



**Scrutiny Review of Extended
Services in and Around Schools
May 2007**

Review Panel Membership

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Scrutiny Review of Extended Services in and Around Schools

1. Executive Summary

The Review Panel was asked to scrutinise the way in which extended services in and around schools was being developed in Haringey. Whilst the Panel limited its scrutiny to the Council's role and responsibilities in extended services it considered:

- The advantages resulting from schools providing extended services,
- The Government's targets and the advice given by them and other bodies,
- The action being taken by the Council and local schools to implement the Government's targets.

The Panel's views are contained in Section 7 and its recommendations are set out in Section 8.

2. Background and Reasons for the Review

- 2.1 An extended school is one that provides a range of services and activities often beyond the school day to help meet the needs of, children, their families and the wider communities.
- 2.2 The idea of extended schools has been developed over the past decade as the government has tackled ways in which to improve pupil attainment and in particular support pupils in disadvantaged communities. The need to drive up standards has been emphasized in a range of government publications including the 2005 white paper entitled "Higher Standards, Better Schools for All - More Choice for Parents and Pupils".
- 2.3 Extended schools whilst linked, particularly through OFSTED, to the educational agenda have also been developed in the context of other government agendas such as widening participation and neighbourhood renewal and programmes including Learning Communities. The concept is also closely linked to the government's plans to improve services to children and families with the focus on the five key outcomes for children identified in the Green Paper Every Child Matters 2004 and the Childcare Act 2006.
- 2.4 In June 2005 the Department for Education and Skills published "Access to Opportunities and Services for All - An Extended Schools Prospectus" which set out a core offer of extended services which the government expects to be available in or through schools by 2010. These may be summarised as:-
 - A varied menu of activities (study support) with the aim of motivating and reengaging children and young people
 - Parenting support including family learning sessions

- Swift and easy referral to a wide range of specialist support services e.g. speech therapy
- High quality childcare from 8am to 6pm, either on a school site or through other local providers
- Wider community access to school buildings facilities.

2.5 The Government envisages that working with other agencies and organisations to offer access to extended services will help to drive improvement to ensure that schools make an important contribution to the “Every Child Matters” outcomes. In effect their proposals are based on the realisation that how a child performs in the classroom depends on more than what happens in the classroom.

2.6 The Department for Education and Skills believe that schools developing extended services can:

- Improve pupil attendance and motivation
- Re-engage hard-to-reach children
- Respond to pupils’ individualised needs with a personal offer
- Enhance children’s and families access to services
- Improve parental engagement
- Enable teachers to focus on teaching and learning.

2.7 Ofsted have stated that, “the major benefits of extended services were the gains children young people and adults made in their self-confidence and the development of more positive attitudes to learning and to what they might achieve.” Evidence from pilot and pathfinder projects suggest that this is so and the Association of Teachers and Lecturers consider that extended schools, “impact positively on pupil attainment, motivation, attendance, punctuality and behaviour”.

2.8 Haringey Council, like every other education authority in the country, is dealing with the complex changes required to bring about the government’s vision for children. The development of Children’s Trust arrangements is just one aspect of this work, but an essential linchpin to it is the idea of schools providing extended services not just to pupils and their parents, but to the rest of the community. Schools are seen as having facilities which could be used by the whole community thereby increasing the cost effectiveness of public services.

2.9 In order to assist the Council, the Overview and Scrutiny Committee set up a scrutiny review panel to consider the current position in Haringey regarding the provision of extended services in and around schools to ensure there was a good use of existing resources thereby providing value for money and to make recommendations on:-

- The problems and restraints in providing extended facilities and

- possible solutions
- The way in which the services which need to be provided to meet demand are identified in consultation with the local community, including the local authority's strategic role and the process for determining how shortfalls should be met and that the new services are sustainable
- The specific action being taken to reach disadvantaged children, people with special needs and hard to reach groups.

3. The Way in Which the Scrutiny Exercise Has Been Carried Out

3.1 It was accepted at the outset of this review that scrutiny should be limited to the council's roles and responsibilities. There was no point in making detailed recommendations to schools as to how they should carry out new tasks since they were already receiving advice from the Government, OFSTED and the Local Authority.

3.2 The Review Panel considered that it was essential that they saw how schools with extended services operated. They therefore visited Gladesmore Community School - where considerable strides had been made in providing extended services - and talked to both pupils and staff. A visit was also made to Millfield Community School (Hackney) which had been visited by the Prime Minister, Secretary of State for Education and many other politicians and was widely acknowledged to be a trail-blazer in the provision of extended services. This School had marketed a DVD on how to create a successful extended day programme and a copy of this was purchased and examined.

3.3 , Members visited the independent Highgate and Channing Schools and had discussions with their headteachers and bursars to see how they might be able to contribute to the extended schools initiative.

3.4 The panel also had four meetings:

- 1) To agree the terms of reference for the review.
- 2) With the Director of Children and Young People Services to establish what she considered to be the Council's role and whether sufficient resources were allocated to it.
- 3) With the Council's officers directly responsible for advising on extended services to establish what they did and how.
- 4) With providers to establish whether there were any gaps in services, whether consultation processes were good and if the arrangements for providing a particular service were value for money

3.5 A small number of local residents living near schools which provided extended services were consulted about whether they used the services. This indicated that where a family was aware of them, at least one of their members made use of the services provided. Some families were not aware

of extended services but indicated if they had been aware they would have made some use of them.

3.6 Attached at appendix A is a list of documents which were consulted during the course of the review and Appendix B lists the people who helped.

4. The Role of the Local Authority

The Council's role may be summarised as:-

- A strategic commissioner of overview of provision to ensure that services are developed coherently within a community
- Using the expertise and experience of service providers when planning for the expansion of services provided in an area
- Establishing systems for measuring the impact of extended services on the standards and achievements of children and young people, in particular the most vulnerable and ensuring that the overall provision offers value for money
- Ensuring a continuity of provision of support services between children's centres and schools
- Advising schools on the management systems they could adopt to manage extended service, the kind of services which they can provide and ways and means of raising additional resources.

5. Assessment of the Council's Performance to Date

5.1 Good progress has been made in ensuring that Haringey and its schools meet the challenges posed by the government's extended services agenda. The Children and Young People's Service is on course to comply with the Government's targets. Three children networks have been established to commission family support, outreach and community involvement in the borough. Teams are being established within each network which will offer family support services within the new children's centres and schools. Speech and other therapy services are also delivered within the children's network together with other health services. It is anticipated that these networks will help schools to develop extensive services and fulfill the council's function of offering a strategic approach to the establishment of services within a locality, which are then delivered by a number of schools.

5.2 The concept of extended schools is closely linked to the development of the new children centres whose function is to ensure the availability of childcare for children from 8am to 6pm 48 weeks per year. This will be a statutory requirement from next year. Each centre requires its own childcare plan which must be based on local demand and the ability to deliver sustainable childcare. Although some of these may be provided in private or voluntary settings outside schools a number will be situated on school premises and be run as an extended service by school governing bodies. A coherent fee structure for the services provided at children's centres has been agreed by

the Council's Executive and children's centres and schools have been advised.

- 5.3 The Council's commitment to provide extended services is reflected in the bid to locate a new community secondary school at Wood Green. It is proposed that this school will provide beyond the normal school day a range of extended learning, leisure and social opportunities for young people, their families and other members of the community to include sport, leisure, cultural/arts activities, lettings and social events. The school provision will also include lifelong learning opportunities which will respond to the needs of the communities it serves.
- 5.4 The Council has already started to assess the need for extended services in each network. This is not an easy task but communities are being involved through the networks and partnership arrangements. This line of approach is in accordance with Ofsted suggestion that schools, children centres and local authorities make intelligent use of the local network of statutory and voluntary services when setting up extended services across an area. Ofsted also thought that extended services were most successful when settings ensured that they complemented and enhanced what already existed so that they took full account of what was already being provided locally. Whilst initially the development of extended services in schools needed to be a process which took place over time with services gradually being extended as needs were identified it might now be appropriate to consider undertaking a detailed audit of need.
- 5.5 The Council also takes very seriously its role in advising schools. Last year's annual conference for governors was devoted to the extended schools agenda and was addressed by, amongst others, the headteacher of Millfield Community School who is recognised as a leader in this field. The theme of this conference was strengthening services and engaging communities and advice was given on how to do this and also on the different management arrangements which could be adopted by schools to run extended services. This is particularly important because good management arrangements, with a dedicated member of school staff being specifically responsible for extended services and for raising revenue, is more likely to result in the provision of well advertised sustainable services.
- 5.6 Discussions are taking place between the local authority and providers as to the kinds of services which could be provided in schools and it is essential that all agencies are involved in this process and that, where appropriate, agencies jointly commission a service. This issue is important as it is only through detailed consultation with providers that cost effective services, which deliver value for money, whilst meeting the needs of the whole community, can be provided in a sustainable way. The importance of family support cannot be over emphasised although local authorities adopt different approaches. Luton Council for instance has a family room and a family support worker in every school.

- 5.7 It is clear that schools are being encouraged to work together to provide extended services. For instance the Family Support Service in operation at Northumberland Park School covers an area in which there are 12 schools. This service is also an example of what can be achieved through joint commissioning.
- 5.8 It is essential that all extended services are monitored to ensure that they are effective and it is intended that this will be done through the Children's Networks. Local partnership boards with community representatives will be formed to do this. Demand and take up of places was being monitored so that services could be gradually shaped to reflect community need and want. As already indicated this gradual change is in accordance with Ofsted's view that, "the most successful providers shaped the provision gradually to reflect their community's needs and wants in collaboration with other agencies."

6. Value for Money

The development of the Council's extended schools, strategy is carried out by the Children's Network Manager (who is a head teacher on a year's secondment) and an Extended Schools Co-ordinator. They receive advice from the Extended Schools Remodelling Consultants who are involved in the "remodeling training" programme for schools. From what the Panel saw these arrangements appear to be cost effective and are driving the extended schools' agenda forward. However, in the time available the Panel was not able to carry out a detailed scrutiny of the money spent each year, the work carried out by these officers and the outcomes or to compare this with what happened at other local authorities. Without this comprehensive analysis it is not possible for the Panel to positively confirm that the Council is receiving value for money. If it is decided that this work is necessary then this detailed process should be carried out as a separate scrutiny exercise next year.

7. The Panel's Views

7.1 The Importance of Extended Schools

The Panel recognised the importance of the extended school initiative and the immense benefits to local residents if Haringey were able to transform this vision into reality. The advantages of extended schools in meeting pupils and families individualised needs was particularly important in a multi-cultural community like Haringey where for many families English was an additional language. The provision by local schools of services to all residents was also likely to promote and encourage community ties and reduce social tensions as well as complementing the action taken by Neighbourhood Partnerships.

It was generally accepted by most authorities (see paragraph 2.6) that the individual support and encouragement given to families through extended

schools resulted in improved parental engagement and had a positive impact on pupil attainment and behaviour. The extended school initiative also ensured that optimum use was made of school facilities and that the maximum number of cost-effective services tailored to meet each localities needs were available to local residents.

7.2 The Council's Approach to Extended Schools

As already indicated the Panel was generally satisfied that the Council was tackling the development of extended schools in a co-coordinated and effective manner. If, however, the Council is to derive the maximum advantage from the extended schools initiative it is essential that they involve the private and voluntary sectors as well. The Panels views about funding, the involvement of private schools, identifying community needs and the action necessary to ensure that a wide range of cost-effective services are available for the use of local residents are set out in the sections that follows:

7.3 Funding

The Department for Education and Skills allocated start-up funding to local authorities for the development of extended services. However, the Panel share the concerns, expressed by others, e.g. the Association of Teachers and Lecturers, about the fragmented nature of the funding, its insufficiency and its full-term nature as it runs out in 2008. Ofsted have also commented that, "short-term funding make it difficult for services to plan strategically". The Panel supports the suggestions that the Department needs to commission an independent review of this funding regime to ensure that its weaknesses are effectively rectified, as it is imperative that a viable funding regime is in place if the vision of extended services is to be translated into reality.

As part of its brief the independent review should also look at the way in which people will pay for extended services, including the new child care centres, and the manner in which the benefits structure will operate. It is essential once again that robust arrangements are in place if the new services are to be sustainable.

7.4 Involving Private Schools in the Provision of Extended Services

If the extended schools initiative is to be fully effective it is important that all schools not just state ones are involved. Private schools are at present considering the Charity Commission's consultation paper on the implementation of the Charities Act 2006, so it seemed a good time to discuss extended services with them. Panel members therefore met the Head Teachers and Bursars of Highgate and Channing Schools about their possible involvement in providing extended services. Both Schools responded positively and indicated that they were involved in projects with

state schools although, in Channing's case not with Haringey schools. Highgate also make many of their facilities, such as their swimming pool, available to the local community and schools at a reasonable charge. They were also keen to provide extended services to local pupils. In the Panel's view it is essential that the Council's officers, in consultation with executive members, have detailed discussions with the two schools on ways in which they could provide extended services.

7.5 Preparing a Comprehensive List of Service Providers

There needs to be more consultation with providers on the kind of services required in schools and from whom. It is accepted that this is a difficult task involving the use of additional resources, which are not at present available. However it is clear from the Panel's limited investigation that there are a number of providers who could provide self-funding services or indeed improve the level of services available. Just as crucially it is necessary to continue to develop monitoring arrangements and for the results to be available to all interested parties so as to ensure that the extended services provided are appropriate and cost effective. As a long-term aim there needs to be a comprehensive list of providers together with information about the quality of the services they provide.

7.6 Provision of Services for the Wider Community

It is also essential that consideration is given not just to providing services for children in school and their parents but also for the wider community. Adult learning is one particular area which could be part of extended services, with lessons being given on school premises out of school hours. This is also an area where local businesses may well be prepared to invest to ensure that, not just their own employees, but also members of the wider community (potential employees) have the opportunity to take advantage of further education.

7.7 Audit of Need

One of the problems which was highlighted by the review was that some of the new services being provided at schools were already adequately provided elsewhere, albeit at a higher charge. The long-term aim of extended services should be primarily to complete the patchwork of services required to meet the needs of all sections of the community rather than to increase competition.

This issue could be tackled by carrying out a comprehensive audit of need. The findings from the audit would then act as a driver for the provision of services. It is accepted that the preparation of such an audit will involve the use of scarce resources and could be costly to undertake. It would also only show a snapshot of need at a particular moment of time so would need constant updating. More preferable would be the continued development of

processes to identify need. This in our view could be done through the continued development of the multi disciplinary teams that support Children's Networks to ensure that all providers have an opportunity to feed in details of the services they provide and their assessment of need. This would also help address the concerns expressed in Paragraphs 7.5 and 7.6. It is also essential to ensure that feedback on services provided are used to update not just need but the way in which the service is provided.

The way in which local communities are represented on Children's Networks also needs to be constantly reviewed to ensure that the arrangements are effective.

7.8 Areas which need to be the subject of further reports

Communications - Services for children, including education, have been targeted by the government in recent years as an area for improvement. Consequently the way in which such services are delivered has changed enormously over the past few years and the pace of change is likely to continue unabated in the conceivable future. One problem which can arise in times of changes is a breakdown in communications, not just between agencies but also between staff working in the same organisation. There were some indications during the Panel's scrutiny that this was an issue which could arise unless special care was taken to prevent it. It is strongly recommended, therefore, that the issue of communication should be followed up with a report on progress being submitted to the Overview and Scrutiny Committee in October 2007.

Pupils with additional needs but without a statement -The Director of the Children and Young People's Service agreed with the Panel that meeting the needs of children with special needs (autistic pupils) was an essential component of extended services. However looked after children and those with special needs should have no problem in accessing extended services, as sufficient money was being held in the budget for vulnerable children. The Panel is, however, concerned about those children who do not have a statement and yet have special needs. Unfortunately people on the borderline are the ones who are most likely to suffer under any system, so special care needs to be taken to identify such children and to ensure that their needs are met.

Continuation of service provision when pupils change schools - It is essential that services provided in one school continue to be available as a child moves from nursery to primary school and then on to secondary school. This is an issue which needs to be borne in mind as services develop.

Consistent charges and concessions -There needs to be continual discussions with schools and other providers to ensure that there is Borough-wide consistency with service charges and concessions.

Management of schools' extended services - Although the Council is doing all it can to help schools it is clear that this is an ongoing process which must continue into the future. Appropriate school management arrangements for extended services are essential if such services are to be sustainable.

Advertising - It is essential that the services provided are properly advertised so that all sections of the community can be aware of them. Effective advertisement of services is also another way of helping to identify need.

8. Recommendations

1. That the Leader writes to the Secretary of State for Education and Skills supporting the proposal that he should commission an independent review:
 - I. to ensure that a viable extended schools funding regime is in place; and
 - II. to look at the way people pay for extended services, including the new child care centres and the manner in which the benefits structure relates to this. **(Paragraph 7.3)**
2. That senior staff from the Children and Young People's Services, in consultation with the Executive Member, have discussions with Highgate and Channing Schools about partnership arrangements whereby they provide extended services to local residents and schools and report on the results in the update to Overview and Scrutiny Committee before the recommendations are carried forward to the Executive in October 2007. **(Paragraph 7.4)**
3. That the existing Children's Network structure identifies:
 - the extended services required by the wider community together with information as to how this need is met;
 - a comprehensive list of suppliers who could most cost effectively meet the local community's needs;
 - the schools in the area covered by each Children's Network which are best able to provide the facilities for each service and the arrangements for so doing;
 - the arrangements for identifying which Children's Network provides services to those residents who live on the borders of an area covered by the Network. **(Paragraphs 7.5, 7.6 and 7.7)**
4. That Schools be encouraged to purchase the Millfield Community School's excellent DVD on creating a successful extended day programme. **(Paragraph 3.2)**

- 5 That the Director of Children and Young People reports on all the recommendations to the October 2007 Overview and Scrutiny Committee meeting including progress on:
- progress in helping schools to develop appropriate arrangements for the development of extended services;
 - the action being taken to ensure that there are effective lines of communication to ensure that Council staff and other agencies are kept informed of current developments;
 - the action being taken to ensure provision of services continues as children and young people move from one educational establishment to another;
 - The action being taken to try to ensure that charges and concessions levied by schools are consistent;
 - The way in which services are advertised. **(Paragraph 7.8)**

Appendix A

Main Documents Referred to during this Review

Legislation

1. Education Act 2002
2. The Schools Company Regulations 2002
3. Children Act 2004
4. Childcare Act 2006

Government Policy and Guidance

1. Bringing Britain Together; a national strategy for neighbourhood renewal - Social exclusion Unit 1998
2. Schools succeeding success – 2001 White Paper
3. Extended schools proving opportunities and services for all – Department for Education and Skills 2002
4. Every Child Matters - 2003 Green Paper
5. Extended schools pathfinder evaluation: issues for schools and local education authorities - Department for Education and Skills 2003
6. Evaluation of the Extended Schools Pathfinder Projects - Department for Education and Skills 2004
7. Family literacy, language and numeracy: A guide for Extended Schools - Department for Education and Skills 2004
8. Building schools for the future: a new approach to capital investment - Department for Education and Skills 2004
9. Every Child Matters: next steps - Department for Education and Skills 2004
10. Full service extended schools: requirements And specification - Department for Education and Skills 2004
11. Education improvement Partnerships. Local collaboration for school improvement and better service delivery - Department for Education and Skills 2005
12. Extended schools: access to opportunities and services for all – Department for Education and Skills 2005
13. Children's workforce strategy - Department for Education and Skills 2005
14. Higher standards, better schools for all – White Paper 2005
15. Choice for parents, the best start for children: making it happen. An action plan for the 10 year strategy: sure start children's centres, extended schools and childcare - Department for Education and Skills 2006
16. Planning and funding extended schools: a guide for schools, local authorities and their partner organisations - Department for Education and Skills 2006
17. Evaluation of the full service extended schools initiative, second year thematic papers - Department for Education and Skills 2006
18. Extended services; supporting school improvement - Department for Education and Skills 2006

19. Extended schools and health services - working together for better outcomes for children and families - Departments for Health and Education and Skills 2006
20. Neighbourhood Management and Extended services in and around Schools – Department for Communities and Local Government
21. Extended schools: improving access to sexual health advice services - Department for Education and Skills 2006
22. Extended services - Department for Education and Skills 2006
23. Planning and funding external schools - Department for Education and Skills 2006

Others

1. Adding value: adult learning and extended services – National Institute of Adults Continuing education 2006
2. Frequently asked questions on extended schools – Local Government Association briefing 2003
3. Schools for the Community - freedoms and flexibilities Local Government Association briefing 2003
4. Visit to Newcastle “schools for the community” project – Local Government Association report 2002
5. The development of Montagu Community Full Service School - Newcastle City Council Local Education Authority 2004
6. Extended schools theory, practice and issues – Infed Encyclopaedia 2005
7. Extended schools – position statements – Association of Teachers and Lecturers 2004 -6
8. Extended Services in Schools: Baseline survey of maintained schools in 2005 – BMRB Social Research
9. Arrangements for the use of school premises by others – Durham County Council 2004
10. South Tyneside Local Authority strategy for the development of extended services in and around schools 2005
11. Papers considered by the Millfields Community School Children’s Centre Steering Group
12. Improving schools improving communities – Millfields Community School
13. Extended schools - a guide for governors 2006
14. Extended services in schools and children’s centres –Ofsted 2006
15. More than the sun - mobilising the whole council and its partners to support school success - Audit Commission

Haringey

1. Extended services in and around schools – Children’s service delivery/business plan 2005
2. Haringey Extended Schools Strategy 2005
3. Children’s networks as a framework for the delivery of the Children’s Service: including children’s centres, play provision and extended schools – Report to Executive 26 July 2005

- 4 Papers on Extended schools considered at the Annual Governors Conference 2006
- 5 Haringey Council's proposal for the new school in Haringey Heartlands – report to Executive 21 November 2006
- 6 Delivering early childhood services in Haringey – report to Executive 19 December 2006
- 7 Extended School Provision 2005-6 and 2006-07 – Gladesmore Community school

Internet Sites

1. ATL the education union
2. Training and Development Agency for schools
3. Teachernet
4. Harinet
5. Department for Education and Skills
6. Sure start
7. Every Child Matters
8. Local Government Association
9. Other local authorities

Appendix B

Contributors to the Review

The Scrutiny Review Panel wish to thank the following who gave advice and help during the course of this review:

Name	Organisation or Title
Sharon Shoesmith	Director of Children and Young People's Services
Barbara Elliot	Head Teacher - Channing School
Roy Hill	Bursar - Channing School
Adam Pettitt	Head Teacher - Highgate School
Sean McGeeney	Bursar – Highgate School
Robert Singh	Children Network's Manager
Carol Mackinnon	Extended School's Co-ordinator
Zena Brabazon	Head of Partnerships
Tony Hartley	Head of Gladesmore Community School
Goldwater Ojokor	Deputy Head of Gladesmore Community School
Dame Anna Hassan	Head of Millfields Community School
Kim Price	Extended School Co-Ordinator, Millfields School
Geraldine Waterman	Head of Bruce Grove Primary School
Mary Evans	Play Service
Marion Lucas D'Souza	Play Service
Belinda Evans	Youth Service
Pat Duffy	Haringey Adult Learning Service
Christina Francis	Kidscope After School Club
Hilda Djaba	Connexions – North London Manager
Jim Shepley	HAVCO/YMCA
Bob Gray	Communications and CIS Manager
Jeanne Cantorna	Job Centre Plus
Turker Chakici	Hornsey Ataturk School
Deborah Goodman	Director of Operations –Primary Care Trust
Dwynwen Stepien	Children's Network Manager (North)
Alison Botham	Children's Network Manager (West)
Gill Pinkerton	Muswell Hill & Highgate NLC [Highgate Primary]
Beverly Randell	Wood Green NLC [Pupil Support Centre]
Angela Holder	Wood Green Bank School [Lordship Lane]
Margarita Mooney	N.E Tottenham NLC [St Francis De Sales Infant]