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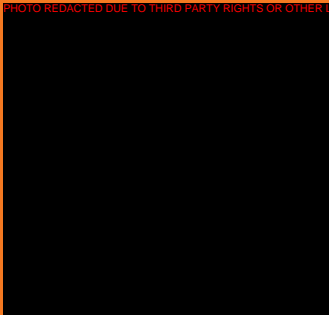
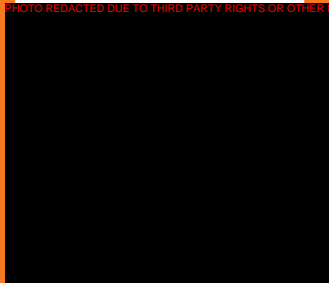


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# Schools Plus: Building Learning Communities

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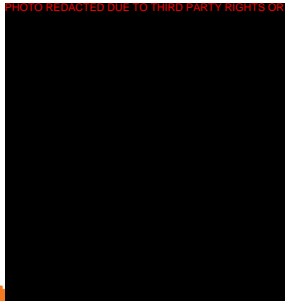
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## Improving the Educational Chances of Children and Young People from Disadvantaged Areas

(A report from the Schools Plus Policy Action Team 11)

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INVESTOR IN PEOPLE



Department for Education and Employment



## FOREWORD

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## INTRODUCTION BY THE CHAIR OF THE POLICY ACTION TEAM 11

I am most grateful to all those who served with me on the Policy Action Team (PAT), to those who made presentations, submitted evidence and ideas, or participated in 'reality checking' events or discussions, and to the secretariat who have worked tirelessly and effectively to support us.

Our overall aim was to develop a coherent and comprehensive approach to supporting the learning of every child in deprived communities. This would require teaching to be focused, stimulating and productive, as

well as schools being fully utilised as agents for broader change in communities. The result should be a strengthening, rather than any erosion, of schools' pupil-focused efforts. The proposals set out in this report are not alternatives to raising expectations and improving teaching and learning. The Schools Plus agenda goes beyond this, and also crucially helps reinforce it.

**Annex 1** to this report sets out the scale and costs of educational underachievement. The link between underachievement and crime is too clear to ignore and the economic and social costs, both for society and the individual, are high. Home Office research suggests that truants are more than three times more likely to commit crime than non-truants. A review of research into the relationship between schools and crime concluded: *'Pupils who fail at school are more likely to become involved in delinquent activities than those who succeed.'*

We agreed that learning was an absolutely key element of neighbourhood renewal. The scale of the challenge facing some schools in multiply-deprived areas could not be underestimated. Staff in many such schools often felt beleaguered by the complexity of

the barriers to learning facing many of their pupils. Trying to deal with these barriers could sap the energy and resources needed to raise aspirations and provide high quality uninterrupted teaching. Too often other public services had effectively withdrawn from particular communities leaving little to inspire trust or engender hope. These were key issues at both primary and secondary level.

We were therefore particularly impressed by case studies of the transformation of schools in deprived areas which had used powerful partnership with their communities and support from other agencies to ensure improved standards and maximum community impact. This requires a locally tailored co-ordinated approach for:

- providing motivational and confidence-building activities around the school day for all pupils;
- ensuring effective community links, in particular so that parents and others could feel involved in the learning process;
- tackling key problems that hinder progress – such as high levels of pupil turbulence;

- securing on-site multi-agency support to address individual issues that can prevent success;
- greater recognition for schools that embrace this agenda successfully and more collaboration between schools to achieve it;
- viewing young people as part of the solution through good communication, and involvement (including peer support);
- ensuring under-achievement by some ethnic minority groups is tackled effectively;
- introducing new arrangements for active dissemination and implementation of effective practice without recourse to guidance, plans or bidding;
- adopting a community focus which reinforces and augments good teaching and management within schools.

We are very well aware of the scale and volume of current area-based and general initiatives across Whitehall which have a bearing on our agenda. We are also aware of the relevance of the work of the other PATs and Social Exclusion Unit (SXU), of new programmes now being developed (e.g. the Youth Support Service), and of a

huge amount of activity involving the statutory and voluntary sectors already underway. We also know of the growing frustration on the ground with the bureaucracy of many initiatives, including the bidding process, and the sapping effect of chasing piecemeal short-term funding from a bewildering plethora of possible sources. We hope the recommendations of this PAT can work with the grain of existing programmes as they develop, and help to cohere and sustain funding rather than add to the confusion.

We have made a number of proposals. Where these involve possible changes in expenditure, we recommend their funding be considered in the wider DfEE's context and necessarily alongside other options as part of the Government's current review of spending.

About 500 secondary schools and over 3,000 primary schools in England have more than 35% of pupils<sup>1</sup> who receive Free School Meals (FSM). Of these around 1,200 primary and 200 secondary schools have more than 50% of such pupils. Many of these schools are already in Education Action Zones, Excellence in Cities or New Deal for Community areas and any additional measures or initiatives will need to take full account of current activity on an area-by-area basis.

The PAT acknowledged that there are issues around using FSM as the key proxy for deprivation and about adopting the 35% FSM point as pivotal. However, we concluded that a real concentration on effective action to support pupils in these schools would have a transforming effect on the neighbourhood renewal agenda. This approach should also ensure that rural deprivation and pockets of deprivation in otherwise relatively affluent areas are not bypassed by regeneration programmes.

Overall the PAT has a vision of these schools in the future as centres of excellence for community involvement with more services on site or co-located. Other agencies and bodies would provide integrated support for pupils and offer complementary learning activities. Budgets would be focused at school level, and schools would be resourced to offer flexible individual learning programmes and to have close links to other phases of education. Clear achievement and other targets would be set and monitored.

We are, however, very aware of the need not to offer a single blueprint, and not to impose too much change too quickly. We therefore propose an evolving network approach to achieving change which can be adjusted to match available resources. We believe it likely that in many areas additional

activity aimed at both primary and secondary schools can be developed as part of the Excellence in Cities programme.

The PAT has already initiated or agreed some relevant action including the publication of guidance on the community use of schools<sup>2</sup>, the commissioning of further research on the positive outcomes of Schools Plus activities<sup>3</sup> and a feasibility study on the introduction of Schools Plus Teams (SPTs).

The PAT has also commissioned a 'Schools Plus Manual' which will illustrate in detail the potential contributions of the whole range of current learning support activities. Its purpose will be to inform and assist those implementing change programmes in deprived communities (e.g. in New Deal for Communities, Education Action Zones and Excellence in Cities areas). The Manual will build on and develop the findings of the Team.

The main ingredients of the following pages of this report are:

- a series of key proposals on practical steps to be taken alongside and as part of existing programmes to move the agenda forward significantly. We believe that taken together they have the

potential both to cohere and to transform current practice;

- action points attached to each recommendation to indicate how they might be developed and implemented;
- some powerful case studies which demonstrate what can be achieved with the necessary imagination, sensitivity, co-operation and determination (Annex 2).

We very much hope that the recommendations in this report will be considered by Ministers in the context of other relevant policy streams that are being developed and will in this way make a lasting contribution to the regeneration agenda.

**ROB SMITH**  
**DIRECTOR, PUPIL SUPPORT AND**  
**INCLUSION GROUP, DfEE**

<sup>1</sup> Relates to full-time pupils up to and including school leaving age.

<sup>2</sup> Raising Standards: opening doors – published December 1999, copies can be obtained from DfEE publications, quote ref. R50D

<sup>3</sup> School, family and the community: Mapping school inclusion in the UK. ISBN 0 86155 213 X.

### THE TEAM'S REMIT

The Social Exclusion Unit's report *'Bringing Britain together: a national strategy for neighbourhood renewal'*, published in September 1998, set out the School Plus Policy Action Team's broad remit. The Team was asked to report on:

- the education projects e.g. homework centres, breakfast clubs, summer schools, cross-age tutoring, which most improve educational outcomes;
- the best ways of involving parents in their children's education and how these can be extended to improve adults' skills;
- the best examples of mentoring and work-experience schemes;
- how schools can be encouraged and helped by LEAs and others to develop these activities more extensively;
- how schools can be used to engage the community more widely, drawing in greater support and making their facilities available to more people;
- evidence that co-locating health and other social services at school level contributes to improved educational outcomes;

- how cost-effectiveness can best be measured and what can be done to promote good practice.

The Team's overall goal was:

*"to identify the most cost-effective Schools Plus approaches to using schools as a focus for other community services, reducing failure at school, and to develop an action plan with targets to take these forward."*

"Schools Plus" was taken to mean all of the interventions and activities described above.

Further details about the membership of the Schools Plus Policy Action Team (PAT) and how it worked are at Annex 3.

### EXECUTIVE SUMMARY

#### OVERVIEW

Although the most recent results confirm that improvements are being made, the scale of educational underachievement is still too high. In 1999 around 46,000 students did not gain a GCSE A-G in either English or maths. For 11-year-olds reaching Key Stage 2, 173,000 were at level 3 in English and 182,000 in maths, against an expected achievement of level 4 or better. The costs of educational failure are enormous in economic and social terms, both for the individual and society. One study found that 42% of young offenders sentenced in courts had been excluded from school and a further 23% were truanting. Youth crime costs public services about £1 billion per annum. Underachievement at school has a knock-on effect in adult life – one study found that 1 in 2 prison inmates had serious difficulties with numeracy and literacy, and another study that only half of adults with poor literacy skills have jobs compared with four out of five of adults with the best literacy skills. Tackling underachievement is, therefore, both economically and socially cost-effective.

The Social Exclusion Unit's report *'Bringing Britain together: a national strategy for*

*neighbourhood renewal'*, which established this Policy Action Team, highlighted that students in disadvantaged areas were attaining less than their counterparts in more affluent circumstances. Annex 1 to this report sets out the extent of the challenges in more detail.

In order to begin to raise attainment using Schools Plus activities, the PAT advocates developments in two main areas – extending services offered by schools to their pupils and greater involvement of the community in the school and the school in the community. The recommendations in both categories are intended to underpin and support the Government's current initiatives which recognise the importance of strong leadership and management and good teaching in our schools. They build on many of the initiatives already underway such as Excellence in Cities, Education Action Zones, Learning and Skills Councils and the recently announced 'Community Champions'.

The case studies highlighted in Annex 2 indicate how schools have used Schools Plus activities to support strong leadership and teaching to help raise attainment and attendance and improve behaviour.



This summary sets out the Team's recommendations to encourage higher achievement in deprived areas. The Team wishes to emphasise that it is unlikely that every approach will be suitable for every locality and that in relation to several recommendations lessons will need to be learned from a number of relatively small scale initiatives. These would require evaluation before any wider programmes were undertaken. The Team also recognises that some proposals, or combination of proposals, might be appropriate in some situations but not in others.

We have made a number of proposals. Where these involve possible changes in expenditure, we recommend their funding be considered in the wider DfEE's context and necessarily alongside other options as part of the Government's current review of spending.

## SUMMARY OF RECOMMENDATIONS

### EXTENDING SERVICES OFFERED BY SCHOOLS

#### Flexibility in the schools system

- Target of at least **3 hours of study support** each week for school pupils.
- The development of a **Tap-in programme** for both primary and secondary schools, offering individual programmes of study and support. These would target pupils at risk of dropping out of or rejoining mainstream education, whether because of absence

through truancy, exclusion, other long-term absence. They would also target refugee children and aim to support classes with high pupil turnover.

- **Extended opening hours** at some schools, maintaining the National Curriculum, but allowing pupils extensive access to study support-type activities, including enrichment activities, throughout the day.

#### Extending services offered on the school site

- a network of **One Stop Family Support Centres**, based on the Scottish Community Schools and the USA Full Service school models, bringing together social, educational and health professionals to provide an integrated service for pupils and their families on one site.

#### Improving the quality and breadth of schools-business links

- DfEE to **build on the success of "Playing for Success"** to identify interests other than football which could serve as a lever to engage young people in learning.
- **Mentors to be used more widely** to expand pupils' horizons and prevent disaffection.
- **Local delivery agents** to ensure that all schools have a framework for engaging pupils in high quality experiences of work and building contacts with working adults.

### GREATER INVOLVEMENT OF COMMUNITY IN THE SCHOOL AND THE SCHOOL IN THE COMMUNITY

#### Extending learning opportunities

- Schools to have the support of **paid Community Learning Champions (CLCs)** drawn from the local community.
- An identifiable **Neighbourhood Learning Centre** to be established locally to offer resources and support for adult learners and study support opportunities for pupils. Either fixed or mobile – they should be a visible learning facility in the community and build on initiatives already underway.
- **Schools Plus Teams (SPTs)** to be available to support schools facing most difficulty in developing the 'Plus' aspect of their school. The SPTs would offer support and guidance, mobilising support from other agencies, including LEA advice and intervention teams, TECs, voluntary and other agencies. These would be involved in helping schools develop, for example, in the areas of study support activities; parental involvement; broader community involvement; raising ethnic minority achievement; and be a conduit for additional resources. The initiative could usefully be linked to the Beacon School initiative.
- A **Community Education Fund** to help schools develop their community links.

The DfEE to consider how existing capital regimes can also be used for this purpose.

- The DfEE, working with others, to ensure that funding is available to **promote supplementary and mother tongue schools** so that these are more widely available to provide a quality experience for young people from ethnic minority communities which supports learning at school.
- **Cross-departmental mechanisms and protocols** to be established to look at both national and local proposals affecting local facilities. These would ensure that best use is made of available facilities, that new services are designed with other services in mind and that services are not withdrawn from disadvantaged areas without full consultation on how this would affect the neighbourhood.

#### Recognising success

- Specialist **Community College** status to recognise schools which are working closely with their communities to raise standards. **National Community College Network** to be established.
- **Initial Teacher Training** should ensure that the importance of family, community involvement and study support is recognised and that all initial training includes experiences of working in disadvantaged areas.

- **Enhanced recognition** for those working in schools in multiply-deprived areas, building on proposals set out in the Teachers Green Paper.
- A **Partnership with the Community award** for schools to be introduced. Based on the Investors in People principle, the award would be available to any school – primary, special or secondary – which met the required standard.
- An **expert panel** to be established to determine how to meet the training needs of those working in multiply-deprived areas across services to ensure that common interests and overlaps are properly taken into account.
- Ofsted should consider how examples of effective **community activity can best be highlighted through inspections**, both of schools and local education authorities.

### Extending and improving schools' links with parents

Many of the recommendations in this report which aim to enhance school-community links are expected to have the effect of drawing in more parents and engaging them to a greater extent in their children's education. To further encourage this:

- Schools to consider **new ways of engaging parents** e.g. through ICT,

parents' days, free transport to school events.

- Government should actively spread existing **family learning and family support** activity to a much larger number of schools.

### Involving young people

- Young people to have more opportunities to have a say in issues which concern/affect them. The **DfEE website and young people's forums, along with a new website specifically for consulting young people** to be developed for this purpose. **Schools Councils** to be developed and strengthened. The usefulness of these to be evaluated by young people working to an agreed national standard.
- Practicality and usefulness of **pupils' contribution to a school's self-evaluation** should be tested.

### Raising ethnic minority achievement

The recommendations in this report should benefit all pupils in deprived areas, including those from ethnic minority communities.

The recommendations for the funding of supplementary and mother tongue schools allied to the 'Schools Plus Team' proposal will help ethnic minority pupils in particular. In addition, we propose:

- An **expanded programme of mentoring** for pupils from ethnic minority backgrounds, offering qualifications through accreditation for mentors taking part in the programme.
- All schools **to use monitoring, evaluation and target setting** to help raise ethnic minority achievement. A range of other recommendations in relation to research and recruitment to be implemented.

### Improving the evidence base

- **Research studies into Schools Plus activities to be more substantial in scale, scope and depth**, including an assessment of ethnic minority participation. Dissemination of findings in this field to be formalised so that local initiatives can build on them.

- Government and others to fund a **long-term (five to eight year) research programme** to evaluate the benefits, including as far as possible the cost benefits, of Schools Plus activity and the impact on ethnic minority students.

### Resources

While not directly part of the remit, the PAT considered that there should be a review of the relative funding of schools in deprived areas to increase confidence that existing funding mechanisms, including the Standards Fund, fully recognise the greater challenge in these areas. The review should consider in particular whether schools received sufficient additional funding when they accepted challenging pupils outside the normal admission round.



## PART ONE Schools Plus: Raising attainment and expectations

### RATIONALE FOR “SCHOOLS PLUS” ACTIVITIES

1. The PAT fully recognised that the main focus for pupil learning will remain what happens in the classroom and that without the right leadership, management and good teaching Schools Plus activities will have little impact. Schools Plus activities are most effective in both cost and output terms where they build on the solid foundations of well-managed schools and good teaching. This report does not see Schools Plus activities as a remedy in themselves, but as an important and at present under-exploited element in schools' overall strategy for raising attainment and expectations of both pupils and adults. The case studies in Annex 2 offer real examples of how secondary, special and primary schools have developed the 'Plus' aspect of their work to the benefit of teachers, pupils and the wider community.

2. At present too many of our young people – particularly those from disadvantaged backgrounds – do not achieve their potential within the current education system:

- too many children in disadvantaged areas do not have access to the same

range and quality of opportunities as those in more prosperous areas;

- some families in disadvantaged areas have difficulty in offering an appropriate level of learning support and encouragement to their children; and
- some children find that other factors – such as low family income or poor living conditions – affect their ability to participate fully in the opportunities available to others.

### THE SCALE AND COSTS OF UNDERACHIEVEMENT

3. The scale of underachievement is high, although improvements are being made. For 16-year-olds, the GCSE results in 1999 showed that:

- 6.1% (35,000) did not obtain any GCSE grades A – G
- 9.7% (56,000) did not obtain English GCSE grade A – G

4. The Keystage 2 tests in 1999 showed the percentage of 11-year-olds at level 3 and below as:

- English 27.5% (173,000)
- mathematics 28.9% (182,000)

5. For pupils in schools with high levels of disadvantage<sup>4</sup> the underachievement is even more acute than the picture nationwide. In 1999:

- around 24% of students in disadvantaged schools gained 5+ GCSE A – Cs against the national average of 46%;
- at KS2 maths 54% of students in disadvantaged schools reached level 4 against the national average of 69%;
- at KS2 English 54% of pupils in disadvantaged areas reached level 4 against the national average of 70%.

6. The link between educational failure and crime has been made by a number of studies and the evidence is laid out in more detail in Annex 1. It is worth noting, however, that it is estimated that youth crime costs the public services over £1 billion. The results of poor basic skills have long-term consequences for individuals and society – as a whole. Only half of adults with poor literacy skills have a job compared with four out of five adults with the best literacy skills and people who go on to further education have considerably higher earnings than those who leave at 16.

Tackling educational failure is, therefore, cost-effective from both the individual's and society's point of view.

### EFFECTIVE SCHOOLS

7. There is no inherent reason why young people from poor neighbourhoods should be less successful than their peers from more affluent areas. Expectations of educational achievements should be no lower for those in disadvantaged areas than for those in more affluent areas. The aim must be to replicate the best examples of educational excellence in the most disadvantaged areas. Some schools in disadvantaged areas are providing their pupils with an exceptional education. Relatively high achieving schools in poor areas often demonstrate some or all of the following characteristics:

- dynamic and experienced leadership from the head coupled with strong support from the governing body;
- clear targets – ambitious but realisable – shared by everyone in the school;
- high quality and stable teaching and support staff;

<sup>4</sup> Defined here as schools with pupil entitlement to free school meals at 35% +

- teaching staff well trained in effective techniques for dealing with more challenging pupils;
- strong parental involvement and support;
- study support activities for young people to support their learning in school hours;
- active involvement of local business and community organisations;
- promotion of active and effective support from other bodies, e.g. youth services, social services, Careers Service, libraries, sports clubs etc.

8. Schools with these characteristics will often have high morale and standards leading to a cycle of success. Such schools may also be more likely to attract supportive parents who value education, and who will push for admission to the most 'successful' school in their area. Schools without some or all of the characteristics described above will struggle and this can lead to a cycle of failure from which it is very difficult to break free.

## STAKEHOLDERS

9. Everyone is a stakeholder in raising the educational standards of all our young people:

- teachers (particularly the head teacher);
- support staff;
- parents;

- governors;
- the local community (including business); and
- young people themselves.

10. Only if everyone works together in full partnership can young people achieve their potential. The challenge is daunting, but it is a challenge that must be faced.

11. Poor attainment by young people in disadvantaged areas is often reflected in parental achievement and expectations. Disadvantaged areas, while often having a diverse population, have disproportionate levels of workless households and high unemployment, and will too often be characterised by adults with low basic skills and low levels of qualifications. Continuing and adult education can be a crucial factor in improving life chances and employability, as well as in raising parents' expectations for their children, and students' own expectations for themselves.

12. Every community needs a focal point – somewhere where people of all ages can meet. These can use sports and leisure facilities and take part in lifelong learning, also act as a base for community groups. For many communities – particularly where other services have been withdrawn or reduced – schools can act as this focus. Schools, in partnership with others including colleges and local businesses, are often well placed to offer second chance learners opportunities to

undertake courses locally. This can help to improve key skills and lead to wider employment prospects. As well as improving adults' employability and general skills, such activity can have a positive effect on young people. Parents act as positive role models for learning, homework is seen as a shared activity and parents' expectations for their children and young people's own expectations can be raised. The aim must be to develop schools with the commitment to engage with their communities. They cannot, however, do it alone. They need the support, incentives and time to develop and expand their community role. Much is already being done – but much more needs to be done.

## THE POLICY ACTION TEAM'S APPROACH

13. The Team looked at its remit in terms of activities which extend the services offered by the school, including study support, school-business links, co-location of health and other services. It also looked at schools' links with the community including parental involvement, the school as a community resource and the provider of learning opportunities for the wider community. It looked at available and emerging research (see Annex 4), to try to identify which educational activities best benefit pupils from disadvantaged areas and collected good practice examples of how schools and their communities can work together to improve attainment. There

is strong evidence that the full range of School Plus activities can play an important part in raising the attainment of pupils and adults, and at its best can help regenerate areas. Schools can be one of the focuses for community regeneration and act as a gateway to education for children and adults alike. Schools can also benefit from the resources of the local community – from enthusiasm, expertise, voluntary activities, business expertise and sponsorship and the additional funding that effective community partnerships can generate. If more schools are to extend their links into the community then it is right to expect greater support and involvement from the community, including parents, for their school in exchange.

14. The PAT has commissioned a Manual to help schools and communities identify initiatives to suit their particular needs and circumstances. The Manual will guide schools towards activities or programmes which have been shown to work for others in similar circumstances. During the course of the PAT's year long work, it has also seen the publication of guidance for developing school-community links which offers practical advice to schools wishing to expand their role in the community. Written guidance, however, is not enough. Schools need practical support and help in order to implement and gain most from the full range of School Plus activities.

15. The Team recognised very early on the need for recommendations to be practical and realistic. It therefore consulted widely about the problems and strengths of current Schools Plus approaches and “reality tested” the consequent emerging recommendations with those who would be the end-users, that is, parents, young people, schools and community groups. The Team also recognised that there is no ‘magic bullet’ solution which can effect change overnight. Rather, the recommendations in this report build on the initiatives already underway and seek to begin the step-change which over time could transform the lives of many young people and adults.

## THE RECOMMENDATIONS

16. At the end of each section of the report is a series of recommendations which offers practical steps to be taken alongside and as part of existing programmes. Some recommendations will require new money and will need to be considered, others will require a refocusing of current funding streams and some a mixture of both. Other recommendations require government departments and others to work more closely together and recognise and understand the needs of local areas.

17. Not all recommendations will be applicable to all areas and it will be an important element in taking this agenda forward that any proposals are fully tested

and evaluated before any large scale national roll-out of programmes is undertaken.

## LINKS WITH OTHER POLICY ACTION TEAMS

18. There were 18 Policy Action Teams and many overlapped with the work of PAT 11. In particular PAT 2 ‘Skills’ was asked to look at the key skills gaps which need to be addressed in poor neighbourhoods and also recommended that Neighbourhood Learning Centres should be established in deprived areas. PAT 10 ‘Arts and Sports’ recommended that lottery distributors should consider together the best ways to fund community-run multi-purpose venues in areas with poor facilities, which can be used flexibly to meet local needs. PAT 15 ‘Information Technology’ recommended the appointment of ICT Champions. In taking forward these recommendations it will be important to ensure a ‘joined-up’ approach to avoid duplication.

19. PAT 2 also asked PAT 11 to look specifically at the effectiveness of school-business links and we have made recommendations to improve such activity.

20. PAT 17 ‘Joining it up locally’ recommended that Local Strategic Partnerships at the authority level should be a key instrument in ensuring that the plethora of local initiatives (whether led by schools or otherwise) is pulled together coherently. This recommendation will need to be dovetailed with the PAT 11

recommendation on establishing cross-departmental mechanisms and protocols for considering proposals affecting local facilities.

21. Many PAT 11 recommendations seek to build community capacity and engage those who are disaffected, or at risk of becoming so, by using schools as community regenerators. They will have the effect of tackling possible anti-social behaviour at an early stage, and as such will fit in well with the work of PAT 8 which

was asked to look at ways of reducing anti-social behaviour. Other PATs with which there is also a clear link include PAT 9 ‘Community Self-Help’ and PAT 12 ‘Young People’. The recommendations in this report build and expand on the other reports. The Social Exclusion Unit will further develop the recommendations and findings of all the PATs when it publishes its National Strategy for Neighbourhood Renewal, drawing on all 18 PAT reports, in Spring 2000.

## PART TWO Extending services offered by schools

### STUDY SUPPORT

#### The benefits and barriers

22. The DfEE's national framework<sup>5</sup> for study support covers a range of activities in which young people can participate and which help them to learn. Activities include breakfast clubs, homework clubs, mentoring and creative activities. The principles of effective provision, as set out in the Codes of Practice<sup>6</sup> and in the national framework, are much more important than whether provision is before or after school. Those working locally will be best placed to judge the most appropriate form of study support for their own circumstances and how school staff and the local community can best contribute. The PAT 11 Manual will, however, offer pointers and case studies.

23. A number of research studies have revealed an association between study support and success in schools. In 1998 the DfEE commissioned the National Foundation for Educational Research (NFER) to review research<sup>7</sup> into study support.

Based on a review of 62 research projects the NFER's key findings were:

- study support activities would seem to have a particular role in helping children from disadvantaged backgrounds and those in need of additional support with their learning, for instance with literacy or numeracy skills;
- those young people who take part in a range of activities outside school are better motivated and achieve better results at school.

24. The research evidence also tends to confirm that study support is beneficial for a cross-section of target audiences. However, successful schools offering study support activity also have a range of other strategies to raise attainment, it is not yet possible to identify the extent to which the development of academic, personal and inter-personal skills can be solely ascribed to the influence of the study support programmes themselves. Current study support activity is being evaluated and a report is due in 2001 which should provide

a measure of the impact of the programme.

25. It is notable that further evidence from NFER also suggests that those most likely to participate in study support activity are those from the most economically and educationally advantaged home backgrounds, those who perceived themselves to be amongst the most able and those who intended to remain in full-time education. It should be borne in mind, however, that the NFER research reported on the position in early 1998, before the more active Government interest began to have an impact.

26. Since there is little research available, it is not clear whether pupils attending study support activity reflect the cultural diversity in schools, both in terms of number and types of courses attended. As indicated above, the evidence does suggest that pupils from more educationally and economically advantaged backgrounds are more likely to attend study support. Since research also indicates that ethnic minority pupils come from backgrounds where they experience disproportionately higher rates of deprivation and unemployment, there is the fear that this may well be reflected in participation in study support.

27. Two studies (Pocklington 1996 and Tower Hamlets Study Support Project 1997) found that students attending Easter revision classes achieved better GCSE grades than those who did not. The Tower Hamlets study reported that schools with programmes of study support showed an average 30% increase in GCSE scores. The 1999 NFER evaluation of the 'Playing for Success' Scheme (study support in Premier League and First Division football clubs) reported significant improvements in reading scores at both primary and secondary levels: reading ages improving on average by six months.

28. A 1997 survey of 96 studies on outward bound courses (Hattie et al) found evidence of significant immediate and longer term effects, leading to improvements in personal qualities such as leadership, independence, emotional stability and assertiveness. The 'Succeeding Out of School' Report (Education Extra, SHA and NAHT 1997), a study of the benefits of after-school clubs based in schools, found that they generated more resources and better relationships, reduced vandalism, improved attendance and raised motivation and achievement in school. The NFER<sup>8</sup>

<sup>5</sup> Extending Opportunity: a national framework for study support ISBN 0 85522 755 9

<sup>6</sup> The Code of Practice (secondary schools) Study Support 1999 ISBN 0861552059  
Study Support, A Code of Practice for the Primary Sector ISBN 1841850748

<sup>7</sup> The Benefits of Study Support: A Review of Opinion and Research ISBN 0855229713

<sup>8</sup> Out-of-lesson-time Learning Activities: surveys of headteachers and pupils ISBN 184185042X



evaluation<sup>9</sup> of 50 out-of-school-hours learning activities concluded that *'many projects gave examples of children and young people regarded prior to the project as disaffected but now described as motivated with a sense of purpose and direction'*.

29. The role of study support activity in raising attainment, motivation and self-confidence is important. But NFER highlighted a number of issues about quality and sustainability. In particular:

- monitoring and evaluation of activity is not common and it is not always clear, therefore, what is most and least effective;
- while study support is undertaken in virtually all primary and secondary schools, activity often depends on a small number of core staff. If these people leave, then activity can cease or be diluted;
- much activity is organised and delivered by teachers and support staff who are already under heavy pressure to deliver the National Curriculum and other initiatives.

### The Way Forward

30. An expansive and diverse range of study support activity is already underway. More needs to be done, however, to ensure that those at most disadvantage and risk of underachievement – and therefore those

who have most to gain; benefit more from the provision on offer. The New Opportunities Fund (NOF) has earmarked £140 million to support study activity in England and a further £20 million for Summer Schools. It is intended that half of all secondary and special schools and a quarter of all primary schools should receive support.

31. The priorities for the NOF funding are schools in areas where pupils are disadvantaged or at risk of underachievement. All applications will be expected to show how schools and their partners will ensure that disadvantaged pupils will benefit from out-of-school-hours activity. In the case of summer schools it is expected that applications will also pay particular attention to the needs of ethnic minority children, children for whom English is a second language, children with special needs and gifted and talented children.

32. From April 2000 the DfEE Standards Fund will provide £20 million to finance study support activity with a further £60 million available in the following year. Again, those schools with the highest free school meal entitlement will be prioritised. PAT 11 supports this approach.

33. The PAT also supports an extension of study support activity in disadvantaged areas and the piloting of imaginative and

innovative projects to test further just how effective study support can be. The PAT also wants to see further research (see chapter on 'Raising Ethnic Minority Achievement') mapping ethnic minority participation in study support activity, in terms of number

and types of courses attended. The longitudinal research recommended in Annex 4 should also pay particular attention to assessing the benefits of study support for ethnic minority pupils.

## FLEXIBILITY IN THE SCHOOL SYSTEM

### Summary

***The Government has already recognised the need for flexibility in the school system. The flexibility to disapply some National Curriculum (NC) subjects in certain circumstances, the review of the NC and the emphasis on Personal, Social and Health Education, the introduction of citizenship into the curriculum and the substantial sums being made available for study support activity are all welcome and will have an impact.***

***Initiatives like Excellence in Cities, Education Action Zones and New Deal for Communities offer opportunities for imaginative approaches and we suggest the boundaries are pushed further to see how best to engage, motivate and raise attainment for some pupils in disadvantaged areas. There should be a development of services offered to pupils in areas at most disadvantage, perhaps initially in New Deal for Community Areas, which offered a range of models of more flexible schooling.***

***The PAT recognises the important part that study support can play in helping raise attainment. It wants those at most disadvantage to have the opportunity to benefit from a targeted expansion of funding for study support.***

### Recommendations

- ***The target should be for all those pupils in schools where there is 35% or more entitlement to free schools meals to have the opportunity of at least 3 hours of study support each week, including various activities over the weekend.***
- ***The development of a Tap-in programme for both primary and secondary schools offering individual programmes of study and support to pupils at risk of leaving or rejoining mainstream education whether because of***

<sup>9</sup> Out-of-School Hours Learning Activities – An evaluation of 50 pilot study support schemes ISBN 1841851620

*absence through truancy, exclusion or other long-term absence. It would also aim to support refugee children and classes with high pupil turnover. The programme would need to be linked to other funding streams, such as Special Educational Needs (SEN). The Tap-in programme would concentrate on addressing language and other core skills and make extensive use of ICT.*

- *Extended opening hours at some schools allowing pupils extensive access to study support-type activities, including enrichment activities, throughout the day. Individual programmes of study should be developed which intersperse traditional learning, including the full NC (but where necessary working within the current flexibility on disapplication), with other learning, leisure and sport activities such as work experience, visits, vocational study community activity etc. The programmes of study would also take into account the disrupted home life of some young people and recognise their other responsibilities – e.g. as carers. The flexible school day would be available to all pupils within the school – not just to those at danger of exclusion or disaffection.*
- **Action: DfEE, DETR, DCMS, LEAs, NDCs to consider recommendations alongside current initiatives and within the Y2000 spending review. Target: Review complete by April 2000: Rolling programme of implementation from 2001.**

## CO-LOCATION OF EDUCATION, HEALTH AND OTHER SOCIAL SERVICES AT SCHOOL LEVEL

### The Benefits and Barriers

34. A strong and consistent theme running through the Team's visits and consultations was the difficulties schools experience from the multiple disadvantage which is often experienced by pupils and families in deprived areas. Teaching and non-teaching staff often find that they spent disproportionate time trying to access social services, health services etc. before being able to tackle educational

underachievement. Their experience is often mirrored by health and social care professionals who can find it difficult to contact the appropriate teaching or administrative staff to discuss pupils' care in schools.

35. The concept of the 'Full Service' school emerged in the USA during the early 1980s. The idea was for schools to provide integrated health and social services as a means of helping families and individuals and raising educational achievement in disadvantaged areas. Almost all Full Service schools have programmes that address

quality education, for instance developing basic skills, improving parental involvement and team teaching, together with some provision of health and social services. An important feature of such schools in the USA is that the programmes and services they provide are often determined by the needs of the local community. This is achieved through broad-based collaboration of schools, public and private agencies, parents and other members of the community.

36. Common to all 'Full Service' schools in America is the effort to provide the type of prevention, treatment and support service which children, families and communities need to succeed. In all cases the aim is to break the culture of failure that disadvantages some schools and young people. 'Full Service' schools have made a positive impact in deprived areas including improved attainment, reductions in criminality and better relationships between schools, parents and the wider community.

37. In Scotland, through the New Community Schools, there have been moves to combine health, social care and education to provide a seamless service for pupils and their families. A visit was made to a **New Community School** in Scotland and we are grateful to the Director of Education in Aberdeenshire for attending a number of PAT 11 events. Outcomes from the seven Scottish pilots are expected to include:

- improved attendance rates
- increase in local employment for school leavers
- improved parenting skills
- better stay-on rates for post-16 education
- improvements in general health of pupils
- fewer exclusions
- fewer referrals to health and social services.

38. The early findings have proved positive with an increase in cross-agency working and an early perceived improvement in some pupils. Although these are early days the general feeling is that the pilot schools are having a positive impact. A number of issues have arisen, however, and need resolving:

- professional disputes about who should lead in specific areas;
- professional differences about salary differentials, status and terminology within the new teams;
- difficulties about areas being stigmatised because they are perceived as requiring 'special help'.

39. Full evaluation of the initiative will, over time, offer a clearer picture of the benefits of such an approach.



## The Way Forward

40. Recent legislation to encourage closer working between the NHS and Local Government offers the prospect of pooling funds and integrating provision at a local level. These important steps should be developed so that a real assessment can be made of the benefits of better cross-agency working – not for the professional but for the clients.

41. Locally agreed pilots should be run in England along the lines of the Scottish model of New Community Schools. The experiences in Scotland of the challenges of promoting multi-agency approaches may lead to a need to re-examine professional boundaries. In developing the pilots a number of issues will require resolution including:

- long term funding;
- giving the project time to work and be evaluated;
- initial training of key workers: professional training might include child and family support and developing the community dimension to their work;
- co-ordination of opening hours to provide access to a full range of services;
- resolving issues of salary differentials for similar work.

42. An essential element of the pilots should be the engagement of the voluntary sector in supporting and enhancing the services offered and in helping to build capacity to develop and deliver effective provision.

## EXTENDING SERVICES OFFERED ON THE SCHOOL SITE

### Summary

**The Scottish New Community Schools provide a helpful blueprint for the development of projects in England offering a One-Stop Family Support Centre. While the Scottish initiative has not yet been fully piloted, initial evidence is encouraging and providers of education, health and social services in England should consider further how this approach can be of benefit to students and families in disadvantaged areas in England. Full and rigorous evaluation should form an essential element of the initiative.**

## Recommendation

- **A network of locally agreed One Stop Family Support Centres should be established. Based on the Scottish New Community Schools and US Full Service Schools models, these will bring together social, educational and health professionals to provide an integrated service for pupils and their families on one site. They should also help develop positive approaches to emotional health within the school. Funding for the Centres should be shared by the relevant agencies. Full evaluation of the social, health and education benefits should be included as part of the programme. The Centres should dovetail with EiCs, Education Action Zones, Health Action Zones, Healthy Schools, Sure Start and Early Excellence Centres programmes. Space will be an issue for some schools and help may be needed with capital costs to adapt some premises.**

**Action: DfEE, DoH, DSS, local authorities to consider how the lessons learned from the Scottish pilots and the USA experience can be used to establish similar projects in England. Target: Consideration of successful elements of the Scottish and US models by September 2000: One-Stop Centres established from 2001. The option of funding should be considered as part of the Y2000 spending review.**

## SCHOOL-BUSINESS LINKS

### The Benefits and Barriers

43. School-business link activities can provide a focal point for wider community involvement in education. Activities and interactions can take a variety of shapes and forms, from mentoring and work experience to visits, curriculum support, teacher placements in industry and beyond. Suitable exposure to employed adults and the world of work can expand

young people's horizons, raise their expectations, show them the relevance of education and assist the Careers Service and careers education. There is strong evidence that activities related to work can attract back into learning some of those young people who are underperforming in the traditional classroom situation.

44. A recent survey<sup>10</sup> suggested that 48% of primary and 92% of secondary

<sup>10</sup> DfEE 'Survey of School Business Links' Issue 2/99

schools have a link of some kind with local business. Many projects initiated by businesses are specifically targeted on areas of need and/or disaffection. There is also growing recognition that mentoring in particular is a valuable activity for young people. Evaluation<sup>11</sup> of DfEE's 1998/99 mentoring awards programme, which provided support for 19 programmes, showed a number of positive benefits to young people, including:

- **Self-confidence:** a more positive outlook, a greater willingness to ask questions in class and increased confidence in making plans for the future;
- **Self-esteem:** increased feeling that people valued them and what they did and said;
- **Motivation:** increased ability to set targets;
- **Improved behaviour:** more co-operative, more inclined to concentrate in class and fewer exclusions;
- **Attendance:** improved school attendance and fewer later arrivals;
- **Horizons:** higher aspirations and a greater understanding of the

expectations of the outside world and the opportunities open to them;

- **Learning:** greater completion of coursework and homework achievement and gains in GCSE English and maths attainment.

45. The first evaluation of the 'Playing for Success' initiative, whereby Premier League and First Division football clubs host study support centres on their premises, has been very positive and has demonstrated that using football as an attraction has led to improvements in literacy, numeracy and IT standards. The DfEE, LEAs, football clubs and business have all worked together to make this initiative work.

### The Way Forward

46. All young people, especially those in areas of deprivation, should have opportunities to learn about the work environment as part of their formal education. On average, one in five young people has parents who are not employed and this figure is far higher in some neighbourhoods. For such young people direct experience of business and working adults during their school years can make the difference between an expectation of unemployment and the hope of working and a better quality of life. In some deprived

areas there are few opportunities for schools to engage with local business because they have withdrawn from the area. In such cases more needs to be done to link schools with the wider business community and public sector workers, including local authorities.

47. Schools that work closely with business and other external partners have found that the positive effects are not restricted to young people's learning and life skills but have an impact on standards of attainment. Schools too can benefit from the greater involvement of business people in their organisation.

48. Better planning and more focused provision at local level is necessary, especially where the work culture is weak and/or where there are few local businesses or schools lack the capacity to establish links with businesses. Working closely with the new Learning and Skills Councils, Excellence in Cities and other initiatives, local agents need to be resourced to draw up appropriate programmes to link schools and businesses. They must also ensure that activities are properly organised and evaluated and establish a firm connection between work experiences and the curriculum. Priorities for such delivery agents should include:

- proactively seeking businesses to work with particular schools;
- supporting the development of a range of mentoring schemes in schools. These should include teacher, pupil/peer, ethnic minority, business and community and further and higher education students acting as mentors to students (supporting and reinforcing the role of Learning Mentors in Excellence in Cities areas). They should also involve the mentoring of senior managers in schools by business leaders and teacher mentoring of National ~~????????????????~~ Teams?? (NQTs). The aim should be for the development of a mentoring culture in schools;
- reviewing the quality and usefulness of formal work-experience placements at Key Stage 4 and participation in work-experience exchange schemes where pupils have the opportunity to experience work and life in another part of the country;
- encouraging teacher placements in business which meet identified individual or school training/development needs or enhance the curriculum;
- promoting and extending existing school-business programmes which are specifically aimed at pupils at risk of disaffection and/or living in deprived areas;

<sup>11</sup> NFER []

- helping all schools to draw up a plan to engage businesses/working adults to give all pupils a range of experiences of work and working life which supports learning through the curriculum.

## BETTER SCHOOL-BUSINESS LINKS

### Summary

*Many schools and businesses have contact with one another, but activities and contributions are frequently ad hoc rather than part of a structured plan which forms an integral part of the school's provision. In areas of deprivation links can be harder to establish. All pupils, especially those in areas of considerable deprivation and high unemployment, need high-quality experiences of work and should come into contact with working adults other than their parents throughout their school years.*

### Recommendations

- *Nationally, the DfEE should build on the lessons of the 'Playing for Success' initiative to identify interests other than football which interest young people – e.g. other sports, fashion, pop music, motorbikes – and explore ways of engaging related businesses in helping young people to learn. Schools, community organisations and delivery agents should actively seek to identify anything of local interest which could also serve as a tool to learning.*
- *Schools and others should identify and use mentors more widely to expand pupils' horizons and prevent disaffection.*
- *Local delivery agents should be resourced to ensure that all pupils have high quality experiences of work and working adults appropriate to their age and to help schools to develop links with business and programmes of business experience.*
- *Schools and their local communities should pay particular attention to identifying ways in which businesses and employed individuals can interact with primary school children.*

- ***All existing and new activities should be monitored and evaluated to assess how effective they are in preventing or tackling disaffection.***

**Action: DfEE, EBPs, DTI, Treasury to consider the recommendations in this report as part of the review already underway. Target: Complete by April 2000. Implementation by September 2000.**

## PART THREE Greater involvement of the community in the school and the school in the community

### PROMOTING LEARNING OPPORTUNITIES

#### The Benefits and Barriers

49. Both schools and the community can gain considerably from encouraging school-community links and wider use of school premises. Support from parents and local community organisations can be a crucial factor in combating social exclusion and in improving pupils' attainment, motivation and expectations. This leads to higher standards and improved behaviour. Links with FE colleges can also help to keep young people motivated to learn and improve the chances of them going on to further education.

50. The use of school premises and facilities by a wide range of people, for example those with disabilities, and the opportunity to see adults undertaking a range of courses, can help to promote positive images of people irrespective of race, gender or disability. Making school premises available for mother tongue teaching and culture is one of a number of positive steps schools can take to forge stronger links with ethnic minority communities and build on curriculum activities.

51. In many locations, the school is the main, or even the only, place that can provide communities with sports and other facilities. Using the local school as a centre for adult learning, childcare facilities and for meetings helps to regenerate and strengthen communities.

52. Encouraging the use of school premises can also lead to improved security for the school site and reductions in vandalism and graffiti in the surrounding area. Collaboration between community agencies can provide the context for non-educationalists to make an effective contribution to activities such as work with vulnerable children and non-academic aspects of the curriculum. There are many examples of voluntary organisations, national and local, supporting schools in their drive to raise attainment and tackle disaffection.

53. Substantial numbers of schools are already playing an active and important role in community education. Many of these schools are motivated by the belief that:

- working with the community raises standards of pupil achievement;
- effective learning occurs when parents, families and the wider community are involved;

- children and young people benefit from adult role models who value learning;
- the community can make important contributions to the school curriculum;
- schools can contribute to community regeneration and cohesion;
- working with the community has benefits for everyone; and
- they should attempt to meet the needs of local people irrespective of age, gender, sexuality, race, background, level of ability, health and economic circumstances.

54. A community school is often characterised as a school which:

- works with a series of partners which it sees as having something to contribute to the education of the pupils and as being accessible and inclusive organisations;
- works towards creating communities of lifelong learners;
- contributes to strengthening communities by providing locations for lifelong learning, personal development and the pursuit of sporting, artistic and cultural opportunities; and

- serves the parents and families of pupils, local businesses and voluntary organisations and a whole variety of groups and individuals who live or work in the school's community.

55. The PAT work highlighted a number of issues which need to be addressed if more schools are to participate more fully in community education:

- Community activity is time-consuming and, particularly for those teaching in disadvantaged areas, can add significantly to workloads of heads, teachers, governors and support staff.
- While the support of school staff, especially the headteacher, is essential for the success of school-community links, it cannot be left to them alone. There is a real danger that without support, schools in disadvantaged areas do not access the significant additional money available to support the Government's lifelong learning initiatives.
- Too often, because of other pressures, schools are unable to be proactive in engaging the community, including parents. Schools need a route into the community, for example through outreach staff, to enable them to make



effective links and the best use of local community capacity.

- Schools need to reflect and serve the full and diverse range of pupils within them. Ethnic minorities are under-represented as both governors and chairs of governors. This imbalance needs to be addressed.
- Many schools undertaking community activity believe that this work is not valued by local authorities or national Government. More needs to be done to raise the profile of community work and recognise its value both to students and the local community.
- Many schools, particularly primary schools, do not have the infrastructure, either in terms of premises or facilities, to be able to play a full role in community activity.

56. It is important that schools are places where black culture and identity is recognised, validated and reflected both in the ethos of the school and in curriculum content. The Team was impressed by the work undertaken by many Supplementary and Mother Tongue Schools (SMTS) and a presentation was made to the PAT by the Resource Unit for Supplementary and Mother Tongue Schools. Working with mainstream schools and supporting activity in the classroom, while maintaining their distinctive contribution, effective and well run SMTS can do much to improve learning and cultural opportunities for ethnic minority

communities. The DfEE has already worked with the Resource Unit to produce good practice guidance. The Team believes that SMTS should be encouraged and recognised more explicitly for the work that they do. They are an important community resource and should be helped to flourish.

### The Way Forward

57. Under current legislation, the Government cannot enforce dual use of school premises, but it can and does encourage it. The School Standards and Framework Act 1998 places a duty upon governing bodies of schools about the community use of school premises. They must 'have regard to the desirability of those premises being made available for community use'. This is confirmed by the Code of Practice on LEA-School Relations which states, 'school premises are a resource not only for pupils, but also for the wider community'. Both authorities and governing bodies need to appreciate, in their dealings with each other, the role each has to play in promoting community use.

58. Building upon current practice, there is scope for many schools to make greater efforts to advertise the availability of their premises and to extend the range of users. Local education authorities, Chambers of Commerce, local companies and local community groups can all help. In particular, schools could consider establishing mutually beneficial arrangements with FE colleges, local

employers (who might be interested in forming crèches and/or using the facilities for their employees for both work and leisure purposes), small businesses which might be able to use the facilities for training and other training providers.

59. The growth and promulgation of community education and lifelong learning are levers with which to promote schools as a resource for the whole community. These recognise that all learning has value and that learning from hobbies and interests, including arts and sport, can be a valuable addition to more formal learning settings. In particular, such learning opportunities can unlock interest in other areas leading to

improved qualifications, employability skills and life chances.

60. A wealth of good practice and guidance material already exists. This is valuable and can assist schools in their work. However, many schools in the most disadvantaged areas need practical support and assistance if a real change in attitudes is to be achieved. A strong theme in the evidence presented to the Team was that those in most need could not access available funding streams because of time constraints and lack of community capacity. There was also a strong feeling that too much time was spent preparing bids, with no guarantee that these would be successful.

## EXTENDING LEARNING OPPORTUNITIES

### Summary

***New opportunities for funding community learning include the National Grid for Learning, the University for Industry, Adult Learning Centres, Capital Modernisation Fund, New Opportunities Fund, Community Champions, Neighbourhood Learning Fund etc. All these, and others, have the potential to help those in disadvantaged areas. It is important, however, to ensure that disadvantaged areas are able to access the available funding and have the premises and facilities to make the best use of the new opportunities. Too often a breakdown in community capacity means that those in most need benefit least from new money. In order to maximise the opportunities for learning for pupils and adults in disadvantaged areas the administrators of the various funding streams should work together to ensure that those in most need are able to benefit.***

***In some of the most disadvantaged schools, written guidance on engaging the community, including parents, and on raising ethnic minority achievement, using the school as a regenerator is not enough. More practical help is needed.***

The recommendations that follow build on the Excellence in Cities model of Learning Mentors and the Community Champions and Learning Centres. Some would be generally applicable, others are options.

### Recommendations

- Schools should have the support of paid Community Learning Champions (CLCs). The CLCs would be from within the community rather than being “parachuted in” and have an enabling and co-ordinating role – talking to parents and the wider community and encouraging them into the school. The CLCs would also seek to co-ordinate and mobilise voluntary activity. CLCs could come from a range of backgrounds and operate in a number of different settings, depending on the needs of the community. They might, for instance, be in a senior position in a school’s management team or they might operate separately but work closely with the school. Different people will be best placed in different areas. CLCs would work with local education providers to ensure that the best use is made of leisure and sport facilities, as well as of learning opportunities, in an area. They would also actively support schools in developing bids for funding. School governors might well play a role in identifying and linking with CLCs.
- An identifiable Neighbourhood Learning Centre (NLC) should be established in disadvantaged areas. These could be fixed or mobile but would provide a tangible learning facility in the community. The PAT recognises that such Centres are already being developed through the Excellence in Cities models and outreach work by some colleges. The aim is not to duplicate such activity but to target support on areas of disadvantage, where appropriate using schools, particularly primary schools, as the focus. Other venues, such as libraries and community halls, might also be appropriate. Wherever possible, the local library and leisure services should be involved if the NLC is based elsewhere. NLCs would offer resources and support for adult learners and study support opportunities for pupils. The Centres would need to work closely with schools and providers of adult education and may in some cases be a lead body to co-ordinate the activity of a range of organisations.

Action: DfEE, DCMS, DETR, LEAs to consider how CLCs and NLCs can be taken forward from within current initiatives such as the Neighbourhood Learning Fund and Community Champions. The Excellence in Cities initiative and EAZs might be a useful testing ground to develop and evaluate these ideas.

Target: Rolling programme from April 2001.

- Schools Plus Teams (SPTs) to be available to support schools facing most difficulty in developing the ‘Plus’ aspect of their school. The SPTs would offer practical help and guidance, where appropriate mobilising support from other agencies, including LEA advice and intervention teams, TECs, voluntary and other agencies. The Team would work with schools to identify together the particular areas in which they needed support – for example, raising ethnic minority achievement, increasing parental support, or stimulating community and/or business involvement – and would agree planned action and results. Once an action plan had been agreed with the school, the SPT would act as a conduit for additional resources, preferably from a cross-departmental pot, linking education, health and social services. The SPTs could be linked to the Beacon School Initiative.

Action: DfEE, DoH and LEAs to undertake further feasibility studies.

Target: SPTs established in 2001.

- There should be a new Community Education Fund. The fund would provide money to support and promote community education and parental involvement in their children’s education, including refurbishment of facilities such as parents’ rooms and community halls on school sites or at other suitable local venues. The Fund should encourage partnership working between schools – especially primary schools – and community groups to share best practice and ensure the most cost-effective use of facilities and resources.

Action: DfEE, DCMS and LEAs to consider the establishment of a community education fund to support schools in disadvantaged areas to develop their community ethos. The option of funding to be considered as part of the Y2000 spending review. Target: Community start schools.

- The DfEE should consider how the existing capital regimes can be adapted to ensure that parent and community facilities at schools can be included in capital bids. It should also consider whether removal of surplus places at some schools might be replaced by the provision of community education. Consideration should be given to how parents and the wider community can be consulted about schools’ capital proposals.

Action: DfEE should begin review immediately. Target: Review completed September 2000. New flexibilities available April 2001.



- *The DfEE, working with others, should ensure that funding is available to promote Supplementary and Mother Tongue Schools to assist them in providing a quality experience for young people from ethnic minority communities which supports learning at school. Government should also ensure that SMTS are eligible to bid for all relevant funding from other Government sources and monitor activity to ensure that a reasonable proportion of bids are successful.*

Action: DfEE, LEAs, SMTS to consider how this recommendation can best be resourced and evaluated. Target: Funding of SMTS from April 2001.

- *The DfEE Circular 9/99 offered guidance on the organisation of school places. To supplement this guidance Cross-departmental mechanisms should be established to look at national and local proposals affecting local facilities. Protocols should also be established to ensure that best use is made of available facilities, that new services are jointly placed and that services are not withdrawn from disadvantaged areas without full consultation on how this would affect the neighbourhood. There should also be full recognition of the wider community impact arising from school reorganisation proposals.*

Action: Government departments with an interest, including Government Offices. Consultation to be undertaken immediately to establish cross-departmental mechanisms. Target: Immediate.

## RECOGNISING SUCCESS

### Summary

*Many schools in disadvantaged areas already have excellent links with the local community which enhance pupil attainment and can help regenerate areas. Some believe, however, that such activity needs to be better resourced and more highly valued by local and central Government.*

## Recommendations

- *Specialist Community College status to recognise schools which are working closely with their communities to raise standards. This would act as a gold standard for schools that have excellent community relations, parent outreach, study support activities, anti-drugs, anti-racism and bullying policies as well as improving learning standards – perhaps as part of the Specialist Schools programme – with such colleges attracting additional resources. Schools in the most disadvantaged areas often have most difficulty in attracting business and other funding. Care would need to be taken that any demands for private finance were not beyond the scope of such schools.*
- *A Community College Network should be developed to spread good practice and act as a sounding board for policy developments.*

Action: DfEE and LEAs to consider how specialist ‘Community College’ status can operate. Consideration to be given to doing this within the current specialist schools programme or by other means. DfEE to work with the Community Education Development Centre to build on their network of community schools. Target: Specialist Community College Status from April 2001. National Network established September 2001.

- *Initial Teacher Training should ensure that the advice in Circular 4/98 which recognises that learning takes place both inside and outside of school is fully integrated into courses, particularly in relation to the benefits of family, community and study support activity in helping raise attainment. All initial teacher training should include experiences of working in disadvantaged areas.*

Action: DfEE, TTA, Ofsted. Target: Immediate.

- *Enhanced recognition for all those working in schools in multiply-deprived and multi-cultural areas building on proposals set out in the Teachers Green Paper. There is also a key area of training for Learning Mentors and Youth Service Support workers to ensure they have the necessary skills to raise aspirations and deal effectively with the complex barriers to learning that are prevalent in many disadvantaged areas.*

Action: DfEE, TTA, LEAs. Target: Immediate.

- ***A Partnership with the Community award for schools should be introduced. Based on the Investors in People principle, the award would be available to any school, primary, special or secondary which met the required standard. The award should be transparent and should be structured not only to encourage excellence, but also to recognise schools that are striving to achieve and those just setting out on a community partnership path. Performance tables should indicate which schools hold the award. The award should build on the model offered by the School Curriculum Award (SCA).***

**Action:** DfEE, DoH, LEAs to work with the SCA to develop a nationally recognised award which promotes community education linked to the raising standards agenda. **Target:** National Award available from September 2001.

- ***An expert panel should be established to look at the development of training for those working in multiply-deprived areas across services to ensure that common interest and overlaps are properly covered. The panel should also encourage teacher exchanges and secondments between schools in deprived areas and their relatively affluent neighbours (including those in the independent sector).***

**Action:** DfEE, TTA, DoH to review effectiveness of current procedures and undertake a feasibility study on the establishment and likely effectiveness of an 'Expert Panel'. **Target:** Review complete by April 2000. 'Expert Panel' established in September 2000.

- ***Ofsted already reports on schools' partnership with parents and links with the community. The new framework for inspection of schools to be applied from January 2000 calls for more explicit reporting of study support. Ofsted is currently reviewing inspection evidence for examples of good practice in study support. It should also consider how examples of community links can best be highlighted through inspections, both of schools and local authorities. The fact that schools can ask for particular features, such as designation as a community school, to be covered in depth in an inspection, provides an opportunity to do so.***

**Action:** Ofsted. **Target:** Immediate.

## REACHING OUT TO PARENTS

### The Benefits and Barriers

61. There is clear evidence (see Annex 4) that parental involvement in children's education produces positive effects on attainment, especially in literacy and numeracy in the primary years. There is particular evidence in the field of special educational needs where relationships between school and parents are more formal. More generally, parent partnerships are effective because of the messages parents receive about being valued and appreciated. However, research also suggests that schools experience difficulties in managing these partnerships alongside other priorities and that some parents can feel marginalised. There are also concerns that some parents have acted as individual consumers at the expense of wider community interest.

62. Many parents in disadvantaged circumstances are passionate about their children's education and see it as a way out of poverty. For a range of reasons, including bad experiences of their own school days, lack of confidence, lack of transport, home, care and employment responsibilities and language and cultural barriers, some parents are not as fully engaged as they, or their children's schools, would like them to be.

63. Central and local Government need to offer more support to schools which struggle to engage parents. Many of the

recommendations made in the previous section of this report, particularly those in relation to the interaction between schools and the wider community, will encourage and promote parental involvement in children's learning.

### The Way Forward

64. An important factor in a school's ability to engage parents and the local community is to reflect within its organisation the cultural diversity of the population it serves. The chapter in this report on 'Raising Ethnic Minority Achievement' has a series of recommendations seeking to use monitoring, evaluation and target setting to raise ethnic minority achievement. This includes establishing baseline figures to see whether attendance at parents' evenings reflects the make-up of schools' pupil population. It also includes increasing the number of ethnic minority students entering initial teacher training, increasing the percentage of ethnic minority governors and chairs of governors and increasing the number of ethnic minority classroom assistants etc.

65. Various good practice options can encourage parents to participate in school life and overcome many of the barriers. Schools are therefore encouraged to:

- send home useful information that is easy to read;
- make parents feel welcome and valued;
- if possible, have a parents' room available;

- talk positively and constructively to parents;
- contact parents individually to discuss the best ways of helping their children's education;
- hold meetings to explain what is being taught and how parents might contribute;
- invite parents to come to the school at times convenient to them;
- run adult classes and make leisure and sports facilities available to the local community as a way of breaking down barriers; and
- carry out home visits and make phone calls to parents.

66. Where parents speak English as a second language particular strategies are required:

- translate correspondence and information about the school into the main community languages;
- liaise with local places of worship and community radio stations to advertise what the school is doing;

- when parents visit, ensure that core staff are able to translate key notices;
- visit local ethnic minority groups to forge links and tackle any problems;
- hold multi-cultural days and evenings;
- encourage heritage clubs;
- organise language support classes for parents.

67. It is recognised that some schools are implementing many or all of these ideas but still have difficulties in engaging parents. Outreach work, in relation to both children's and adult education can help to break down barriers and encourage parents into school and to participate in their children's learning. Particularly impressive are the family learning and support activities which some schools are undertaking and which the PAT would like to see developed further. The earlier recommendations in relation to Community Learning Champions, Neighbourhood Learning Centres, Community Education Fund and Schools Plus Teams should offer schools facing particular difficulty in engaging parents a route into the community.

## EXTENDING AND IMPROVING SCHOOLS' LINKS WITH PARENTS

### Summary

**Implementing strategies to engage parents can be time-consuming and costly. But the benefits of links with parents can be crucial in raising attainment in disadvantaged areas. Teachers need more support and recognition in order to gain the most from parental involvement. A number of the recommendations in the earlier section of this report will address some of the issues raised. More imaginative approaches to parental involvement need to be developed.**

## Recommendations

- **More imaginative ways should be developed to engage parents, particularly those from ethnic minority communities. The Team has seen good examples of the use of ICT and parents' days. Other options might be free transport to school ?????? and greater emphasis on outreach work. More needs to be done to encourage fathers to play a part in their children's education. The Schools Plus Manual will offer further examples and good practice.**

**Action: DfEE and schools. Target: Schools Plus Manual should be published early in 2000.**

- **Government should actively spread existing family learning and family support activity to a much larger number of schools.**

**Action: DfEE and schools. Target: Consider as part of Y2000 spending review. Rolling programme from April 2001.**

## INVOLVING YOUNG PEOPLE

### The Benefits and Barriers

68. As the Social Exclusion Unit's report 'Bringing Britain together' recognised, 'solutions' to the problems of disadvantaged areas have in the ?????? been imposed by central and local government without the involvement or ownership of local people. This is particularly true of young people. It is increasingly recognised that the involvement of young people in their community carries many advantages:

- it informs the planning and implementation of policies;
- it increases the sense of involvement and ownership of local people in decisions affecting their community, and consequently reduces the potential for alienation and its consequences; and

- it results in services being more responsive to the needs of individual groups, such as those from ethnic minorities or with special needs.

69. Schools can help young people to become involved in their communities in two main ways. First, by introducing strategies for consulting and involving young people about school life. Secondly, schools can develop initiatives for encouraging greater involvement of young people in the wider community, thus contributing to the health of the communities and developing the abilities and potential of their pupils.

70. Strategies for increasing the involvement of young people in the life of schools have been seen to bring significant benefits, such as:

- a greater sense of commitment to the school and to their education;



- a reduction in disruption and non-attendance;
- improved educational attainment;
- an increased readiness to become constructively involved in the wider community.

71. The Schools Council UK organisation undertook a study of ten schools with declining levels of exclusion in order to explore the contribution of participatory structures such as Schools Councils in this process. Schools Councils were reported to help in reducing exclusions through peer control and support, codes of conduct and by conveying to parents and pupils that pupils were listened to and respected.

72. Many schools in disadvantaged areas already have well-established procedures and policies for consulting pupils, which contribute to their success. Many have discovered that the initial investments of time are well rewarded. Others do not consult pupils and it is not easy to develop mechanisms for doing so. Some schools may need advice, support and training to help them to change what might be well-developed and long-standing attitudes. In particular, few schools have developed a comprehensive system that links the processes of community involvement with the processes of involvement within the life

of the school itself. It is not enough to leave it all to schools: the DfEE and LEAs in particular have a crucial role to play.

### The Way Forward

73. We are encouraged that a recent report titled *The Real Deal: What young people really think about government, politics and social exclusion*<sup>12</sup> made four recommendations in relation to youth policy which support our findings:

- education for practical citizenship should be an important part of the school curriculum;
- politicians should find more effective and appropriate ways of communicating with young people so that they can be a part of the decision-making process;
- young people need the opportunity to participate directly in debate and decision-making over issues which matter to them;
- local forums for young people's participation should be supported and linked to formal consultation processes for local government and other public agencies.

74. Different approaches will be required in different areas and for different age groups. However there are some positive steps which are generally possible.

## EFFECTIVELY ENGAGING YOUNG PEOPLE

### Summary

**Young people are the clients of the education system. If young people are to be effectively engaged in their own education and in active citizenship an accessible forum for dialogue and debate is needed. Young people also need recognition for the work they do beyond the school gates.**

### Recommendations

- **Upgrading the DfEE Website to introduce an interactive page for young people to comment on issues affecting them. This could be used as a means of consulting young people about education and other issues. Additionally, create a new website aimed specifically at consulting young people. Young Citizens' Forums should be developed for both primary and secondary students, co-led by young people and in partnership with key adult-decision makers. The forums would work to improve the interface between school and community and be built into the infrastructure of local government and other agencies, both locally and nationally. The infrastructure for Schools Councils should be strengthened and developed. They should be linked at regional and national level to offer a facility for consultation with young people on local and national issues. Their usefulness should be evaluated by young people working to an agreed national standard.**
- **Kitemarking should also be considered for some pupil community activity. Good practice guidance should also be considered.**

**Action: DfEE, TTA, LEAs and schools should undertake further work to see how these proposals can most effectively be implemented. Target: Review complete September 2000. Implementation from April 2001.**

- **Many schools already undertake self-evaluation and some seek the views of the school's pupils at both primary and secondary level as part of the process. In the first instance tests should be carried out in a number of disadvantaged areas to assess the practicality and usefulness of pupils' contribution to a school's self-evaluation. The Study Support Codes of Practice<sup>13</sup> offer guidance on pupils' participation in evaluating study support activity.**

**Action: DfEE, LEAs and schools. Target: Immediate.**

<sup>12</sup> The Real Deal consultation undertaken by a partnership of agencies with funding from the Camelot Foundation. Partners included Centrepoint, Save the Children, DEMOS, pilotlight and NCVO. ISBN 898309 83 3

<sup>13</sup> See footnote 6.

## RAISING ETHNIC MINORITY ACHIEVEMENT

75. The continuing under-attainment of certain ethnic groups needs to be addressed. Until the full computerisation of individual pupil data in 2002, it is not possible to know what each racial group is achieving. However, surveys, including the Youth Cohort Survey, indicate that although there has been widespread improvement in average GCSE performance, not all pupils have shared equally in this trend. This is especially apparent among pupils of black, Pakistani and Bangladeshi origin. There are many complex factors that affect differential attainment. Research evidence indicates that ethnic minority pupils come from backgrounds where they experience disproportionately higher rates of deprivation and unemployment. Social class and lack of fluency in English also play a part<sup>14</sup>.

76. A recent Ofsted report<sup>15</sup> indicated that to raise the attainment of ethnic minority pupils schools need to challenge their under-performance. A good school, with strong leadership and tracking systems will benefit all pupils, regardless of ethnic origin. However few schools use ethnic monitoring to track attainment and raise

standards. Where this is in place, schools are able to focus their strategies and monitor progress. 'Successful' schools have responded to underachievement with strategies for preventing exclusion. These include reviewing and strengthening their relationships with students, parents and the community, encouraging high expectations of both teachers and students and enriching the curriculum so that it is culturally inclusive for all pupils.

77. Addressing ethnic minority underachievement requires a whole-school approach. Case studies have highlighted the positive potential of school-based change on ethnic minority achievement. Effective schools involve teachers, pupils and the local community in re-evaluating the school ethos. Equality, anti-bullying and racial harassment policies can also make a difference<sup>16</sup>. Good practice guidance helps but a more proactive approach is required and schools should be offered the direct additional support of individuals – who are experienced and successful in raising the attainment of ethnic minority pupils (see earlier recommendation on Schools Plus Teams and supplementary and mother tongue teaching).

78. Targeted approaches under the National Numeracy and Literacy Projects have shown progress among pupils from all ethnic groups, with no significant differences in progress between ethnic groups.<sup>17</sup> In the case of the National Literacy project, greatest progress was made by pupils with very little experience of English.<sup>18</sup>

79. The PAT was particularly impressed by a presentation made by Cheryle Berry at PAT 11's Awayday in May 1999. The results of the intensive interventions made when she was headteacher at the High Storrs School, Sheffield improved the results of pupils from ethnic minority communities considerably. The Schools Plus Manual will offer further examples.

## RAISING ETHNIC MINORITY ACHIEVEMENT

### Summary

***Some ethnic minority groups under-attain. Targeted approaches to address this under-attainment have proved effective and the PAT would like to see these approaches extended. The recommendations in this section build specifically on the earlier recommendations in relation to supplementary and mother tongue schools and Schools Plus Teams but also on the general thrust of the whole report to engage the community in the school and the school in the community.***

### Recommendations

***In addition to the earlier recommendations in relation to Schools Plus Teams and supplementary and mother tongue teaching the PAT recommends:***

- An expanded programme of mentoring for pupils from ethnic minority backgrounds is established, offering qualifications through accreditation for mentors taking part in the programme.***

**Action: DfEE, National Mentoring Network, other voluntary agencies.**

**Target: Relevant agencies to consider proposal in 2000 and implement as soon as possible afterwards.**

<sup>14</sup> Research on Achievements of Ethnic minority Pupils, D Gillborn and C Gipps, 1996

<sup>15</sup> 'Raising the Attainment of Ethnic Minority Pupils', Ofsted 1999

<sup>16</sup> 'Making the Difference' Teaching and Learning in Successful Multi-Ethnic Schools – Maude Blair and Jill Bourne – Open University/DfEE research report RR59, July 1998

<sup>17</sup> DfEE Standards and Effectiveness Unit ' National Numeracy Project: progress report 1996-1998'.

<sup>18</sup> Sainsbury, M. et al. 'Evaluation of the National Literacy Project', summary report, NFER, 1998.

**Further work should also be undertaken to monitor, evaluate and set targets to:**

- **increase the number of ethnic minority students entering initial teacher training;**
- **increase the number of ethnic minority classroom assistants;**
- **increase the percentage of ethnic minority pupils from under-achieving groups reaching national expectations at the end of key stage 2 and key stage 4;**
- **reduce black exclusions;**
- **monitor attainment in each area of policy aimed at removing undue variation in academic achievement between racial groups; and**
- **increase the percentage of ethnic minority governors and chairs of governors.**

**Baseline figures should also be established to see whether:**

- **attendance at parents' evenings reflects the ethnic make up of schools' pupil population; and**
- **pupils attending study support activities reflect the ethnic background in schools, both in terms of number and types of courses attended.**

**Action: DfEE, LEAs, DCMS, LEAs and schools. Target: Ongoing.**

### **Recommendations**

- **LEAs should be encouraged to make full use of funding flexibilities to ensure that funding for schools in multiply-deprived areas reflects their relative needs.**
- **Schools taking pupils outside the normal year of intake who need high levels of support should get immediate additional funding in recognition of the additional demands this imposes on a school.**
- **That there is a general review of funding for schools, including grant regimes such as the Standards Fund, where 35% or more of pupils are entitled to free school meals to ensure that they have sufficient resources and that these are productively used.**

**Action: DfEE, Ofsted, DETR, LEAs and schools. Target: Review to be considered as part of Y2000 spending review.**

## **RESOURCES**

80. While none of the issues were 'just about money', the Team felt it must acknowledge a strong feeling amongst schools in multiply-deprived areas that current relative funding does not recognise the scale of the difficulties they face compared to other schools. The issues are more acute where schools are under-subscribed and may have a declining funding base or a deficit. These add to the pressure of working in such circumstances and can undermine the morale of teachers and pupils.

81. While not directly part of the remit, therefore, the PAT felt there should be a review of the relative funding for schools in deprived areas to raise confidence that existing funding mechanisms fully recognised the greater challenge such schools face. The review should consider in particular whether schools received reasonable additional funding when they accepted pupils outside the normal admission round.



## ANNEX 1 The scale and costs of underachievement

### THE SCALE OF UNDERACHIEVEMENT

1. Not all children have an equal chance to achieve their potential at school. Growing up in a family with financial difficulties is closely correlated with poor school attendance, poor literacy, poor numeracy and low qualifications<sup>19</sup>. Inadequate adult interest and involvement in children's development coupled with a lack of opportunities to learn at home lead to low expectations and lay the foundation for failure or underachievement in too many instances.

2. The scale of underachievement is high, although improvements are being made. For 16-year-olds, the GCSE results in 1999 showed that:

- 6.1% (35,000) did not obtain any GCSE grades A – G
- 9.7% (56,000) did not obtain English GCSE grades A – G
- 11.2% (65,000) did not obtain mathematics GCSE grade A – G
- 7.9% (46,000) did not obtain GCSE grades A – G in either English or mathematics

3. The Keystage 2 tests in 1999 showed the percentage of 11-year-olds at level 3 and below as:

- English 27.5% (173,000)
- mathematics 28.9% (182,000)
- science 19.2% (120,000)

4. For the purpose of this paper we defined disadvantaged schools as schools where entitlement to free school meals exceeds 35% (approximately twice the national average) which means about 500 secondary and 3,000 primary schools in England. In 18 LEAs 35% or more of their pupils are known to be eligible for free school meals. All of the LEAs where high proportions (defined as a third or more) of their schools are 'disadvantaged' are urban LEAs. Most LEAs with high proportions of 'disadvantaged' primary schools also have high proportions of 'disadvantaged' secondary schools. There are, therefore, concentrations of disadvantage, as well as pockets of disadvantage which may be less visible because of wider affluence.

5. For pupils in schools with high levels of disadvantage<sup>20</sup> the underachievement is

even more acute than the picture nationwide. In 1999:

- around 24% of students in disadvantaged schools gained 5+ GCSE A – Cs against the national average of 46%;
- 8.6% leave school with no GCSE grade A – G against the national average of 4.3%;
- at KS2 maths 54% of students in disadvantaged schools reached level 4 against the national average of 69%;
- at KS2 English 54% of pupils in disadvantaged areas reach level 4 against the national average of 70%;
- students in the most deprived<sup>21</sup> areas are most likely to be studying for level 1 qualifications and least likely to be studying for higher (level 3 and above) qualifications;
- more than twice as many nursery/primary and more than five times as many secondary schools are in special measures in deprived areas.

6. The long-term underachievement at school has had a knock-on effect for adults in the workforce:

- seven million adults in this country have no qualifications;
- about eight million people have qualifications no higher than NVQ level 2;
- the UK lags behind France, Germany, the USA and Singapore in the proportion of our workforce qualified to NVQ level 3.

7. The results of poor basic skills are clear:

- only half of adults with poor literacy skills have a job compared with four out of five of adults with the best literacy skills;
- in the late 1970's, people who stayed on at school beyond 16 had earnings on average 40% higher than those who had left school at 16. By 1990 this had increased to 60%.

### THE COSTS OF UNDERACHIEVEMENT

8. There is now clear evidence of a chain linking childhood poverty to teenage parenthood, reduced rates of staying on at school at 16, increased chances of contact with the police and higher risks of low wages and unemployment<sup>22</sup>. The costs of

<sup>19</sup> "Tackling Poverty and Extending Opportunity", HM Treasury, March 1999

<sup>20</sup> Defined here as schools with pupil entitlement to free school meals at 35% +

<sup>21</sup> Most deprived local authority districts according to the 1998 Index of Local Deprivation

<sup>22</sup> DSS, 1999

educational underachievement are huge, not just in terms of lost opportunity, unfulfilled potential for the individual and reduced quality of life, crucial though these are, but also in the long term financial costs to the economy and society generally. Costs include the direct financial cost of combating underachievement and disaffection, including crime and payment of benefits.

9. Exclusion from school, truancy and underachievement can be the first step on the path to long-term disaffection and exclusion from society generally. Many studies have made the links between educational underachievement and crime:

- 42%<sup>23</sup> of young offenders sentenced in courts had been excluded from school. A further 23% were significantly truanting;
- a Basic Skills Agency Study<sup>24</sup> in Shropshire found that of 500 convicted offenders in Shropshire 64% said they were habitual truants;
- Home Office research suggests that truants were more than three times more likely to commit crime than non-truants;
- one study<sup>25</sup> found that 78% of males and 53% of females who truanted once a week or more committed offences;

- a 1994 study indicated that one in two prison inmates had serious difficulties with literacy (compared with one in six of the general population).

10. A review of research<sup>26</sup> into the relationship between schools and crime concluded:

“Research findings on the relationship between failure at school and delinquency are however relatively conclusive. Pupils who fail at school are more likely to become involved in delinquent activities than those who succeed...it would appear that truancy and disruption are not only related to academic failure (and through this to delinquency) but may also constitute an important element in the development of delinquent careers in their own right. There are processes in school which, albeit inadvertently, categorise certain pupils as deviants, inadequate and failures, and this in turn increases the risk of such pupils drifting into delinquent activities and ultimately delinquent careers. This risk would certainly seem to be exacerbated for those pupils who have attracted the formal application of a suspension”.

11. The 1998 average unit cost of educating a secondary aged pupil in

England at a mainstream school was around £2,400 and at primary school the cost was around £1,700. The direct costs of educating pupils with whom the mainstream sector cannot cope are much higher:

- a place in a pupil referral unit costs around £10,000. At present this is about 8,500 pupils per year. **£85 million per annum;**
- the average cost of sending a child with emotional and behavioural difficulties (EBD) to a residential school is about £40,000. A place at an EBD day school costs on average about £18,000. There are around 2,500 pupils at EBD residential schools and 600 – 700 at day schools. In total, expenditure is over **£100 million per annum.**

12. Where pupils move from poor behaviour, truancy and exclusion to disaffection and social exclusion, there are additional and ongoing long-term costs:

#### **Community sentencing: costs and numbers for young people**

- a supervision order (10 – 17 year olds) £200 per month. 12,400 orders. **£30 million per annum**
- an attendance order (10 – 17 year olds) £181 per order (usually 12 hours). 8,500 orders. **£1.5 million per annum**

- a probation order. £1,710. 3,000 orders. **£5 million per annum**
- community service £1,500. 4,000 orders. **£6 million per annum**
- combination orders £2,790. 1,800 orders. **£5 million per annum**

13. Where young people progress through the criminal justice system and commit more serious crimes the direct costs of offending become even greater:

- detention in a Young Offenders Institution (available for 15 – 17 year olds) £26,000. 6,500 detained. **£169 million per annum;**
- local authority secure accommodation costs £32,400 per place per year;
- Secure Training Order (detention in a Secure Training Centre) is available for 12 – 14 year olds. The average costs of detention in an STC per place per year is £126,000. 260 orders. **£32 million per annum.**

14. These costs only take account of detention and enforcement and make no provision for the huge costs of processing court cases through the criminal justice system, including legal aid. There are also the costs to business and commerce of crime and vandalism and the social costs in terms of poor or reduced quality of life for the wider community, including fear of crime. Additional financial costs include benefit payments and other social service and health costs, as well as lost tax

<sup>23</sup> Audit Commission, ‘Misspent Youth’

<sup>24</sup> Basic Skills Agency, ‘Basic Skills and Young Offenders’

<sup>25</sup> Graham and Bowling, Home Office Research Study 145

<sup>26</sup> J Graham, Schools, Disruptive Behaviour and Delinquency, Home Office Research Study No 96, 1988.

revenue. In all youth crime costs public services about **£1 billion a year**<sup>27</sup>.

15. Keeping pupils at risk of underachievement within the mainstream school sector does, therefore, have the potential for huge savings. While it would, of course, be absurd to suggest that all those who underachieve go on to be disaffected and commit crime, or that all those who commit crime underachieved at school, research shows there is a correlation too clear to ignore. Equally, evidence suggests that those who attend school regularly, gain qualifications and go on to further education are less likely to commit crime. Improved academic performance by those at risk of social exclusion as well as the potential for financial savings will also offer a better quality of life for the individuals concerned and society generally and better economic performance nationally.

## FUNDING FOR DISADVANTAGE

### Funding LEAs and Schools

16. The Education Standard Spending Assessment<sup>28</sup> (SSA) already takes account of disadvantage in the allocation of funds to local authorities. The first factor is the

Additional Educational Needs which is allocated on the basis of three factors:

- Lone Parents
- Income Support
- Ethnicity

17. The Education SSA is built up from five sub-blocks: nursery, primary, secondary, 16+ and other. Additional Educational Needs accounts for about 15.7% of the Education SSA for both the primary and secondary sub-blocks in 1998-99 and 1999-2000.

18. The SSA also delivers funding in the nursery, primary and secondary sub-blocks depending on the numbers of children entitled to free school meals.

19. The SSA system identifies blocks of money for different ages of pupil and delivers more money to LEAs with more disadvantaged pupils. However, it is up to individual LEAs to decide precisely how they allocate this funding, both between primary and secondary pupils, and between disadvantaged and advantaged pupils. This, coupled with LEAs' ability to spend above or below SSA, can and does result in significant variations in funding for schools

in similarly deprived areas across the country.

20. An analysis<sup>29</sup> of local authority financial returns suggests that the number of authorities using social deprivation (SD) factors to allocate funds to schools has increased over the past three years from 42 in 1996-97 to 61 in 1998-99. The main indicator used to allocate funds on SD was entitlement to free school meals. Looking at the averages across the different types of authority for 1998-99 there is considerable variation, but the overall pattern is similar to the earlier two years. A number of authorities also use free school meals as a proxy indicator for special educational needs and allocate additional funds accordingly.

### Some of the other initiatives

21. Strategies, such as the numeracy and literacy strategies, which will see funding of over £500 million over three years, while not specifically targeted at underachievers, will help and support those at disadvantage who have furthest to travel in raising attainment.

22. The Government has also introduced a number of specific initiatives to tackle underachievement in disadvantaged areas. Spending is generally already skewed towards deprived areas. Most of the 1999-2000 Standards Fund Programme of grants

is either allocated through fairly simple formulae or through bidding against set criteria. The formulae do not generally include weighting for social deprivation factors. For some grants subject to bidding, greater need might be demonstrated from areas which have higher social deprivation. These include:

- Social Inclusion – providing £57 million to support national targets to reduce exclusion and truancy by one-third by 2002;
- Family Literacy – £5 million to raise literacy standards amongst underachieving parents and their children. This grant is allocated by a combination of bid and formula. The formula includes free school meal numbers;
- Family Numeracy – £1 million to raise numeracy standards amongst underachieving parents and their children;
- Crime Reduction – £12 million from the Crime Reduction Programme to test the effectiveness of reducing truancy, bullying and exclusions as a way of reducing crime.

23. Other grants in the programme deal with particular issues that may be more prevalent in some deprived areas, including pockets of deprivation in LEAs that may

<sup>27</sup> "Misspent Youth", Audit Commission, 1996

<sup>28</sup> A SSA is the amount used by the Department of the Environment Transport and the Regions to calculate its support for Local Authorities. There are SSAs for Social Services, Police, Fire, and Roads as well as Education. Each authority then decides whether its education budget will be above or below its education SSA, although most spend above SSA.

<sup>29</sup> Analysis undertaken from part 3 of LEAs' section 42 and 122 returns for the years 1996-7 to 1998-9.

generally not be considered deprived, for instance:

- schools causing concern, including weak and failing schools – 20% of the £252 million School Improvement grant is targeted by LEAs at these schools;
- Ethnic Minority Pupil Achievement – £139 million to help provide equality of opportunity for all ethnic pupil groups at risk of underachieving and where English is an additional language (EAL);
- Education of Travellers and Displaced Persons – £13.6 million to improve access to education, attendance and satisfactory achievement for traveller and displaced children;
- SEN – £35 million to improve education of children with special educational needs and encourage partnership between parents, schools, LEAs and voluntary bodies;
- Drug Prevention – £7.5 million to deliver effective education about drugs, including tobacco and alcohol, and to reduce the number of drug-related exclusions.

24. The Excellence in Cities programme (EiC) is designed to address the education problems of major cities. The initiative focuses on a range of policies designed to raise school standards in six conurbations: Inner London; Birmingham; Manchester/Salford; Liverpool/Knowsley; Leeds; Bradford and Sheffield/Rotherham.

25. The key elements of EiC are:

- access to full time Learning Mentors for pupils who need them in schools in the EiC areas. Their role will be to tackle barriers to learning wherever they arise (in school or beyond). This initiative began in September 1999;
- a network of school based learning centres, usually based in specialist schools, to act as centres of excellence. These will provide state-of-the-art ICT-based learning opportunities for pupils at the host school, for pupils at a network of surrounding schools and for the wider community. The first 30 are to be in place by September 2000;
- Learning Support Units to tackle disruption, which will be shared between schools, and where pupils with problems can be taught until they are ready to return to the classroom;
- measures to promote better teaching, leadership and governorship in inner cities, through better recruitment, training and retention. This includes a one-stop shop to recruit and place governors with skills and vision in inner city schools;
- new smaller Education Action Zones to tackle small clusters of failure;
- extended opportunities for gifted and talented pupils in inner cities through in-school programmes and extension

activities beyond schools (e.g. in learning centres, through University Summer Schools). This began roll out from September 1999;

- a radical expansion of the number of specialist and beacon schools nationally with a particular focus on those serving inner city areas.

26. Most of the programmes in EiC are funded at 100% with £350 million spread over three years to underpin this initiative. This includes some funding for national programmes (such as the provision of Beacon schools) which go beyond the six target areas.

27. Other programmes are also tackling underachievement in deprived areas. The £450 million Sure Start programme is ensuring a better start for young children. The Single Regeneration Budget is the main regeneration programme underway and is worth nearly £4.5 billion. It is targeted at areas of disadvantage. It is estimated that about 90% of SRB schemes include an education element.

## HEALTHY SCHOOLS PROGRAMME

28. *Saving Lives: Our Healthier Nation* states that people with low levels of educational achievement are more likely to have poor health as adults. So, by improving education for all we will tackle one of the main causes of inequality in

health. This was borne out by the Independent Inquiry into Inequalities in Health (Acheson Report). The *Excellence in Schools*<sup>30</sup> White Paper set out the Government's intention for all schools to be healthy schools.

29. The Healthy Schools Programme promotes a vision of a healthy school as one where good health and social behaviour underpin effective learning and academic achievement which in turn promotes long-term health gains. £4 million has been made available to support the national programme for the current year, chiefly funding local education and health partnerships. This total will be substantially expanded – we are waiting for final agreement on the Public Health Development Fund – before a further joint Ministerial announcement.

30. The Healthy School Standard (launched on 6 October 1999) provides support for local programmes, accreditation for local education and health partnerships and the basis for individual schools participating in the programme. The Standard will be a key vehicle for delivering the PSHE and Citizenship aspects of the revised National Curriculum.

31. The key themes of the Standard are: local and school priorities, PSHE, Citizenship, drug education (including

<sup>30</sup> HMSO CM 3681.



alcohol and tobacco), emotional health and well-being (including bullying), healthy eating, physical activity, safety and sex and relationships education.

32. These themes are reflected in other Healthy Schools Programme projects, such as Cooking for Kids, which promotes nutrition, healthy eating and cooking skills at events that take place in the schools holidays, and Safe Travel to Schools which deals with safety, environment and physical activity issues.

33. A number of other new initiatives are being developed such as Community Champions and the Neighbourhood Support Fund.

## THE COST OF SCHOOLS PLUS ACTIVITIES

34. Schools Plus activities are usually part of an overall strategy which schools use to improve young people's motivation, confidence and achievement. The available research offers little evidence about cost-effectiveness of individual measures and the Team has a recommendation to ensure that future activity is more rigorously evaluated and costed.

35. What we do know from case studies and research is that study support activity can, as part of a wider strategy, help raise attainment, particularly for those in disadvantaged areas. We also know that, currently, those at most disadvantage are less likely to participate in study support

activity. This situation needs to be addressed to ensure that all pupils in disadvantaged areas have access to high quality study support. The research Annex to this report offers examples of where study support has raised attainment.

36. The cost of providing study support varies and will, to some degree, depend on the willingness of teachers, parents, and others in the community to give their time and commitment. That commitment should be encouraged and recognised. However, much effort is ad hoc and not currently integrated into school life or is not part of an overall strategy. In broad terms it has been estimated that delivering high quality study support activity costs about £2 per hour for each child. The PAT recommendation for a minimum of three hours study support each week for pupils in schools with 35% of pupils entitled to free school meals, assuming study support provision for 40 weeks each year, would cost about £240 per child each year. In 2000-2001 the DfEE will be providing £20 million to fund study support activity. This funding will provide for 10 hours study support for every pupil each year at the 30% of schools to receive funding. In addition the New Opportunities Fund has earmarked a further £140 million which will support 50% of secondary and special schools and 25% of primary schools. A further £20 million approximately will be available for Summer Schools.

37. The National Foundation for Education Research study 'Out-of-School Hours Learning Activities – An Evaluation of 50 Pilot Schemes', highlighted the costs and benefits of a range of study support activity. The NFER report gives a detailed analysis of the success of the pilots and of the positive outcomes for children and young people that had resulted, even after only a few weeks of the provision.

38. *Playing for Success* is a Government initiative to establish out-of-school hours study support centres within Premier League and Nationwide Division One football clubs. The focus is on raising literacy, numeracy and ICT standards using the environment and medium of football as motivational and curriculum tools. Forty-nine clubs are eligible (the figure includes 1998/99 season promotees) and 37 are committed to opening centres. Twenty-three centres are already open and others plan to start during 2000.

39. *Playing for Success* specifically targets KS2 and 3 pupils who are disaffected or in danger of becoming so. The schools involved, with support from the centre manager, select the pupils to attend on the basis of those who are likely to benefit the most.

40. NFER has just completed an evaluation of the first six centres<sup>32</sup> to open

(Leeds United, Sheffield Wednesday, West Ham United, Newcastle United, Manchester City and Queens Park Rangers).

41. NFER's report is positive. Pupils who attended the centres have become more enthusiastic about reading and mathematics, have improved their reading age on average by between four and six months, and mathematical ability by between two and four months. Teachers and parents have also noticed improvements in pupils' self-confidence and self-esteem.

42. The costs of increased use of the school as a community facility and engaging parents more widely will vary from school to school and from place to place. Where schools have used such strategies as an element of a whole school approach, however, positive results have been achieved from relatively small expenditure. Annex 2 to this report offers detailed examples of how schools have used Schools Plus activities to improve schools' performance as part of an overall strategy. The Scottish New Community Schools had a grant ceiling of £200,000 per year. Costs south of the border are somewhat higher and a figure of £250,000 might be more appropriate for the piloting of the proposed one-stop family support centres in England.

<sup>31</sup> See footnote 8

<sup>32</sup> *Playing for Success: An Evaluation of the First Year 1999* ISBN 1 84185 090 X

## ANNEX 2 Case Studies

### WESTGATE COMMUNITY COLLEGE, NEWCASTLE UPON TYNE

#### What was it like?

In 1996, Phil Turner took over Westgate Community College, a secondary school in a deprived area of Newcastle Upon Tyne. 65% of the pupils received free school meals, and 25% of pupils were from the ethnic minorities – many with English as a second language. The picture of the school he found was:

- Under special measures;
- Total disorder within the school;
- Fewer than 50% pupils present in 50% of classes;
- £40,000 spent per year as a result of vandalism;
- Very low achievement rates – in the bottom 5% nationally;
- Low reading ages at transfer at age 11 – 25% pupils with reading age under 8;
- A staying on rate of 30% and a sixth form of 75;
- 127 exclusions in one term.

#### What was done to change it?

- Leadership not management – vision of school as community regenerator;

- A full review of management structures and new job descriptions for senior managers;
- Improved range of teaching strategies available – abandoning mixed ability teaching for more clearly defined teaching groups e.g. literacy catch-up, express, SEN;
- Greater consistency regarding homework, incomplete work, marking and agreed standards of presentation for pupils' work;
- Some changes to teaching staff;
- Breakfast club, homework club (about £15,000 through SRB), lunchtime club (about £35,000 through SRB) and summer literacy schools (£15,000 through Education Extra);
- Targeted attendance, behaviour and achievement;
- Made attendance easier than non-attendance – parents would be contacted as soon as pupils did not show up for school;
- Zero tolerance of poor behaviour/ graffiti/vandalism;
- Demonstrating to pupils that they matter – by decoration, equipment, support;

- Involving parents in the process – ringing to say “we” have a problem;
- Encouraging a “telling” school where bullying is not tolerated;
- Family literacy projects – particularly with ethnic minority families;
- Disapplying the National Curriculum for some pupils and offering Work Experience through local businesses;
- Developed effective partnerships across the city – e.g. the Westgate Business Partnership;
- Working with firms to help with their ethnic minority recruitment policies – Pathways to Work;
- Three extra educational welfare assistants, two family social workers and behaviour modification teachers (£75,000 funded through SRB);
- Funding from business;
- Scotswood reintegration project – a half-way house to reintegrate pupils back into school.

#### What is it like now?

- Out of special measures;
- Popular and welcoming school;

- Minimal vandalism – now about £1000 per annum;
- Continued rising attendance rate – now at 88%;
- Rising achievement rates – 35% of pupils now pass at least 1 GCSE at C grade;
- Above national average results for post 16 GNVQ and A levels;
- A staying on rate of 45%;
- Fixed-term exclusions in a one year period.

### ARGYLE PRIMARY SCHOOL, INNER LONDON

#### What was it like?

In 1993, Usha Sahri took over Argyle Primary School in a deprived area of Inner London. 65% of the pupils received free school meals and 92% of pupils were from ethnic minority groups 75% of whom belonged to families from Bangladesh. Overall the school had the following features:

- Teaching in all three core subjects was found unsatisfactory on LEA inspection;
- The quality of education and teaching overall was found unsatisfactory. National Curriculum was not being



taught and the length of the teaching week fell below the minimum recommended;

- Serious behavioural difficulties including violence in classrooms and the playground;
- Inadequate supervision arrangements resulting in accidents and injuries;
- Average annual attendance rate of 72%;
- Very low attainment rates – majority of the pupils not meeting age-related expectations;
- Serious punctuality problems – less than 20% of pupils in school at the start of school;
- No schemes of work available;
- All curriculum policies in need of a review to reflect the changes brought about by the National Curriculum;
- 60% of children achieving a reading age under 8 at transfer to secondary school;
- Poor perceptions of the school in the local community marked by mistrust and poor race relations particularly between the local elderly and young Bangladeshi residents.

#### What was done to change it?

- Headteacher and governors establishing a professional relationship based on honest, open and constructive dialogue aimed at addressing the difficulties;

- Systems and structures put in place for considerable personal contact between the senior staff and pupils both in and out of the classroom;
- Highly visible headteacher presence throughout the school at all times of the day;
- Staff appointments made at senior level to replace the temporary and supply staff and a clear structure of management responsibilities was established;
- Carefully structured programme of staff development, support and supervision;
- The teaching and support staff were involved in reviews of policies, write-up of schemes of work and renewal of resources. A considerable amount of help was sought from the LEA Inspection and Advisory Service. Processes of consultation for these developments aimed at gaining general consensus were efficient and not unnecessarily elaborate;
- Headteacher took direct responsibility for outreach work with the local community. This included the parents, other local service providers, business, local residents' associations and other community forums and groups in all sectors. This was aimed at gaining an insight into the local perceptions of the school and building bridges to begin to make the school an important resource for the local community. For example,

the school was used as a venue for events and consultations by invitation. Any excuse to get the 'locals' in, so they could experience it at first hand and work through their million misconceptions;

- Redesigned the school administrative area to create a new, attractive and welcoming reception area;
- Involved the governors, parents and pupils in major improvement programmes, which included the establishment of a school kitchen, redesigning the playgrounds and redecorating the entire building;
- Raised funds through the local community organisation, grants, charities and donations from business to support the improvements programme.

#### What is it like now?

- Standard of attainment at the end of Key Stages 1 & 2 rising steadily with dramatic leaps in places. The results for Key Stages 1 and 2 are at, or close to, the national average;
- A broad curriculum is in place with a full infrastructure for planning, monitoring and evaluation at individual and cohort level;
- All schemes of work are fully resourced and the school is an extremely pleasant and attractive environment;

- Pupil behaviour and motivation are of a high standard and there has been only one two-day exclusion in six years;
- A full programme of out-of-school activities is in place with parents running a number of activities for themselves and the children;
- Excellent community and business participation programme in place with some 40 volunteers coming in each week to work with the children;
- Attendance rate has gone up to 90% when account is taken of extended leave overseas and punctuality is no longer an issue;
- 100% attendance at termly parent-teacher conferences to discuss pupils' progress;
- School perceived as an achieving school and there is a waiting list for nursery and reception classes from this year onwards;
- The school received an outstanding OFSTED report in 1997.

### ST ANN'S SPECIAL SCHOOL, HANWELL

#### What it was like?

In 1990 Marnie Hughes became headteacher at St Ann's School, a secondary school for young people aged 12 – 19 who have severe learning difficulties:

- Very few permanent teaching staff – large turnover of teaching staff;

- Care environment as opposed to educational environment;
- Separate provision for those with challenging behaviour or profound and multiple learning difficulties;
- Negative attitude to those with challenging behaviour;
- Class of mixed age groups from 12 – 19 years;
- Low morale because of a succession of headteachers and deputy headteachers over the previous eight years;
- Building in need of new roof and redecoration.
- Created a discrete post-16 department and developed part of the building to house the leavers, using TVEI funding;
- Created ability groups across Key Stages in numeracy and some English lessons;
- Created maturity groups across Key Stages for PSHE lessons;
- Introduced accreditation for all students;
- LEA replaced the roof and the school undertook a programme of refurbishment and redecoration throughout the main building;
- Organising work experience placements for local school and college students;

#### What was done to change it?

- Training for all staff to raise awareness of challenging behaviour and managing them;
- Grouping of pupils/students in chronological age groups throughout the school;
- Increased number of special support assistants to support learning within the classroom;
- Restructured timetable onto a High School model of seven lessons per day, and delivery of some subjects via specialist teaching;
- Project set up within the school with bi-lingual staff to contact and work with families;
- Placing more able students into the community for work experience;
- Introduction of mobilisation sessions four times per week involving both a passive and active part for those with profound and multiple disabilities;
- Restructuring the management group at various opportunities to meet the current needs of the school;
- Open days/evenings, coffee mornings and open door policy for parents/carers;
- Home visits by social workers, the headteacher and other staff;
- Transition programme with feeder school during the summer term prior to transferring to St. Ann's.

#### What is it like now?

- Welcoming school with clear educational direction;
- Settled staff groups working together for the benefit of all pupils/students;
- High level of teaching and learning across the school;
- Well equipped school providing an age-appropriate education for young adults with severe learning difficulties;
- Commitment to by all staff to meet the challenge of accessing pupils/students to the National Curriculum at a relevant level in an age-appropriate way;
- Commitment to training all staff especially in the use of Makaton signs and symbols to aid communication across the school. Speech therapist holds regular sessions for parents/carers.

### GARIBALDI SCHOOL, MANSFIELD

#### What was it like?

In 1989, when Bob Salisbury took over Garibaldi School the picture was one of:

- Derelict buildings;
- £42,000 spent per year as a result of vandalism;
- Third lowest GCSE pass rate in Nottinghamshire;
- 580 pupils, a sixth form of eight pupils;
- 50 pupils leaving each year to go to another school;

- Very low levels of parental involvement;
- Difficulty recruiting teachers;
- A school parents did not want to send their children to.

#### What was done to change it?

- Flattened management structure – no heads of faculties;
- Collaborative arrangements with FE college for the vocational training of adults and students – extending the range of courses on offer;
- Needed to get people – especially parents – into the school. Changing perception of school;
- Much improved customer care programme to make first contact 'welcoming and friendly';
- Half a day a week for teacher to go out into community and talk to parents and others about what school was doing – finding out what parents thought school was doing well and badly;
- Marketing school in community – including introduction of uniform;
- Breakfast Clubs for pupils and parents to meet teachers informally;
- Parenting courses, volunteer training, help with numeracy and literacy courses undertaken by Garibaldi and its feeder primary schools – most leading to initial qualifications and later NVQs;

- Incentive schemes for pupils – including luncheon vouchers. These were just a wider part of a reward system which was initially funded through industry;
- Opening up the sixth form to adults – with new Under Five’s block offering childcare. Further Education Funding Council (FEFC) funding;
- Drop-in IT Centre for adults – 9.00am-9.00 pm;
- Working with Industry;
- Community Award evenings;
- Huge increase in administrative staff (eight full time secretaries) – because of the additional work – to relieve teachers of burden, and extra funding into school through additional activities pays for this. Extra funding was raised by having an ‘entrepreneurial culture’;
- Job Centre outpost on the premises;
- ‘Virtual organisation’ of courses in venues across the town offering courses to parents and students in literacy, parents as classroom assistants and ICT. FEFC funding;
- Organisation of courses for parents in the five feeder primary schools. These link to national initiatives (eg literacy and ICT). FEFC funded.

#### What is it like now?

- Well equipped school – new maths block, all-weather pitch, three computer rooms, new Sports Hall, Fitness Room,

– all built with self-help schemes and now fully open to the community;

- A\* – C rates for GCSE approaching national average – now 52% maths GCSE at A\* – C;
- 1100 pupils on roll;
- 180 in sixth form;
- 70-80 applications for every teaching vacancy.

### MORPETH SCHOOL, TOWER HAMLETS

#### What was it like?

In 1992 Morpeth School in Tower Hamlets was at a low point. The school serves an area with very high levels of deprivation (70% free school meals) and all the key indicators were giving cause for concern:

- Attendance below 80% amongst the older pupils;
- 30% of pupils leaving school with no exam pass of any kind;
- The lowest number of pupils in the LEA achieving 5 A\* – C passes;
- Buildings in very poor condition;
- High levels of racial tension;
- Very few parents and pupils choosing the school as their first choice (less than 70 with 210 places available);
- Exclusions approaching 200 per year.

#### What has happened to change the school?

- A whole-school focus on improving the quality of teaching and learning through better differentiation and improving literacy;
- An initial emphasis on establishing consistent routines, structures and systems in areas such as uniform, homework and attendance;
- A focus on creating a safe environment by setting clear standards for behaviour;
- The development of positive relationships through work on conflict resolution and peer mediation;
- The establishment of a partnership with Banker Trust, now Deutsche Bank, focused on raising aspirations and enhancing the basic curriculum;
- All staff, particularly middle managers, taking up a leadership role within the school;
- The use of pupil performance data to highlight underachievement and provide the necessary support;
- The creation of a wide ranging study support programme including after-

school and holiday classes, study weekends and mentoring;

- A conscious effort to change the culture and ethos of the school to one where pupil peer pressure acknowledges that it is “cool” to want to achieve;
- The development of a partnership with four local primary schools including the joint funding of a co-ordinator’s post.

#### What is it like now?

- Attendance now over 90% in all years;
- In 1998, 100% of pupils achieved at least one GCSE pass;
- 5 A\* – C passes at GCSE up from 11% in 1994 to 32% in 1998;
- Exclusions down to a third of the 1992 level;
- Most oversubscribed school in the LEA with almost 400 applicants;
- New facilities or refurbishment in virtually the whole school;
- Positive relationships now a strength of the school;

## ANNEX 3 The Remit, Membership and Organisation

### The Team's Remit

1. The Social Exclusion Unit's report *'Bringing Britain together: a national strategy for neighbourhood renewal'*, published in September 1998, set out the Policy Action Team's broad remit. The Team was asked to report on:

- the education projects (e.g. homework centres, breakfast clubs, summer schools, cross-age tutoring) which most improve educational outcomes;
- the best ways of involving parents in their children's education and how these can be extended to improve adults' skills;
- the best examples of mentoring and work-experience schemes;
- how schools can be encouraged and helped by LEAs and others to develop these activities more extensively;
- how schools can be used to engage the community more widely, drawing in greater support and making their facilities available to more people;
- evidence that co-locating health and other social services at school level contributes to improved educational outcomes;
- how cost-effectiveness can best be measured and what can be done to promote good practice.

2. The Team's overall goal was: *'To identify the most cost-effective 'Schools Plus' approaches to using schools as a focus for other community services, reducing failure at school, and to develop an action plan with targets to take these forward.'*

### PAT Members

3. The membership of Schools Plus PAT was finalised in November 1998, shortly before the first meeting. Schools Plus PAT members were drawn from across the education spectrum and wider. There were representatives from six Government Departments, including DfEE and the Government Office for London, and from a wide range of external partners. External members included head teachers, teachers, voluntary organisations, local authorities, faith communities and academics, all with experience of working in disadvantaged areas. Observers from the Local Government Association and the Commission for Racial Equality also attended meetings. The full membership of the Schools Plus PAT is shown in Appendix A attached to this Annex.

### Organisation

4. The Team decided at its first meeting in November 1998 that the remit was so wide that work could most

effectively be carried out in sub-groups with each reporting on a different aspect of the Team's remit. All sub-groups were tasked with considering the impact on ethnic minorities and other groups at risk of disadvantage. In all there were eight full PAT meetings and some 18 sub-group meetings. The four sub-groups and their remits were:

### Sub-group 1 – Evaluation, research and sharing good practice

Goal: *To identify successful 'Schools Plus' approaches which have contributed to reducing failure and oversee research programme.*

Work included:

- considering research and evaluation already available;
- identifying gaps;
- considering need for additional research and evaluation;
- identifying and evaluating good practice against success criteria.

### Sub-group 2 – Developing the role of the school in the community

Goal: *To identify the obstacles, and how to overcome them, and benefits of using schools as a focus for community learning and the provision of education, health and social services support for the whole family.*

Work covered:

- the benefits of using the school as a community resource;
- what incentives there are/should be for schools to open their doors to the community;
- any obstacles to community use and how they can be overcome;
- best practice and building on it – including models others could adopt;
- the changes that need to occur in education, social services, health provision, public libraries, local arts organisations and music maker and sports clubs to encourage holistic support for pupils and their families based in schools. Cost benefit analysis of providing counselling/mentoring/ welfare support etc. on school premises against both long and short-term costs of excluding pupils and the costs of social exclusion in adult life. Examples of what 'joined up' support from pre-school to adult life could look like.

### Sub-group 3 – Promoting individual and local ownership

Goal: *To identify the obstacles to schools in deprived areas accessing the available funding streams which can help ensure that initiatives are locally driven and managed. How can individuals in local communities be empowered?*



Work included identifying:

- different funding streams and the difficulties which schools in deprived areas have in accessing them;
- how the difficulties can be overcome;
- good and bad practice, including examples of good leadership;
- how best to promulgate good practice;
- implications for funding practices of a need-and-outcome based approach.

#### **Sub-group 4 – Involving and consulting young people**

Goal: *To identify and recommend strategies schools can adopt to motivate and encourage young people's contribution toward, and participation in, their schools and the wider community.*

Work included, first advising the main PAT how to involve young people as the work of Schools Plus progresses by:

- using existing bodies and expertise;
- ensuring consultation responsive;
- giving regional focus.

Secondly, it involved ensuring that the recommendations for the final Schools Plus report on how schools can involve young people in the life of the school and the wider community included:

- identifying benefits;
- considering existing examples;
- distilling good practice examples from above;
- making recommendations to schools on involving young people in the life of the school and the wider community;

- ensuring the sub-group's own work has as open and accessible as was reasonable and practicable – including the use of the Internet.

#### **Consultation**

5. The PAT recognised the need to involve as many people as possible in its work. While there was wide experience and expertise within the PAT, the range and nature of the task meant that many organisations had an important part to play. The individual sub-groups organised their own programme of visits and these visits were augmented by a range of presentations at the PAT's bi-monthly meetings. In May 1999 the Team had an 'Awayday' at which evidence was presented by a range of organisations. The organisations undertaking presentations to the Team during the course of its work were: New Deal for Communities, Local Government Association, Resource Unit for Mother Tongue Schools, Bradford LEA, Pen green Early Excellence Centre, Education Extra, Crime Concern, Director of Education and Leisure, Middlesborough LEA, head teacher of Garibaldi Community School, Changemakers, Director of Education Aberdeen, Newham Schools Council, TELCO (The East London Communities Organisation) and practitioners in education business links, mentoring and work experience. A brainstorming event was also undertaken which included representatives from the National Governors' Council, NHS Executive, CSV Education, Community Education Association, Technology Colleges Trust, Apex Trust, British Dyslexia

Association, A/C Evangelical Alliance, Junction Art and Leeds City Council.

6. In addition to the evidence gathered at the Awayday, members of the Team undertook visits to Newcastle, Cumbria, Newham in London, Liverpool, Manchester, Aberdeen, Leicester, Leeds, Somerset, Cambridgeshire, North Yorkshire, Worcestershire, Oxford, Cornwall and Bromsgrove.

7. The Team drew on a range of research, including some which was already underway when it commenced its work, and some for which it was able to influence the specifications. The main research included:

Schools, family, community: Mapping school inclusion in the UK by Alan Dyson, Elaine Robson. Published for the Joseph Rowntree Foundation by the National Youth Agency (published November 1999, ISBN 0 8155 213 X).

Rethinking school: Some International by Peter Moss, Pat Petrie and Gill Poland. Published for the Joseph Rowntree Foundation by the National Youth Agency (published November 1999, ISBN 0 86155 212 1).

The Benefits of Study Support: A Review of Opinion and Research examined what is known about the benefits of study support. Authors: Caroline Sharpe, Jayne Osgood and Nicola Flanagan for the National Foundation for Educational Research (NFER). Published July 1999.

Out-of-lesson-time Learning Activities: Survey of Headteachers and Pupils mapped current provision and participation

in study support. Authors: Wendy Keys, Clare Mawson with Karen Maychel, for the NFER. Published July 1999.

Study Support: A Survey of Local Authorities reviewed the role of LEAs in monitoring and supporting study support. Authors: Wendy Keys and David Wilkinson, for the NFER. Published July 1999.

Disadvantaged Youth: A Critical Review of the Literature on Scope, Strategies and Solutions. Authors: Marian Morris, Julie Nelson, Sheila Stoney, with Pauline Benefield, for the NFER. Published June 1999.

8. The range of visits, research and presentations enabled the Team to gain a broad view of the benefits of:

- study support activities;
- work experience/mentoring;
- parental involvement in children's learning;
- using the school as a resource for community activity;
- co-location of health, education and social services on one site.

9. Once the team had begun to formulate its emerging themes and recommendations a series of three seminars was undertaken in Exeter, London and York to 'road test' the recommendations with practitioners.

10. A full list of those who have assisted the Team in its work is attached at Appendix B. The Team is extremely grateful to everyone who took the time and trouble to help.



## APPENDIX A Schools Plus Policy Action Team Members

NAME	Position/Organisation
<b>CHAIR</b>	
Rob Smith	Director, Pupil Support and Inclusion Group, DFEE
<b>NON-GOVERNMENT MEMBERS</b>	
Mog Ball	Social Researcher
Jon Bell	Deputy Principal, Ilfracombe College
Paul Ennals	Chief Executive, National Children's Bureau
Alan George	Head of Community Affairs, Unilever
Moira Gibb	Director of Social Services, London Borough of Kensington and Chelsea
Peter Laing	Commission For Racial Equality
Andrew Miller	Head of School Support, Focus TEC
Professor Heidi Safia Mirza	Chair of Race Equality, Centre for Race Equality Studies
R David Muir	University of North London/Black Majority Churches
Pat Petch	Chair, National Governors Council
Michael Peters	Chief Education Officer, York City Council.
Phil Street	Director, CEDC Community Education Development
Phillip Turner	Headteacher, Westgate Community College, Newcastle
Vanessa Wiseman	Headteacher, Langdon School, Newham
<b>MEMBERS OF OTHER GOVERNMENT DEPARTMENTS</b>	
David Reardon	Social Exclusion Unit
John Graham	Social Exclusion Unit
Andrew Adonis	No.10 Policy Unit
Stuart Taylor	HM Treasury
David Roberts	Department of Health
Tony Dyer	Department for Culture, Media and Sport
Chris Wells	Divisional Manager, DfEE
Andrew Sargent	Government Office for London

<b>OBSERVERS</b>	
Tim Blanchard	DfEE
Tony Martin	DFEE
Judy Sebba	DfEE
Ralph Tabberer	DfEE
Mike Raleigh	Ofsted – Teacher and Training Division
Emma Westcott	Local Government Association
Bob Irvine	Scottish Office
<b>Secretariat</b>	
Paul Jackson	DfEE
Erika Maass	DfEE
Abigail Rotimi	DfEE

## APPENDIX B PAT II Schools Plus

### Consultees

Mohammed Abdelrazak Resource Unit, for Supplementary and Mother Tongue Schools  
 Mr P Acaster Pander School  
 Chris Ace Education Resource Centre (Southwark)  
 John Allen Qualifications & Curriculum Authority (QCA)  
 Keith Ajegbo Deptford Green School  
 David Atton The Park Community School  
 Glenda Baker Hengrove School  
 Mark Baker School of Education at Brunel University  
 Dr Cherlye Berry Director of Education and Leisure Services, Middlesborough  
 Richard Berry Hengrove School  
 Mr M Bowers Graham School  
 Simon Broadly Department for Culture and Media Sport  
 Marion Brooks Cranford Community School  
 Dr Parvez Butt National Governors' Council  
 Gerry Byrne Apex Trust  
 Mary Carley Rathbone CI  
 Geoff Collard The Grange School  
 Tony Cooper Cottenham Village College  
 Marlon Cumberbalch TELCO (The East London Communities Organisation)  
 Norlington School  
 Helen Dacey St Peter's School  
 Mrs S C Dadley Braeburn Infant and Nursery School  
 Gaynor Day c/o Deptford Green School  
 Steve Drowley Devon County Council  
 Mr G Durham 1 Albany Annex  
 Dick Dyke Torbay Council  
 Alan Elliott Yorkshire Coast College  
 John Elliot Education Resources Manager  
 Jane English Paignton Community College  
 Amanda Forrest NHS Executive Trent Regional Office

Karen Fowler Michael Faraday School  
 Brian Frederick Schools Curriculum Award  
 J Garnette Exmouth Community College  
 John Harris Archbishop Holgate's School  
 Ms V Harvey-Samuel Bristol Education Authority  
 Pat Headley Yorkshire Coast College  
 Robert Howarth Macmillan College  
 Brendan Gill Education and Leisure  
 Jayne Gledhil Bradford Education Advice Centre  
 Jean Gledhill North Manchester High for Girls  
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 Anna Gorton Devon County Council  
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 Margaret Mary Kelly Crime Concern  
 Maggie King Devon County Council  
 Lesley Lake Whipton Campus Centre  
 Steven Lay Somerset County Council, Head of Community Education  
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 Karen Mckay Nottingham City Education Department  
 Barbara Maddox Southway Community College  
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George Milne	Peterhead Academy
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Gordon Mott	Education and Leisure Services
Anne Mountfield	Directory of Social Change
Jim Mulligan	Lighthouse Schools and CSV
Karl Murray	Head of Youth Services
Rod Owen	Tamarside Community College
Lionel Paris	County Community Education Officer, Hampshire Local Education Authority
Graham Peck	Eggbuckland Community College
Linsay Peers	British Dyslexia Association
Terry Powley	Education Action Zone/Chaucer School
Neil Primrose	TELCO/Norlington School
Steve Queshi	A & C Evangelical Alliance
Dave Rafferty	Ilfracombe College
Bob Ramsey	National Governors' Council
Mr G Rees	Ivybridge Community College
Joanne Rule	British Dyslexia Association
Shan Oakes	Safer York Partnership
Sir Robert Salisbury	Garibaldi School
Stuart Satinet	Pilton Community College
Ms J C Slater	Northallerton College
Carole Spink	Yorkshire Coast College
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Ms J Taylor	City of Bristol/Community Education
Andy Till	Torquay Community College
Roy Tomlinson	Devonshire County Council
Dave Turner	Changemakers
Lydia Upton	School of Education at Brunel University
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Robin Wakinshaw	Devonshire County Council
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Mike Walton	Education Extra
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## ANNEX 4 Research evidence

### THE RESEARCH EVIDENCE BASE ON SCHOOLS PLUS

1. Schools Plus area is wide ranging. It includes activities in and out of school and covers areas such as study support, family and community involvement, mentoring and school-business links, each of which have been the focus of separate research reviews.

2. Recent reviews of research include Dyson and Robson (1999) on school-family-community links in the UK, Moss et al (1999) on international practice in school inclusion, Sharp et al (1999), Keys et al (1999) and Keys and Wilkinson (1999) all on study support and Morris et al (1999) on disadvantaged youth. In addition, evaluations of individual strategies or schemes are prolific but typically small scale, such as the evaluations of the Pyramid Clubs (reported in Makins, 1997), the 10 case studies of the relationship between school exclusion and the presence of schools councils (Davies, 1999) and the 14 case studies of year 10 students participating in the BIZTEC course which involves vocational experience to reduce disaffection (Evaluation and Development Agency, 1999).

3. A review of the evidence on Schools Plus activities in France, Sweden and the United States (Moss et al, 1999) noted that in the US initiatives are targeted at particular areas or groups considered to be *high risk*, reflecting the considerable diversity in services. This is in contrast to Sweden where there is more concern with reforming a system of services reflecting greater universality of provision. Social exclusion receives less attention in Sweden because other policies have limited the processes of developing inequality.

### QUALITY OF THE EVIDENCE

4. A major problem which emerges from these reviews is the limitations in the quality of the available evidence. The studies reviewed by Dyson and Robson were characterised by small scale projects, local evaluations and a lack of wide-ranging, larger scale evaluation. Much of this is reported in the 'grey literature' rather than in accessible publications, making it more difficult for subsequent research and evaluations to build on earlier findings. Typically, evaluations of Schools Plus activities were funded by those responsible for the activity and who therefore had a vested interest in the outcomes. These problems reflect both the bolt-on nature of the provision itself and the lack of

commitment or resources to fund longer term evaluations.

5. Specific shortcomings of the evidence included:

- lack of definition of target populations which limits the identification of what is effective in the most disadvantaged communities;
- lack of evidence about the outcomes and processes involved in failures (e.g. the schools, parents or pupils who do not participate, information about which tends not to be reported);
- lack of specific information on ethnic minority populations;
- lack of evidence on cost-effectiveness of Schools Plus activities reflecting the underdeveloped nature of work in this area in educational services more generally.

### WHAT DOES EXISTING RESEARCH TELL US ABOUT SCHOOLS PLUS?

6. Acknowledging the limitations of many of the studies there is some evidence to suggest that Schools Plus activities are both effective and cost-effective.

### STUDY SUPPORT

7. Research on study support activities suggests that virtually all schools offer some activities but the majority of schools do not treat study support as an integral part of provision or use it consciously to motivate pupils or raise standards. In 1998 during one week, 40% of pupils surveyed reported taking part in a study support activity. The most frequently attended individual activities were team sports and computer clubs with other popular activities including book clubs, singing/choir, drama and arts/design technology/crafts. Pupils from disadvantaged homes and those who perceive themselves as less good at their school work are less likely to participate in these activities.

8. LEAs were found to have an important role to play in supporting, encouraging and sometimes running study support provision. More than half the LEAs that responded to the survey undertaken by Keys and Wilkinson (1999) were involved in activities aimed at specific groups. The three main groups targeted were: low achievers, gifted pupils and ethnic minority pupils. The most frequent areas of LEA provision were homework/study clubs and literacy.



9. A review of research into the benefits of out-of-school (study support) activities (Sharp et al, 1999) suggests that young people involved in these are better motivated and achieve better results at school. However, the authors warn against attributing these improvements directly and solely to the programmes themselves. Curricular extension and curricular enrichment activities are also associated with improved self-esteem, confidence, motivation and academic achievement in this review. Schools rarely formally evaluated these activities although many LEAs were involved in monitoring and evaluating them.

## INVOLVING PARENTS

10. Parental involvement has produced a positive impact on children's attainments, much of it focusing on literacy in the primary years. There is particular evidence in the field of special educational needs where relationships are more formal. More generally, parent partnerships are effective because of the messages parents receive about being valued and appreciated. However, the terms of this partnership tend to be dictated by the professionals, resulting in marginalisation of parents. Schools can find it difficult to manage these partnerships alongside all the other priorities.

11. Collaboration between community agencies can provide the context for non-educationalists to make an effective

contribution to activities such as work with vulnerable children and non-academic aspects of the curriculum. The evidence on the effectiveness of community education and parental involvement in school management, however, is less encouraging (Dyson and Robson, 1999). The growing importance of a role for parents as individual consumers has inevitably created tensions with schools' traditional role as servants of a wider community interest. Some parents have been unable to contribute at all, reducing the capacity for communities to exert a real influence over schools.

## MENTORING

12. Mentoring was found to have a positive impact on attainment, motivation and employability (Miller, 1998; Dyson and Robson, 1999; Sharp et al, 1999), although there were also significant differences between schools and between boys and girls in Miller's findings. Mentoring co-ordinators felt that the impact on attainment was indirect; improved self-worth and motivation for contributing to improved GCSE performance.

13. The schools in Miller's study suggested that the objectives of their mentoring schemes were mainly to increase self-esteem, self-confidence, motivation, develop personal and social skills and improve employability. The mentors' views reflected these priorities but the students were more likely to see the main purpose

as improving their GCSE coursework and exam results. The selection criteria schools used to identify students for the mentoring scheme were underachievement in GCSE subjects and poor motivation. They avoided selecting disaffected students on the grounds that their unreliability would alienate hard-won business mentors. Dyson and Robson's review suggested that positive effects on attitudes and attainment emerged from the research, particularly where mentors other than teachers with experience outside schools had credibility in the eyes of young people. Small group mentoring allowed more students to participate and was 'less embarrassing' for some students although it meant a less individualised approach.

14. Students who regularly travelled to their mentor's place of work gained more in terms of employability skills, work-related learning and opportunities for work experience. Most discussed career choices with their mentor and some expressed regret at not being paired with mentors from the sector in which they wished to pursue a career. Mentors found the experience worthwhile, improving their interpersonal skills and gaining insights into how young people think. The mentoring sometimes led to further links between the school and local businesses. Schools need the local education business partnership to recruit, vet and train mentors. Mentors need training in target setting. Miller concluded that mentors need to be

informed of the impact of their mentoring on the GCSE results in order to encourage further participation.

15. Schemes to provide support for the pupils most vulnerable to school exclusion include within-school mechanisms and use of external support. In response to the low attainment levels of Black Caribbean boys, a new mentoring scheme is being established which involves minority communities more extensively. The Schools Councils UK organisation undertook a study (Davies, 1999) of 10 schools with declining levels of exclusion in order to explore the contribution of participatory structures such as school councils in this process. School councils were reported to help reduce exclusions through peer control and support, the introduction of codes of conduct and by conveying to parents and pupils that pupils are listened to and respected.

## CO-LOCATION OF SERVICES AND MULTI-AGENCY WORK

16. Many of the factors contributing to school and social exclusion are not exclusively areas for which education services are responsible. Tackling the challenges of social exclusion requires greater and more effective multi-agency work as repeated studies have concluded. Morris et al (1999) argue that there is reasonably good evidence of demonstrable impact from clearly targeted, multi-pronged initiatives which are devised and delivered through partnership and interagency approaches.

17. The impact spans a range of educational, economic, social and psychological outcomes. The best example they cite is of 'Compact', the scheme which offers a range of external incentives to improve young people's attendance, punctuality, capacity to meet deadlines and involvement in work experience. Positive outcomes were noted in attitudes and it was associated with small but significant gains in GCSEs. It also led to better post-16 opportunities and strengthened links between schools and employers.

18. The Home Office Programme Development Unit has developed a scheme placing home-school support workers, who are trained in social work in schools to support pupils at risk of exclusion. It provides targeted support to pupils whose behaviour suggests a higher probability of later offending. Day-to-day management of the support workers is the responsibility of the school. The aim is to reduce the number of school exclusions and promote a cohesive local authority response.

19. A recent, interim evaluation of this scheme by Vulliamy and Webb (1999) suggests that a reduction in permanent exclusions, fixed-term exclusions and truancy is emerging in these schools. Directly influencing the policies and practices for behaviour, discipline and exclusions, however, depends on the relationship between the support workers and the senior management and whether

such policies are embedded in the school development plan. Other findings are that home-school communication has increased and gaps have been identified in the provision of external agencies. The support workers have forged links with social services and mental health services although progress at strategic level is slower.

20. The outcomes in this scheme appear to be linked to pupil casework, befriending, counselling, support, anger management and group work as well as to crisis management. This alleviates time demands on senior management staff and reduces teacher stress. As senior management time is more costly than that of support workers in terms of salary, this scheme would seem to be more cost-effective staffing terms.

21. A recent research report on pupil mobility (Dobson and Henthorne, 1999) suggests that high pupil mobility (in particular pupils joining schools at non-standard times) has implications for strategies to raise achievement. On average, these pupils achieve less well than their peers. Around one million children aged 1-15 resident in Britain at the time of the last census had moved home during the previous year. The school age children had not necessarily experienced a school change and not all school changes lead to lower performance.

22. At worst, one primary school was noted by Dobson and Henthorne to have had a mobility level equivalent to nine out of ten children leaving and being replaced in a year. Average mobility levels ranged from 10-20% across primary schools in urban areas with secondary schools generally experiencing lower rates. High pupil mobility in schools is strongly associated with social deprivation, family break-up, temporary accommodation and other rented housing occupied by poorer families moving around. The lower achievement of mobile compared to non-mobile pupils is often associated with either social deprivation and/or lack of fluency in English with educational disadvantage compounded by disrupted schooling. High mobility affects the whole social and learning environment of the school, making heavy demands on staff time and resources. Parental and school support can assist a child in adjusting to the change but teacher mobility can add to discontinuity problems.

23. The implications of pupil mobility for Schools Plus activities include its impact on the use of data to raise standards within the school (e.g. benchmarking, target-setting, measuring progress). Pupil mobility also has an impact on establishing continuity in benefits from early intervention strategies, parental involvement, study support and mentoring and recognising the additional burdens on liaison and induction. However, schools that have well-developed provision

in these areas may be expected to experience less disruption from the effects of pupil mobility. This suggests that School Plus activities are cost-effective.

24. The implications of pupil mobility for multi-agency work are extensive. Health improvement strategies and urban regeneration can be instrumental in tackling the rate of mobility and in lessening its impact. Immigration and asylum, housing and land-use, provision of travellers' sites and welfare benefits are all examples of policies which impact on mobility. Hence, multi-agency work must extend beyond the traditional boundaries of collaboration between education and social services.

## FUTURE DEVELOPMENTS

25. Future research priorities should focus on the community rather than on the professional perspective and the impact of links on the community. Research on effective ways of providing Schools Plus activities within the current standards agenda needs to be explored to assist schools to manage these activities.

26. Research studies should be more substantial in terms of scale, scope and depth and should include an assessment of ethnic minority participation. Individual studies should build on previous research and be part of a larger coherent programme.

27. Government Departments and other funders should jointly fund a long-term (five to eight year), research programme to evaluate the benefits of Schools Plus. The programme should include better developed approaches to evaluating the cost effectiveness of School Plus activities and to assessing the impact on pupils from ethnic minorities.

28. The introduction of a compulsory curriculum for citizenship provides an opportunity to link citizenship programmes to the work of school councils and to evaluate these systematically.

29. The dissemination of findings in this field will need to be formalised so that local initiatives can build on them.

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