mostly pupils; some use by others</b>	Yes	Yes	Yes	Yes	No	Yes	No	No
<b>Provision beyond school age range</b>	No	Yes	Yes	No	Yes	No	Yes	Yes
<b>Some targeted provision</b>	No	Yes	Yes	No	Yes	Yes	No	Yes
<b>Only targeted provision</b>	No	Yes	No	No	No	No	No	No

**Table 4 continued**

	<b>LA 1.5 Primary</b>	<b>LA 1.7 Secondary School 1</b>	<b>LA 1.7 Secondary School 2</b>	<b>LA Sec 1.10</b>	<b>LA 1.11 Secondary</b>	<b>LA 1.12 Primary</b>	<b>LA Sec 2.3</b>	<b>LA 2.4 Secondary</b>
<b>8-6, year-round</b>	Voluntary management-yes	No	No	No	Private-yes	No	No	Yes
<b>Year round but not 8-6</b>	-	Yes	No	No	LA-yes	No	Yes	-
<b>Sporadic</b>	School-yes	No	Yes	Yes	School-yes	Yes	No	Yes
<b>Attendance (hours)</b>	Voluntary management-16-20/school-30	Not available	Targeted-20/open access-not available	20	School -170 over summer hols/LA -50 per week/private not available.	Not available	20-25	School 8-6 37/targeted 8
<b>Charging</b>	Voluntary management-full day£12, core day-£6/school-free	Free	Free	£10	School - free/LA-£20 per week /private-3-5 yrs £23, 5-8 yrs £15 per day	School-free/LA yes but not available	£12 per day	8-6 £9 per day/ sporadic & targeted activities free

**Table 5: Management and delivery of provision in the 8 case study schools**

	LA 1.5 Primary	LA 1.7 Secondary School 1	LA 1.7 Secondary School 2	LA 1.10 Secondary	LA 1.11 Secondary	LA 1.12 Primary	LA 2.3 Secondary	LA 2.4 Secondary
<b>Management</b>								
School FSES Co-ordinator	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
School Childcare Co-ordinator	Yes	No	No	No	No	No	Yes	Yes
LA ES Childcare Co-ordinator	No	Yes	Yes	No	Yes	Yes	No	No
Additional FSES staff involved	Deputy head	-	-	Study support co-ordinator	-	Head teacher	Director of P.E. & Sport	-
<b>Delivery</b>								
Teaching staff (voluntary)	No	Yes	Yes	Yes	Yes	No	Yes	Yes
Teaching staff (paid)	No	No	No	No	Yes	Yes	Yes	No
Support staff (voluntary)	No	No	No	No	Yes	No	No	Yes
Support staff (paid)	No	Yes	Yes	No	Yes	Yes	Yes	No
Nursery manager/head nursery teacher (paid)	Yes	No	No	No	Yes	Yes	No	No
Childcare/play workers/nursery nurses (paid)	Yes	No	No	No	Yes	Yes	Yes	Yes
Outside provider/trainer (paid)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Outside provider/trainer (voluntary)	Yes	Yes	Yes	Yes	Yes	No	No	Yes
Parent/community volunteer	Yes	No	No	No	No	No	No	No
Student volunteers/work experience	No	No	No	No	Yes	No	Yes	Yes
Sixth formers (paid)	No	No	No	No	No	No	No	Yes

**Table 6: Providers of childcare in the 8 case study schools**

	LA 1.5 Primary	LA 1.7 Sec School 1	LA 1.7 Sec School 2	LA 1.10 Sec	LA 1.11 Sec	LA 1.12 Primary	LA 2.3 Sec	LA 2.4 Sec
<b>Pre-school for 3-5 year olds</b>								
School	Yes	No	No	No	No	Yes	No	No
Private	No	No	No	No	Yes	No	No	No
<b>Pre-school for 0-3 year olds</b>								
School	Yes	No	No	No	No	No	No	No
Private	No	No	No	No	Yes	No	No	No
Community playgroup	No	No	No	No	No	Yes	No	No
<b>Before-school</b>								
School	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Voluntary management committee	Yes	No	No	No	No	No	No	No
Private	No	No	No	No	Yes	No	No	No
Outside coaches /organisations	Yes	No	No	No	No	No	No	No
<b>After-school</b>								
School	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Voluntary management committee	Yes	No	No	No	No	No	No	No
Private	No	No	No	No	Yes	No	No	No
LA	No	No	No	No	No	Yes	No	No
Outside coaches /organisations	Yes	Yes	Yes	Yes	No	Yes	No	No
<b>Holiday</b>								
School	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Voluntary management committee	Yes	No	No	No	No	No	No	No
Private	No	No	No	No	Yes	No	No	No
LA	No	No	No	No	Yes	Yes	No	No
Outside coaches /organisations	Yes	No	No	Yes	No	No	Yes	Yes

**Table 7: Links with the wider LA strategy for childcare in the 8 case study schools**

	<b>LA 1.5 Primary</b>	<b>LA 1.7 School 1 Secondary</b>	<b>LA 1.7 School 2 Secondary</b>	<b>LA 1.10 Sec</b>	<b>LA 1.11 Secondary</b>	<b>LA 1.12 Primary</b>	<b>LA 2.3 Secondary</b>	<b>LA 2.4 Secondary</b>
<b>EYDCP</b>	Yes - advice and expertise in matters such as bidding for funding and staff contracts	Some links as members on steering group for ES.	Yes - links as members on steering group for ES. School sends pupils to EYDCP training centre as part of alternative curriculum.	No	Yes – assisted school in setting up childminders’ drop in and private provider in setting up nursery. Also support nursery through an advisory teacher for pre-school curriculum and SENCO worker.	Yes - close links, at present provide a play-centre on school site.	Yes – meet regularly with local representatives. Help funded school’s holiday provision.	Yes – jointly developed provision at school and jointly supervise Childcare Development Worker.
<b>Sure Start Children’s Centres</b>	No as not in Sure Start area	Links not close but aware and interested in local Children’s Centre progress	Close links with local Children’s Centre, FSES Co-ordinator on the executive board. Also the BEST team send pupils down to the Sure Start Centre for babysitting groups and school’s Educational Psychologist works 2 days a week with school and the other 3 at Sure Start.	No, but aware of local centre and staff.	No close links at present.	The school is due to get Children’s Centre on-site in 2006.	Yes – meet regularly, coordinate provision, share facilities and jointly develop provisions.	Yes – but mainly signpost to one another and consult on not duplicating provision.
<b>Children’s Trust</b>	No	No	No	No	Yes - member on the ES Steering group.	No	No	No
<b>Other links</b>	[City] Playcare Network	-	-	-	Nursery works closely with LA Children’s Services in providing childcare places for vulnerable children.	Primary Care Trust	-	-

**Table 8: Targeted provision in the 8 case study schools**

LA 1.5 Primary	LA 1.7 School 1 Secondary	LA 1.7 School 2 Secondary	LA 1.10 Secondary	LA 1.11 Sec	LA 1.12 Primary	LA 2.3 Sec	LA 2.4 Secondary
<p><b>Childcare for pre-school children</b> Focussed play provision for targeted 2-3 year olds two mornings a week. The aim is to boost the social and language skills and general development of vulnerable children, thereby reducing the likelihood of them being placed on the Special Educational Needs Register upon beginning school. 6 children attend, free of charge.</p>	<p><b>After-school</b> Various activities for those students on pupil referral panel, usually personal, social or emotional needs, have attendance issues or fit into a behaviour category that needs to be addressed. Run Monday-Friday after-school for approx an hour, free of charge, attendance not known</p>	<p><b>After-school</b> Healthy eating and nutrition clubs for different targeted groups of pupils, including children who are vulnerable with low self esteem and/or with a poor self image. One is part of the intergenerational work and another is for students who have an interest in cookery and nutrition as a subject area. This work extends into the feeder primaries. Once a week, 3.15-5, free of charge, attendance approx 8.</p>	<p><b>Before-school</b> Breakfast club as part of the school's behaviour improvement plan. 15 Year 7s and 5-7 Year 11s selected, incorporating a buddy system. Set healthy menu each day, with the opportunity to sit down together, talk and discuss any issues. Mon-Fri, 7.45-8.30, free of charge.</p>		<p><b>Weekends</b> Saturday Club called SHINE, which targets under achieving and disadvantaged children from the local community.  Autistic Saturday Club runs 15 Saturdays across the year. Family learning activities, although sometimes run a crèche alongside. Runs from 10 am till 3pm, free of charge. Precise attendance figures not known, but often approximately 15 families</p>		<p><b>Before-school</b> The breakfast club is open to all school pupils, but the club has a particular link with the behaviour management strategy of the school and the school's improvement centre, the TICK Unit. The Childcare Development Worker attends the TICK Unit for a couple of hours every week, forging relationships with the young people, which then encourages their attendance at the breakfast club. On a regular basis the FSES Co and the Childcare Development Worker run their breakfast club registers against the TICK registers, last time they did so 80% of their breakfast club attendees were also attending the TICK Unit. Mon-Fri, 7.30-8.30, 12-28, free.</p>

**Table 8 continued**

LA 1.5 Primary	LA 1.7 School 1 Secondary	LA 1.7 School 2 Secondary	LA 1.10 Secondary	LA 1.11 Sec	LA 1.12 Primary	LA 2.3 Sec	LA 2.4 Secondary
<p><b>After-school</b> Transitional on-site study support group for children in years 7 and 8. This is available to past pupils of the school and runs Monday to Thursday from 3.30 till 5. Mentors run the sessions, helping and encouraging children with their homework, as well as assisting in any difficulties children may be having in their new secondary school. Mentors have close links with secondary school mentors and heads of years. Free of charge, attendance not known.</p>	<p><b>Holidays</b> Various activities for those students on pupil referral panel, usually personal, social or emotional needs, have attendance issues or fit into a behaviour category that needs to be addressed. Runs every holiday, most days, free of charge, attendance not available.  Transitional holiday club for vulnerable Year 6 pupils. Free of charge.  Gifted &amp; Talented summer school. Free of charge.</p>	<p><b>Holidays</b> Transition holiday club for vulnerable Year 6 pupils. 2 x 1 week provisions for 20 children, 9-3.30, free of charge.</p>		<p><b>Holidays</b> Activities for young people who are receiving support through the BEST team. Runs every holiday, free of charge, attendance not available</p>	<p><b>Holidays</b> Holiday play scheme for children with autism and their families runs 4 weeks a year, 10-3, free of charge, attendance unknown.</p>	<p><b>Holidays</b> Two week Gifted and Talented program for 30 children in years 6, 7 and 8, targeting those transition years. Free of charge</p>	<p><b>Holidays</b> Provision for those young people at most risk of social exclusion and community crime, aged 12 to 16 years. Monday to Thursday, from approximately 10-4, although varied according to activities. An average of 8 young people attended per week. Free of charge.</p>

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Produced by the Department for Education and Skills

ISBN 978 1 84478 809 5  
Ref No: RR795  
[www.dfes.go.uk/research](http://www.dfes.go.uk/research)