

**The Governance and
Management of
Extended Schools
and
Sure Start Children's
Centres**

Contents

Preface	4
Introduction	6
Definitions	
The core services to be offered through schools and Sure Start Centres	
Emerging issues	
Guiding principles	
Section 1: Governance, accountability and commissioning	12
Who takes the big strategic decisions – including what to offer – and is ultimately accountable?	
Governance and accountability in schools	
- General	
- Membership and structure	
- Clusters and federations	
Governance and accountability in Sure Start Children's Centres	
- General	
- Sure Start Children's Centre on a school site or linked to a school or cluster	
- Commissioning	
Section 2: Management and delivery models	20
Overall management of Sure Start Centres and extended services offered through schools	
Delivery models	
Extended schools core: delivery approaches	
- Study support/out of school activities	
- Childcare for school-age children	
- Parenting support	
- Swift and easy referral	
- Community use	
Sure Start Children's Centre core services: delivery approaches	
- Early learning and childcare	
- Childminders	
- Family support, outreach and home visiting	
- Child and family health services	
- Links with Jobcentre Plus	
- Supporting families with special needs	
Section 3: Participation	29

Annex 1: Managing liability	31
What could go wrong and who will be responsible?	
Scenarios	
Annex 2: Operational issues	34
Child and user safety	
Criminal record checks	
Terms and conditions of staff	
Health and safety	
Insurance	
Written agreements	
Inspection	
Annex 3: Specific issues affecting children's centres developing from Sure Start Local Programmes, Early Excellence Centres and Mini Local Sure Start Programmes	37
Sure Start Local Programme accountable body role	
Annex 4: Sources of advice on extended schools and children's centres	39

PREFACE

Since 1997 we have, together, achieved a huge amount in raising the attainment of, and achieving better outcomes for, our children and young people. We know that further progress requires us to remove the barriers to achievement which some children and young people face.

That means starting early and continuing support throughout their school lives. Sure Start Children's Centres offer a range of multi-agency services for under fives and their families, and provide early support and intervention, particularly in our most disadvantaged communities. Their aim is to ensure that every child gets the best possible start in life. Extended schools provide continuing access to the activities and interventions children need. Many schools already offering extended opportunities such as breakfast clubs, study support, parenting support and childcare, have seen how these can boost achievement and help lift families out of poverty, which remains a key determinant of success at school.

High achievement at school is one of the- best protections in life. Young adults who have not done well at school are most at risk of living in poverty, being involved in or becoming the victims of crime, and being unhealthy. The personal and economic cost of failure at school is huge. That is why we should judge the success of this work mainly by the impact it has on the attainment of all our children and in particular on the most vulnerable and disadvantaged.

We are both delighted with the progress you have made towards our ambition to see Sure Start Centres and extended schools throughout the country. The pace of change is rapid and accelerating. We already have 1,000 Sure Start Centres; and more than 3000 schools – around one in eight of all schools - are already offering access to a range of extended opportunities.

We know that we will not maintain this rate of progress unless we address the practical challenges that governors, headteachers and managers face. Providing multi-agency Sure Start Centres, and offering access to a range of services through extended schools, raises issues of governance, management and accountability for those responsible for Centres and schools on a day-to-day basis. It also requires the strategic input of local authorities and their statutory partners, particularly those in the health service and JobCentre Plus.

This discussion paper sets out some initial thoughts on these issues, and suggests principles that might best guide their local resolution. It includes examples of current practice to inform local discussion and decision making.

This paper is not intended to pre-empt the independent review of the future of school leadership, due to report in December 2006, which we have commissioned from PriceWaterhouse Coopers: its findings, and the School Teachers' Review Body's response to them, are likely to have significant implications for policy and practice on school leadership and how this relates

to school governance. Any guidance issued following this discussion paper will be informed by the outcomes of that review. It is however a key principle of this paper that extended schools need to develop in the context of workforce remodelling. Without embracing new ways of working, schools will not be able to offer the full range and depth of extended services essential to deliver the 'Every Child Matters' outcomes.

We are very grateful for all your hard work and commitment in taking forward these exciting developments. Together, we have a real opportunity to turn around the life chances of so many children and young people. We hope this paper will support you in doing so.

Beverley Hughes

Jim Knight

INTRODUCTION

1. This discussion paper is intended chiefly for Sure Start Children's Centre managers, school governing bodies and trustees, headteachers, local authorities and their partners in health and other services, Jobcentre Plus and the voluntary and private sectors. Its purpose is to stimulate discussion and encourage all partners to share emerging evidence, experience and practice. It is not intended in any way to pre-empt the independent review of the future of school leadership which we have commissioned from PriceWaterhouse Coopers (PwC), due to report in December 2006: its findings, and the School Teachers' Review Body's response to them, are likely to have significant implications for policy and practice on school leadership and how this relates to school governance. Any guidance issued following this discussion paper will be informed by the outcomes of that review.

2. This paper is designed for both Sure Start Centres and extended schools because they have many common characteristics and raise many common issues. The majority of Sure Start Centres now being established will share sites with schools. But there are also important differences between them, made clear in each section of the text.

3. We hope that having read this paper you will:

- understand the vision for Sure Start Centres and extended schools, and how they fit into the wider picture of school improvement, workforce remodelling, the Every Child Matters reforms of children's services and wider health reform;
- be clearer about the opportunities and challenges ahead – and the broad choices to be made about different ways to approach them;
- understand the operational issues which are emerging and gain ideas about how to tackle them in your particular context; and
- know about the help, support and funding which is available, and how to access it.

Definitions

4. Sure Start Centres and extended schools offer different services, but have some common aims and share the following characteristics:

- a. The Sure Start Centre or school is designed as the universal point of access for increasingly joined-up services for children and families;
- b. A core of services is easily accessible to all who want them, with other services being provided in response to local need;

- c. More specialised multi-agency services may be provided on site, or the school or Sure Start Centre can make arrangements for swift and easy referral to them;
- d. What is provided, and where, is informed by local demand and supply – it does not duplicate good quality existing services; nor create new services for which there is little demand;
- e. In disadvantaged areas, where there is likely to be greater demand for child and family support, there will generally be more services on the school or Centre site. We have set out two broad models of Sure Start Centre in our guidance (at www.surestart.gov.uk) depending on the degree of deprivation in the area. Extended schools are likely to offer even greater variation in what they choose to provide.

The core services to be offered through schools and Sure Start Centres

5. The table below sets out the different core services which we expect to see made available to children and families in or through all Sure Start Centres and all schools by 2010. Many of these are activities which most schools have been offering, in varying degrees, for many years. Others have been developed and piloted by a growing number of pioneers, including Sure Start Local Programmes. We want all Sure Start Centres and schools to develop and expand their current provision so that they offer access to all the core services described for extended schools or for Centres, below.

Extended Schools	To offer or provide access to: <ul style="list-style-type: none"> • Study support and out of school activities – including homework clubs, 'catch up' classes, Gifted and Talented programmes, sports and cultural activities • Childcare (8am to 6pm, all year round) either on the school site or with supervised transfer arrangements. (We are testing what 'childcare' means in practical terms for secondary schools.) • Parenting support – access to local and national information on parenting support services, family learning opportunities, etc • Swift and easy referral to wider services – including CAMHS, speech and language therapy and other multi-agency services • Community use – opening up school ICT, sports and arts facilities to local communities beyond the school day
Sure Start Children's Centres	To offer or provide access to: <ul style="list-style-type: none"> • Early learning and childcare, and support for a childminder network

	<ul style="list-style-type: none"> • Family Support and Parental Outreach – information on parenting, drop in groups and opportunities to access parenting support and education • Child and Family Health Services – antenatal and post-natal services and child health services • Links with Jobcentre Plus – information about employment, education and training • Quick and easy access to wider services – staff in Sure Start Centres will be well placed to identify and refer those children and families who need additional help to the full range of support services
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6. While these are the core services to which every child and family should have easy access, schools and Sure Start centres must have the flexibility to design services, with participation from their local communities, which are right for their local situations and which improve outcomes for children and young people and raise standards of educational attainment for all.

Emerging issues

7. A number of common issues are already emerging in the planning and delivery of Sure Start Centres and extended schools:

- **Governance, accountability and commissioning:** who takes the big strategic decisions, who is accountable for any service, how does cash flow through the system and who commissions whom?
- **Management and delivery models:** who oversees the practical delivery of services in the school or Sure Start Centre, and through what sort of relationship – line management, contract management or as an active 'host'?
- **Participation:** a cross-cutting theme – how do we ensure that existing and potential service users, and front line workers, not only contribute their views but participate in decision-making at every level?

8. We have used these issues as the headings for the three main sections of this paper. [Annex 2](#) also sets out some specific **operational issues** which can be tricky to manage.

9. Stakeholders tell us that governance and management issues are already emerging at a number of levels, often through enquiries about 'where the buck stops' – particularly arising from concerns about what will happen if

things go wrong. The answers can be complex. In any one instance - say, the actions of an individual working in an extended school - legal responsibility may lie with the local authority funding the service provided by the individual; public perception may be that it is the head teacher's; line management responsibility may belong to a contractor; and day to day management, with the extended services manager on site. The 'buck stops', in a sense, at all these points: legal liability, and any *culpability* for injury, damage etc., will depend on particular circumstances. We cannot cover, in this paper, advice on every situation which might arise. The important thing is to avoid difficulties occurring in the first instance, wherever possible, through sound planning and communication, including written agreements and records.

Guiding principles

10. Local partners have identified seven key principles which help maximise impact, make best use of limited resources, avoid increasing demands on staff and support them to do their jobs more effectively. Partners have found it essential to:

Know what you are trying to achieve, and evaluate impact on outcomes

11. Focusing on the differences services are intended to make for children, young people and their families helps to measure baselines and outcomes, so that the impact of services can be evaluated; and to assess whether resources are being used effectively. Schools, in particular, need to measure effects on standards of attainment. It may be necessary early on to use proxy measures, such as whether a service is reaching a specific target group, or leading to better attendance and motivation. Activities which do not engage, and improve outcomes for, those they are designed to help must be challenged.

Engage with and work within the Children and Young People's Plan, to ensure coherence and avoid duplication

12. Sure Start Centres and extended schools are part of wider reforms in children's services and education: current school and childcare reforms, with their underpinning legislation; school improvement; workforce remodelling and the New Relationship with Schools; Every Child Matters; children's trusts, including increased multi-agency and multi-professional working in all settings; and health reforms. Local authorities are responsible for drawing together all local partners to agree overall priorities and patterns of local services for children, young people and families, to be set out in the statutory Children and Young People's Plan. Sure Start Centres and extended schools need to contribute to this planning, to avoid gaps and overlaps in provisions, and use local authority-level partnerships to support delivery, as well as forming their own community links.

Build on school workforce remodelling and the wider reform of the children's workforce

13. Workforce remodelling – its principles and practices - is crucial to schools' capacity to implement Every Child Matters and deliver extended services: schools will not be in a position to do so otherwise.

New roles need to be taken on by those best placed to do so. Well-planned extended services enable everyone - headteachers, teachers and support staff - to focus on raising standards of teaching and learning. Offering access to extended services must not result in increased workloads for headteachers or other staff. In extended schools, as in Sure Start Centres, multi-agency teams bring together a wide range of expertise and break down previous barriers between professions.

Develop diversity

14. One Sure Start Centre or extended school will not be like the next. Services offered to users will need to vary, to reflect local contexts and needs:

- a. Individual Sure Start Centres and extended schools will offer a different balance between what is available on site and what is easily accessible elsewhere;
- b. Even where offers appear to be identical, there will be different ways of arranging and managing their delivery. These also need to reflect local contexts, the differing backgrounds of Centre management (e.g. a health-led Sure Start Centre will be different) and the capacity of local partners – including those in the private and voluntary sectors, as well as statutory partners;
- c. The roles of key individuals, such as headteachers and Sure Start Centre managers, will differ because in each case they will have different skill sets and face different challenges.

Ensure clarity

15. At every level, and whatever the relationships between partners, arrangements need to be clearly articulated, written down, understood and agreed by all involved – service users, as well as service providers and their staff. Having a joint working protocol in a drawer is not enough – it must be embedded in daily practice.

Involve users and be responsive

16. The needs of local communities – parents and carers as well as children and learners - must shape the services to be offered. Governance arrangements will involve some users, but more active involvement of a wider

group will also be necessary. Some families may need extra support to be able to participate fully. Voluntary organisations are often well placed to support schools in devising strategies to seek the views of the whole community and facilitate their participation. Trade unions should also be consulted about the design and development of extended services and their implications for their members.

Learn from what works

17. There is already considerable emerging practice to build on in Sure Start Centres and extended schools. This paper includes case studies and links to resources and support which we hope you will find inspiring and helpful.

SECTION 1: GOVERNANCE, ACCOUNTABILITY AND COMMISSIONING

Who takes the big strategic decisions – including what to offer – and is ultimately accountable?

18. Accountability can arise from

- making decisions about the provision of services;
- providing services or entering into arrangements with other bodies to provide services; and
- owning or occupying the premises on which services are provided.

19. Accountability in schools is very different from that in Sure Start Centres. Every maintained school has a governing body with membership and functions prescribed in law. Sure Start Centres have no separate statutory identity (but where a maintained nursery school is designated as a Sure Start Centre, it retains its legal status as a school).

20. This section considers formal decision-making and advisory procedures. While it is important that parent and community representatives sit on formal bodies and contribute their perspective, this is not a substitute for systematically and actively seeking the widest possible range of views. Individuals with sufficient time and confidence to sit on committees may not be representative of, or knowledgeable about, the whole community which the school or Sure Start Centre needs to serve, especially those with most need of additional services. (This is discussed in more detail in Section 3, below).

Governance and accountability in schools

(i) General

21. The Education Act 2002 gives school governing bodies the specific power to provide, or to enter into contracts or arrangements to provide, facilities and services that 'further any charitable purpose for the benefit of pupils at the school, their families and the people who live and work in the locality in which the school is situated'. This includes the services provided by a Sure Start Centre. Details on the role of the governing body in providing extended services are available in the publication *Extended Schools - A Guide for Governors* available at www.teachernet.gov.uk/extendedschools.

22. The Act also imposes a duty on governing bodies to ensure that they consult widely, including with their local authority, parents, pupils, staff and the community before developing extended services. This is to ensure effective local engagement in the design of services and that there is no wasteful duplication, such as replicating high quality childcare services which already meet local needs. School governing bodies, advised by their headteachers,

and in the light of consultation, are responsible for deciding which extended services to provide or to 'host'.

23. The governing body is accountable for the extended services provided by a school. The key to managing this accountability is to work within the law and to act reasonably. Individual governors cannot generally be held personally liable for extended services, or for debts incurred, provided they act legally, within the scope of their authority and within the powers of the governing body. Most insurance policies also provide individual governors with indemnity, usually subject to a proviso that they act reasonably, lawfully and within the scope of their authority. (Annex 1 offers some typical scenarios which can worry governors, and explains who is liable for what in each situation.)

(ii) Membership and structure

24. Governing bodies already include representatives from the parent body and local community, as well as school staff. In developing extended services, governing bodies may wish to invite additional members to represent the users or providers of services. Health and social care staff working on the school site and representatives from local voluntary and community bodies can be extremely valuable members and bring a fresh perspective to discussions generally, not only those about extended services. Some may take up formal membership of the governing body by being appointed as community governors (provided they meet the requirements) but others may have associate status.

25. Where the governing body plans to commission specific services, such as child care or parenting support, any governing body member with an interest in providing that service (whether in the public, private or voluntary sectors) must withdraw from the debate and decision. Providers of commissioned services are free to become governors but they must be aware of the rules regarding conflicts of interest. Alternatively, they could be invited to attend from time to time to contribute to discussion, rather than become members.

26. To encourage a focus on extended services, without overloading the agenda and attendance at full governing body meetings, governing bodies may wish to set up committees to oversee extended services, which may put forward recommendations, although final decisions will remain the responsibility of the full governing body. In voluntary and foundation schools, foundation governors should be represented on such committees.

(iii) Clusters and federations

27. Where extended services are provided for a group of schools on the site of a particular school, or federations of schools operate in collaboration, the basic principles of accountability are unaltered. The extent of each school's accountability will depend upon the nature of the agreed decision-

making process, and whether the services are provided on the premises of that school. Where a joint committee takes decisions for extended schools provision, acting as a committee of the governing body of each of the schools involved, all the participating governing bodies will be accountable for the consequences of decisions taken.

28. In the context of joint committees, care should be taken to ensure that the interests of the foundations of any voluntary or foundation schools are fully represented.

Governance and accountability in Sure Start Children's Centres

(i) General

29. The local authority's role in developing Sure Start Centres is underpinned by the Childcare Act 2006 which will require them to provide integrated early childhood services. The Act makes health services and the local employment service (Jobcentre Plus) statutory partners in providing these services. Local authorities and their partners must take all reasonable steps to involve providers from the private and voluntary sectors and parents in the planning and delivery of early childhood services. It is planned to bring these duties into effect from April 2008.

30. The majority of the first phase of Sure Start Centres have developed from Sure Start Local Programmes (SSLPs), and will have had in place a variety of arrangements for seeking views and making decisions. Typically there will have been:

- A partnership or management board taking decisions about what to offer – involving representatives of those providing services, parents and the wider community
- Parents forums or other user bodies feeding their views
- A centre manager and their senior team, taking day to day decisions

31. In consultation with all local partners, including their statutory partners in health and Jobcentre Plus, local authorities will want to review these arrangements, and ensure that all Sure Start Centres have streamlined and effective arrangements for planning and decision making. These will need to complement arrangements for seeking user and community views. Community and user involvement has been a major strength of Sure Start Local Programmes and must be built firmly into new arrangements.

32. Normally, only one local partnership/advisory board will be necessary between the overarching children's trust partnership and the senior management team in the Sure Start Centre which will take operational

decisions. These partnership/advisory boards have no legal status, cannot hold a budget or enter into contracts or legal agreements and cannot be held legally liable should things go wrong. The local authority, or anyone with whom it contracts to provide services, employ staff or own premises, will be accountable.

33. The local authority may contract with another body to take overall responsibility for the Centre, and take the lead in entering into arrangements with other organisations. This could be a private or voluntary sector contractor or PCT.

34. The fact that there is no governing body does not mean that all decisions affecting a Sure Start Centre have to be taken centrally within the local authority. The local authority and its children's trust partners will want to sign off the Centre's annual objectives and a development plan which may be longer term. Where the Centre manager is an employee of the local authority, the local authority or children's trust can give him or her authority to spend a defined budget, as advised by the local board and in line with the agreed objectives and plan. Where the manager manages a cluster of centres, they may be given one overall budget to spend at their discretion, or separate budgets for each centre.

35. Where a Centre is managed by a private or voluntary sector contractor, the contract will provide that the contractor be allocated a budget for the manager to spend in accordance with specified conditions. If the Centre manager is, for example, a PCT employee, agreement with the PCT about using the budget will need to be set out in writing.

36. A number of issues to do with liability and accountability are emerging during the transition of Sure Start Local Programmes to Sure Start Centres. These are discussed in more detail in Annex 1.

(ii) Sure Start Children's Centre on a school site or linked to a school or cluster

[CASE STUDY TO BE INSERTED HERE]

37. Where a Sure Start Centre is on a school site, or has close links with an individual school or local cluster, the school's governing body will want to liaise closely with the partnership/advisory board. The governing body cannot take on the formal role of that board, as this would be outside its statutory powers. However, if the membership of the governing body or its extended services committee covers all those who would also be on the partnership/advisory board, it is possible for the same group of individuals to take both roles. Meetings could take place end-on to each other, as long as it was clear when the group moved from acting as governing body to acting as the partnership/advisory board.

38. Membership of school governing bodies for all categories of school is set out in regulations. When appointing community and local authority governors, governing bodies with a Sure Start Children's Centre on site will want to choose representatives who can reflect the role of the Centre in supporting the whole community, not just those families whose children attend or will attend the school. Community governors must by law live or work in the community served by the school and must be committed to the good government and success of the school. The governing body may also wish to invite the Centre manager to attend meetings when relevant issues are being discussed.

39. Where a school governing body wished to go further and take on the management of a Sure Start Centre or one or more of its services (such as parenting support), it could do so by using its extended schools powers (ie its powers under the Education Act 2002) to enter into arrangements or agreements with other bodies to provide community facilities. This would in effect make the relevant services and their management part of its overall extended schools provision. The local authority and other partners, such as the local PCT, could continue to provide and fund these services and their management, and would continue to have responsibilities to service users, but the governing body, as overall manager of the services(s), would also have responsibilities towards service users. This model would require careful discussion between local authority and governing body to ensure that accountabilities are clear.

40. Taking responsibility for overall management of Centre services may be more appropriate in those areas where the Centre is a 'lighter touch' model, where the direct delivery responsibilities are more limited, with more services being accessed through signposting. This approach may also be particularly appropriate for Trust schools which have a suitable, overarching voluntary or private sector body with wider resources and skills to draw on to support the Centre.

41. Some governing bodies have chosen to go even further and use their extended schools powers to take on responsibility for delivering or commissioning the full range of children's services for their area, funded by the local children's trust.

A cluster of schools in **St. Ives, Cambridgeshire** has formed a children's trust to commission children's services for the area. This is led by **St. Ivo** secondary school which has strong partnerships with local primary schools and health and social care agencies. By bringing together education, social services and health services, St. Ivo school is helping to ensure there is early intervention to support the most vulnerable children and their families in the area. School-based inclusion workers have been employed in each of the local schools to work with the most needy children and families. Placing schools at the centre of this work is useful as many families in the community have already established regular contact and trusting relationships with them.

To co-ordinate the role of the inclusion workers, a referral co-ordinator has been employed which is a shared post between a senior member of staff from both the Primary Care Trust and from the St. Ivo school team. There are strong synergies in that the partnership project's geographical area is the same as the area serviced by the Primary Care Trust. The project has already been a great success in the core work of prevention and support for children and their families.

42. Where a Sure Start Centre is on a school site, or working closely with a school, the appointment of the headteacher to the partnership/advisory board would enable him or her to take an overview across both Centre and extended services; and ensure that necessary connections are made and that the range of services contribute to school improvement and high standards as well as meeting community needs.

Commissioning

43. This guidance should be read in conjunction with the Joint Planning & Commissioning Framework for Children, Young People and Maternity Services (DH/DfES March 2006), which can be found at www.everychildmatters.gov.uk/strategy/planningandcommissioning, with some helpful case studies.

44. The framework sets out a nine-step process for successful commissioning by local authorities, working through children's trusts, with a clear focus that all commissioning decisions should be based on improving outcomes for children and young people. Commissioning decisions should be based on a joint commissioning strategy, drawn from the priorities agreed in the Children and Young People's Plan, and informed by a thorough needs assessment.

45. Improvements in data gathering and data sharing protocols have led to children's trusts beginning to have a more detailed understanding of the specific needs of localities against the five Every Child Matters outcomes. Many have indicated that their longer term plans include having joint commissioning at a locality level, where the greater awareness of needs would lead to more appropriate and responsive services.

46. It follows that, whether commissioning decisions are made centrally by the children's trust, by locality-based multi-agency teams, or by schools and Sure Start Centres, they should be coherent with the overall joint commissioning strategy. Schools and Sure Start Centres have an important role in informing the needs assessment and planning processes in order to ensure that commissioning decisions are relevant to local needs.

47. Clusters of schools may come together to commission services such as information, advice and guidance or targeted support. Schools may also want to commission children's trusts directly. They may have developed their own links with health and social care, and may even be making use of some budgets available to them to commission services from their partners.

48. Local authorities, through children's trusts, will therefore need to work closely with schools, sharing commissioning skills and experience, including providing for block/call-off contracts, and supporting schools and clusters through procurement decisions to ensure that services are efficient, effective and strategically aligned. They can help the management committee/governing body gain the best terms and conditions which have been centrally negotiated, draw on established protocols on tricky issues such as terms and conditions of staff, and avoid unnecessary work and time-consuming competitions. Where commissioning units exist at strategic level, they will need strong links with those leading on the children's centres strategy and the extended schools strategy.

49. Local authorities may also be able to help schools with local commissioning, for example of childcare providers to work with schools, so that each school does not need to develop individual arrangements with providers. Local authorities have a role to grow capacity and a diverse market of providers in this area. They are also ideally placed to form strategic relationships with key stakeholders such as PCTs in the commissioning of Sure Start Centre services. Local authorities and their children's trust partners should discuss with schools what arrangements would suit for each type of service; and they should be open to innovation and local approaches to commissioning that meet local need – such as the school acting as commissioner, described above. There is a range of possible options, covered in more detail in relation to specific services in the section on management below.

50. In deciding whether (in the case of a local authority) to provide a Sure Start Centre service themselves, or (in the case of a school) to provide community facilities themselves instead of making arrangements for their provision through contractual arrangements with third parties, the local authority or governing body need to be able to show they have given full consideration to the benefits and costs of using alternative providers, in the private, voluntary and independent sectors; and that any decision to provide services directly is fully and objectively justified. The governing body and local authority also need to act openly and transparently in pursuit of the best value for money. This means ensuring that potential providers in the public, private or voluntary sectors do not take part in any tendering or contracting decision. Local authorities should also be aware of the various legal requirements around competitions and be prepared to advise schools where necessary.

51. Where local authorities are holding competitions for new schools (whether these are Community schools, Voluntary-Aided, Voluntary-Controlled, Foundation/Trust schools or Academies), regulations to be laid under the Education and Inspections Bill will require local authorities to set out what extended services they would wish the provider to deliver.

52. The Trustees of Trust schools may include partners drawn from the voluntary sector, who may be well placed to lead on the development of a variety of extended services across their schools and perhaps also across local areas. Local authorities may wish to consider how providers of Trust

schools are represented in local strategic planning of services, whilst being mindful of conflict of interest issues that may arise from time to time.

SECTION 2: MANAGEMENT AND DELIVERY MODELS

Overall management of Sure Start Centres and extended services offered through schools

53. Managers have been drawn from a range of children's service backgrounds, and may be employed by the private or voluntary sector provider of the Centre, the NHS or the local authority.

54. A number of schools have chosen to appoint an additional member to the senior management team to lead on the day to day management and coordination of extended services. The post-holder is often not a teacher by background, but from social care, health, youth or community services. In primary schools, they often work across a cluster of local schools.

55. This role can be spread among more than one staff member, and combined with existing roles such as overseeing pastoral support or behaviour. Schools will want to find ways of using this role to help take pressure off other members of the senior management team; and of ensuring that support staff also have opportunities to contribute fully to the management of extended services..

South Hunsley comprehensive school in Yorkshire offers a wide range of extended services to its community and the cluster of eight primary schools that it leads. Over the last two years, as it has rolled out extended services the school has completely re-organised its management and staffing structures, with non-teaching staff taking on many roles – including senior management positions – to ensure that teachers can concentrate on teaching and learning. The decision caused a radical re-structuring of the senior management. The school moved to one deputy head, three assistant heads and three Key Stage directors for KS3, KS4 and KS5, as well as a director of extended services. In addition, the school has appointed heads of year that are associates or non teaching staff, plus a range of other associate staff dealing with various aspects of the core teaching and learning function. The decision to give the heads of year role to non-teaching staff was taken to improve swift and easy referral and the general level of pastoral care. The school's large associate staff are managed by the director of extended services who is in charge of all the associate staff and in charge of coordinating all the different services and reports in to the school management team.

56. Where a school governing body has chosen to provide a Sure Start Centre as part of its extended services, the governing body will decide on who to appoint to manage the services, and the governing body or local authority (depending on the type of school) will be the employer. This role may be combined with managing other extended services.

57. In other Sure Start Centres, the manager will combine the management and leadership role. The Centre manager will be employed by the local authority; by a partner from elsewhere in the statutory sector such as a PCT;

or by a private or voluntary provider in circumstances in which the local authority has contracted out overall management of the Centre.

58. Where a Centre is on a school site, but the school governing body neither provides its services, nor arranges its provision, there must be clarity as to how the headteacher and Centre manager work together:

- the Sure Start Centre manager may be employed and managed by the local authority, and work in close partnership with the head teacher, but without any formal management relationship. The arrangements in place should reflect the fact that both headteacher and Sure Start Centre manager have important roles to play and should have appropriate mechanisms to ensure their accountability.
- the Sure Start Centre manager may be employed by the local authority, but the head teacher (with the agreement of the school governing body) agrees to take on an additional role as manager of the Centre manager. This would require a separate contract with the local authority, as such a role in relation to services provided otherwise than by the governing body would be outside the headteacher's current terms and conditions.

59. These new and developing roles and responsibilities must be clearly underpinned by job descriptions and written agreements, and the headteacher's workload must not be increased.

Estover College and Plymbridge Nursery School and Children's Centre are part of a partnership which also includes three primary schools and a community arts centre. Recognising the need for wider participation, a new partnership structure was developed in June 2006, consisting of a:

- Executive Board (the headteacher or manager of each member institution, a governor from each establishment and the Childcare and Multi Agency Co-ordinator (CCMAC));
- Strategic Group (a link worker from each establishment and the CCMAC). Each link worker represents their establishment and participates in both planning and delivery for the partnership; and
- Stakeholders Group (Community/Parent & Carers/Service Providers/Student representative/Others/and the CCMAC). This will provide information, ideas and support from a range of perspectives.

The CCMAC reports to the Executive Board, who will become accountable for the quality and standards of new initiatives, budgetary control and aspects of staff development, to ensure that all involved have the capacity and are prepared for the scale of change resulting from this next practice. Each member of the Executive Board leads on one aspect of the Every Child Matters agenda across the member institutions.

Delivery models

Within the overall management arrangements, there are essentially five approaches for offering any particular service:

- *Direct delivery* – the school employs staff, who report through the management chain to the headteacher or Centre/extended services manager
- *Contracted out* – the governing body, or Centre manager on behalf of the local authority, arranges provision of a service, paying a third party to provide it to an agreed specification
- *Management contract* – as above, but a contractor is paid to manage the overall Centre or the extended services and sub-contract their delivery
- *'Hosting'* – the governing body or Centre manager, on behalf of the local authority, allows a service to be provided on site, but does not arrange or take a direct role in its delivery
- *Access only* – the school or Centre provides information about a service, and help with access (through rapid referral, or supervised transport) but neither hosts nor provides it.

60. The following sections consider different approaches to different services within the core offers for extended schools and Sure Start Centres.

Extended schools core: delivery approaches

(i) Study support/out of school activities

61. Schools have a long tradition of before and after school activities, often known as study support, and often provided through the voluntary efforts of teachers, support staff or parents or in partnership with local private and voluntary sectors. The development of extended schools and the increasing personalisation of the school curriculum will lead to growth in these activities.

62. Many schools will want to continue to develop and manage these services themselves, reviewing the provision on offer from time to time to ensure that it is having the best impact on pupil standards. But schools should not depend on teachers to provide this support directly; and where childcare is provided alongside study support activities, it opens up different options involving the greater use of external providers and managers.

63. The DfES's recent *Planning and Funding Guidance* (see www.teachernet.gov.uk/extendedschools) identifies the funding available to schools to develop activities and also provides advice on introducing charging

regimes to help cover costs. Further information on study support is at www.standards.dfes.gov.uk/studysupport.

64. Study support outside school hours comes within the definition of childcare under the Childcare Act 2006. Where study support is provided by a school or by a provider registered with Ofsted, parents may be entitled to claim working tax credits to pay any charges. Some local authorities and schools are actively helping parents to claim the support to which they are entitled, through group sessions, written guidance and the work of special post holders, for example.

(ii) Childcare for school-age children

65. The private and voluntary sectors are the major providers of childcare in England. Many schools have chosen to work with them to deliver the childcare element of the core offer, because of their delivery skills and ability to develop and implement sustainable charging regimes.

66. The most common model in extended schools is one of hosting childcare. Working with third party providers enables schools to access expertise and eases the burden of costing, planning and delivering services; but it is important that schools work only with providers registered by Ofsted who can demonstrate that they have reliable and safe arrangements in place and can provide a high quality service.

67. Childminders, too, have an important role to play as partner providers for schools, in offering flexible childcare arrangements to meet the needs of all families who need it. Many parents prefer the more informal settings childminders can offer. In rural areas, and areas where there is currently insufficient demand for childcare groups to be established, childminders can be particularly valuable in supporting parents who want to return to work or increase their working hours.

68. It is particularly important that schools and childcare providers have clear written agreements about relative responsibilities for criminal record bureau (CRB) checks, health and safety and safeguarding issues. CRB checks will be carried out as part of Ofsted's registration process. Providers will also have to meet the National Standards for Day Care and Childminding. This arrangement can help make the most of school premises and facilities.

69. Where there is no need to use school premises, such as when a provider is meeting all local demand either at another school or in their own premises, schools must still make arrangements for pupils to transfer safely between the school and childcare sites.

70. If childcare is managed separately from activities/study support, schools and providers need to work well together to ensure that children attending childcare can also participate in the range of activities on offer, as well as complete homework, rest and play.

71. Many working parents, particularly lone parents, might welcome a reliable service offering children of secondary school age opportunities to participate in a range of activities in a safe and stimulating environment (particularly during the holidays), where parents could be notified of non-attendance. Some extended schools have already set up popular 'club hub' - type facilities, where young people formally register their attendance before selecting from a range of opportunities to study, socialise and participate in sport and other activities.

72. Local authorities will have a new duty under the Childcare Act 2006 to ensure there is sufficient childcare to meet local need. They can advise schools on local providers who work well with schools, and on the sort of written agreements which can underpin that. Annex 5 provides details of the support available.

73. Most schools are likely to decide to work with childcare providers from the private and voluntary sectors. However, if a governing body decides that their school should provide childcare directly, they should contact their local authority who will be able to provide advice on costing services, likely market demand and requirements to register provision for any care for children aged under eight.

74. The Government is making changes to the regulation and inspection of childcare, including activity based provision, through the Childcare Act 2006. The new arrangements will be introduced for voluntary providers from April 2007 and fully from September 2008.

75. From April 2007, childcare provided by a school but not registered with Ofsted (because it is activity-based, or is for older children) will be inspected as part of the normal school inspection arrangements. Parents will still be able to claim financial support through Working Tax Credit and employer-supported childcare schemes.

76. After September 2008, Ofsted will no longer register any childcare provided directly by a school's governing body and on the school site for pupils of the school over the age of three.

77. From April 2007, schools should use only providers registered by Ofsted. This will help to ensure that all provision is safe and high quality.

(iii) Parenting support

78. Most schools provide advice and support to parents when their child joins the school, because of the impact this can have on parental engagement in their child's learning. By working with other children's services, such as health and social care, schools can also signpost parents to support services on wider issues, such as drugs, alcohol and sexual health, that they may made need to access as their child matures. Some schools also offer family learning opportunities, often with support from the Learning and Skills Council or nearby FE colleges.

79. Many voluntary sector providers offer active parenting support, using structured programmes: schools may want to host these and encourage take up by those parents who might benefit most. Local authorities, through children's trusts, are expected to lead on the commissioning and capacity building of parenting support services.

80. In all instances, providers of parenting support should bear in mind that both mothers and fathers need to be offered tailored support, as appropriate.

(iv) Swift and easy referral

81. Swift and easy referral to appropriate specialist support in health, social care and other children's services ensures that vulnerable children get the support they need as soon as problems emerge. While teachers have a key role to play in early identification of problems, effective referral processes ensure that they are not diverted from core teaching and learning activities to track down resources for vulnerable children.

82. Local children's trusts will be responsible for commissioning these specialist services. Schools should play a key role in influencing priorities and service design, including the development of multi-agency teams that visit schools or in some cases work on school sites. Schools can then ensure that all school staff, especially support staff, with pastoral, mentoring or family link roles, know about the services available, the criteria for referral, and the best way to refer an individual pupil. School nurses have a key role to play here.

83. Headteachers and governing bodies will want to work with local authorities to influence the shape and nature of services in their schools, to ensure that they support school improvement and feedback any concerns of staff or parents about the quality of provision.

84. In some cases, it may be appropriate for schools to take fuller roles in the management of multi-agency teams in negotiation with the local authority and their children's trust partners. For example, some schools have already taken on delegated commissioning roles from local authorities to develop and manage multi-agency teams for their school and neighbouring schools.

85. For all health and other non-education professionals working in schools, access to appropriate and robust clinical or other relevant professional supervision will be essential. In all cases, the workload implications on school staff need to be considered carefully with participation by all staff affected. The PriceWaterhouse Coopers review of school leadership will be considering these issues further. (See [Annex 5](#) for details of guidance on multi-agency working.)

(v) Community use

86. Most schools with suitable premises already enable their local communities to make good use of their sports, arts and other facilities. The best impact on school improvement is made where the strategy for community

use is designed to target those members of the community whose children are most at risk of under achievement. Some schools sites are not yet designed to cater for community use, but as the Building Schools of the Future and the primary capital strategies are implemented, school design will cater increasingly for community and multi-agency use.

87. Private Finance Initiative (PFI) agreements should be negotiated with extended services in mind. Some schools already have in place PFI agreements which impose additional charges if they wish to make use of school sites beyond the agreed hours. Any additional charges should be reasonable, and the costs recoverable from making reasonable charges to the community. Further guidance on capital issues is at www.teachernet.gov.uk/extendedschools. This includes the recent consultation on the primary capital strategy and the *Designing Schools for Extended Services* guidance.

88. Schools may fund the management costs for facilities, such as new support staff or site manager posts, from charges to users.

89. Some secondary schools have contracted out management of their sites out of school hours to local authority-appointed providers of community facilities, and have used written agreements to make clear the accountabilities of those service providers.

Sure Start Children's Centre Core Services: Delivery Approaches

(i) Early learning and childcare

90. Under the Childcare Act 2006, local authorities may provide childcare directly themselves, whether in a Sure Start Centre or elsewhere, only if no other provider is willing to do so; or, given the circumstances, if it is more appropriate for the local authority to provide the childcare itself. (Further guidance on this duty, which comes into force in April 2008, is available at www.surestart.gov).

91. Using a private or voluntary sector provider can be an effective way of providing childcare in or near a Sure Start Centre, which is particularly important in the most disadvantaged communities. All Sure Start Centres must offer parents advice and information on local childcare options; and those in the most disadvantaged areas must include integrated early learning and childcare either on site, or nearby, in the case of split-site Centres.

Childminders

92. Sure Start Centres should work with networks of childminders to provide parents with choice in the type of childcare provided, for example for those parents who may prefer a home setting for childcare for very young children. Centres should act as 'hosts' for local childminding networks and link parents with providers. They should also offer childminders opportunities to develop their skills, including involving them in staff training opportunities; and ensure that they are professionally advised and supported. Engaging with

childminders provides more choice for parents, some of whom prefer a home setting for childcare for very young children. In rural areas, in particular, a supported network of childminders may offer a suitable alternative to centre-based care alone, which may not be sustainable.

(ii) Family Support, Outreach and Home Visiting

93. All Sure Start Centres must undertake outreach work and home visiting to increase engagement with the most excluded families. They should work innovatively with providers, to encourage take up of services and target excluded parents who may benefit most. The voluntary sector is well experienced and placed to support families, particularly those most in need. Health services will also have a key role in identifying need and providing support. Health visitors working from Sure Start Centres will often be best placed to provide the targeted and intensive home visiting support which the most disadvantaged families sometimes need. Through health-led demonstration projects, the Government is funding the testing out of such services. Provision can be offered at Sure Start Centres (at linked sites, in the case of split-site centres). Although providers are responsible for the delivery of such services, they must have service level agreements with Sure Start Centres. Where Sure Start Centres are co-located with schools, providers may also work with parents of older children. Centres can also provide a base for family case conferences and other multi-agency activities.

(iii) Child and Family Health Services

94. Health services are an important part of the offer in Sure Start Centres and should be available on site in the most disadvantaged areas. In collaboration with children's trust partners, PCTs are responsible for commissioning the health services to be made available in a children's centre. The Sure Start Centre, as the host in these cases, should not charge rent for the use of facilities or generate any other income from the provision of these services. On a day to day basis, health professionals working in Sure Start Centres may answer to the children's centre manager; however, for all health and other non-education professionals working in Sure Start Centres, access to appropriate and robust clinical or other relevant professional supervision will be essential. This also helps to maintain routes for onward referral.

(iv) Links with Jobcentre Plus

95. Sure Start Centres should have links with Jobcentre Plus advisory support, and it should be available on site, especially in the 30% most disadvantaged areas, or be easily accessed. Local authorities or Sure Start Centres may sign service level agreements with Jobcentre Plus to specify what support will be provided. They should not charge rent for the space occupied.

96. Jobcentre Plus can provide support early on to those parents searching for employment, especially those most at risk of slipping into unemployment and a cycle of poverty. By linking with the Learning and Skills Council, adult learning opportunities can also be provided to tackle barriers to employment

such as adult literacy and numeracy.

(v) Supporting families with special needs

97. Some of the family, social care and health support services that children and families need will be located, or regularly available, on Sure Start Centre sites. By working closely with other specialist support services, Sure Start Centres can also act as a swift and easy referral service to other support that families may need. Sure Start Centre providers should have opportunities to shape the delivery models and prioritisation of these other services, by participating in children's trusts arrangements for their areas.

The Programme Manager of **Sure Start ABC programme in Portsmouth** is responsible for managing two children's centres - Charles Dickens Children's Centre and the Portsea Children's Centre. The Programme Manager is supported by a small management team including a Senior Contracts Officer whose responsibilities include: co-ordinating Service Level Agreements (SLAs) with providers, linking providers together, working strategically to ensure joined up working, ensuring links with city-wide strategies, working with colleagues in other agencies to develop joint SLAs and commissioning of services and embedding the activities. The Senior Contracts Officer is part of the senior management team and sits on the Partnership Board. Agencies delivering services report to the Senior Contracts Officer. The Senior Contracts Officer provides regular progress reports to all Partnership members on how well each service level agreement is being achieved, including details of effective practice where agencies are exceeding targets or mechanisms put in place to improve performance where agencies are under achieving. Services provided at the centres are commissioned by Sure Start ABC creating a "virtual" staff team. Staff remain based within their own organisation and have their own development structures.

SECTION 3: PARTICIPATION

98. Welcoming the whole community is a characteristic of successful and effective extended schools and Sure Start Centres, enabling everyone to benefit from new services and opportunities, as well as to identify, shape and improve them.

99. Parents, children, young people and their communities, as well as staff and trade unions, should be routinely consulted in the development of extended services and children's centres. Schools are legally required to consult before providing, or arranging for the provision of, extended services under the Education Act 2002 and local authorities are required to do so when developing their Children and Young People's Plan (CYPP). This consultation should involve active participation and can

- identify local needs, which may not be evident without direct approaches to local parents and children
- reveal existing high quality services that can be better used, and so avoid duplication
- encourage people to volunteer skills and interests that can help in the development and delivery of services.

100. Sure Start Local Programmes have been very effective in building and developing community involvement. Using a range of innovative approaches, they have enabled parents who might otherwise feel uncomfortable about accessing services to become actively involved in decision making processes. "Buddying" and "befriending" schemes in which parents work with other parents to help build their confidence have been particularly successful. We need to build on successful practice in developing Sure Start Centre services.

101. The Education and Inspections Bill sets local consultation in the wider context by including a new duty on governing bodies to have regard to the CYPP developed by their local authority. Local authorities will be under a reciprocal duty to consult governing bodies of schools in developing that CYPP. It also provides for statutory Parents Councils, which represent a broad range of local parents, in some Trust Schools, able to feed views to the governing body. Other schools may want to consider the potential role of Parent Councils as a link between parent governors and wider participation by all parents.

102. Parental engagement in services is key. Parents who are involved in the development of services are more likely use and benefit from them. Continuing to adopt innovative approaches to parental engagement can help reach those who have traditionally not taken an active role. Consultation should not be a one-off exercise. It means regular participation to obtain feedback to ensure that what is being provided continues to be what is needed. The *Consulting Your Community* Toolkit available at www.tda.gov.uk/remodelling/extendedschools.aspx is a valuable source of information about how to engage with all members of the community.

103. For schools, it is particularly important to reach out to parents who,

perhaps because of their own negative experiences at school, may be less willing to engage in services delivered at the school site. Research evidence shows that good parenting is the most important factor for children's achievement and that schools that work well with parents can expect significant and lasting benefits for standards. The Parenting Support leaflet at www.teachernet.gov.uk/extendedschools provides innovative examples of where schools are working well with parents to engage their support in their children's learning.

Sure Start Barrow in Cumbria is a community based, 'ground-up' local programme. It is based in an area of high unemployment and high deprivation. For over five years, Sure Start Barrow has been developing community involvement and participation, building on local skills and expertise. By consulting with others they have ensured that activities, events and services offered to families and pre-school children within the Sure Start area have evolved as a result of direct need. Through ongoing consultation, it has initiated and run a whole host of early learning, health and family support services and community activities which have been enjoyed by a large number of young children and their parents. The natural progression for some parents has been to become involved in the actual planning of these activities through the Sure Start Partnership Board.

ANNEX 1: MANAGING LIABILITY

What could go wrong and who will be responsible?

1. Many schools, local authorities, private and voluntary sector providers, and other children's services have long been delivering a wide range of services, to the benefit of children and their families, safely and without serious incident. Most schools have some experience of working effectively with third parties and have case studies that they can share with others.
2. In setting up Sure Start Centres and extended services, everyone involved needs to be clear about accountability. The simplest way to do this is to think about what might go wrong; who might be held responsible in law, and what arrangements can be put in place to minimise the risk of the local authority or school being held accountable, where services are provided by third parties.
3. Below are descriptions of some possible scenarios and who might be accountable for what consequences in these circumstances. **These are just examples and should not be treated as specific legal advice.** It is not possible to 'contract out' entirely of responsibility for personal injury or death, but the risk of accountability for local authorities and schools contracting with third parties for the provision of services can be minimised. Written agreements play a big part in clarifying liability; but in the event of a serious incident everyone involved may be required to contribute to any subsequent inquiry. Lessons learned need to be shared with all those concerned, and guidelines and practice revised where necessary.
4. The key to managing accountability is to act reasonably. Good operational arrangements are already in place in many areas. Information and good practice should be shared, although where, for example, existing written agreements are used, schools and local authorities must assure themselves that these are appropriate to their individual circumstances. When in doubt, legal advice should be sought to ensure that liabilities that may arise in any specific set of circumstances are made clear to all concerned. Insurers should always be informed when services are being developed.

Scenarios

Scenario 1: A child/other person may be injured because SSCC/school premises are unsafe

Regular risk assessments should be carried out to minimise the risk of injury. However, if an injury is caused by unsafe premises, both the owner and occupier of the premises may be accountable. If the injury is caused as a result of inadequate supervision by a person who is aware of the risk of injury, the body responsible for supervising the child at that time may be

accountable. If both circumstances occur, a combination of bodies may be accountable. Where schools own premises, Transfer of Control Agreements and other written agreements can be put into operation with third party service providers. Examples of written agreements are available from local authorities or at: www.teachernet.gov.uk/extendedschools. Although these do not exclude all responsibility for safety, such an agreement could require the user of premises to take additional steps to ensure the safety of premises for users where they cause or discover the premises to be unsafe for any reason and to notify the school immediately.

Scenario 2: A child is injured by another child, or leaves the premises

The body responsible for supervising the child at that time is accountable. Where this is neither the local authority nor the school, written agreements can be put in place to minimise risk of the local authority or school being held accountable and to make clear what the provider is responsible for. To minimise the risk of being held accountable in terms of any residual responsibility, local authorities and governing bodies contracting with third party providers should take reasonable steps to ensure they choose reputable providers. They should either assure themselves that relevant registration requirements have been complied with, or make this a requirement of any agreement with the provider. The agreement should specify that the provider must have appropriate supervisory arrangements in place at all times, and appropriate arrangements for the collection of children.

Scenario 3: Protecting children from potential abuse by a member of staff

Appropriate CRB checks must be in place. The member of staff and possibly their employing organisation is accountable. Where this is neither the local authority nor the governing body, written agreements can be put in place to minimise risk of the authority/school being held accountable and to make clear where accountabilities for the actions and employment of staff rest. Local authorities and governing bodies providing services directly are responsible for taking up references and ensuring required checks are carried out on all staff. Agreements with third party providers should impose an obligation on them to check their own staff and to keep records in accordance with best practice.

Scenario 4: Services provided do not deliver what has been promised and paid for under an agreement

The body responsible for providing the service is accountable and responsible for the reimbursement of any charges. Where local authorities and governing bodies are not providing services directly, they will wish to be aware, in choosing a third party provider, that the organisation is reputable and that what they say they will provide is reasonable and appropriate.

ANNEX 2: OPERATIONAL ISSUES

Child and user safety
Criminal record checks
Terms and conditions of staff
Health and safety
Insurance
Written agreements
Inspection
Performance management

Child and user safety

1. Child and user safety is paramount. All staff and providers working on or managing sites out of hours should have training on issues such as emergency evacuation procedures.
2. Schools should work only with providers that can demonstrate that they have effective procedures, training and 'vetting' arrangements for their staff, appropriate child/adult ratios and contingency arrangements in place for emergencies or the unexpected, for instance arrangements for managing in the event that a child is not picked up after a session run by a provider.
3. In the case of child care providers, only registered providers should be used. Local authorities can advise on high quality, registered providers. Where schools are planning to deliver childcare direct they should contact their local authority, as childcare provision for children aged under eight must currently be separately registered. Local authorities are well placed to advise on the practical implementation of extended services.
4. Sure Start Centres and extended schools offer increased access for adults to their premises. Where adults and children are jointly involved in activities, schools need to ensure that there are always adequate staffing arrangements in place, so that children are not left unsupervised.

Criminal Record Checks

5. It is essential that standard staff 'vetting' procedures with the Criminal Records Bureau are carried out for all those who will have contact with children, and that appropriate records are kept. Where third parties are contracted to work from Sure Start Centre or school sites, written agreements must underpin those arrangements and make clear who is responsible for undertaking checks and storing records.

Terms and Conditions of Staff

6. Staff and their trade unions must be consulted during the development

of Sure Start Centres and extended services, particularly where there are issues that could affect their terms and conditions of employment. Staff and their trade unions and professional associations must know to whom they are accountable, and for what. Written job descriptions are essential, and any proposals to amend them must be subject to consultation with staff and their recognised unions.

7. Recent workforce reforms in schools have seen teachers increasingly focused on core teaching and learning activities, with tasks that do not require their professional expertise delegated to school support staff. In particular, the implementation of the contractual changes arising from *Raising Standards and Tackling Workload: A National Agreement* and the introduction of Teaching and Learning Responsibility payments have helped to free teachers to teach. The development of extended services in and around schools should not do anything to reverse these gains nor should they have a negative impact on teachers work/life balance.
8. Staff from specialist services such as health or social care should know to whom they are accountable on a day-to-day basis; but they must also have access to professional advice to ensure that they get appropriate support, development and training opportunities. There are many examples of multi-agency teams, support staff working in extended services and other case studies demonstrating how these issues have been worked through effectively.

Health and Safety

9. Under the Health and Safety at Work etc. Act 1974, and associated regulations, employers are responsible for the health and safety of their employees. They are also responsible for ensuring the health and safety of non-employees who work on the premises or who are affected by the employer's undertakings. This includes those participating in community or family activities.
10. Management responsibility of premises lies with the local authority (in the case of Sure Start Centres) or the governing body (in the case of a school) outside, as well as during, their own particular 'normal' opening hours. The only exceptions for schools are where transfer of control agreements or trust deeds specifically transfer control of premises to an external organisation or service provider. Local authorities can provide examples of such agreements.
11. When developing services, new risk assessments should be carried out, including likely risks such as access to first aid. All users should be made aware of the health and safety policy and their duties arising from that.

Insurance

12. Sure Start Centre providers and local authorities/schools should consult their insurance company before developing any new services. When working with third parties who may be providing activities or services on site, checks should be made to ensure that each group has its own public liability insurance for that service/activity. They should also ensure that the level of the cover is adequate.

Written agreements

13. Written agreements should be in place with any third party providers or groups using a site. These should set out the responsibilities of the contracting parties. Local authorities can share written agreements that have worked well elsewhere and can be adapted for local use. These should set out responsibility for health and safety, criminal record bureau checks and insurance.

Inspection

14. Schools developing extended services should plan them with clear intentions about their impact on achievement and other ECM outcomes. The new Ofsted inspection arrangements mean that inspectors will not be able to visit every extended service that a school provides, although they will ask parents, staff and other users about their impact on school improvement. In their self evaluation forms, schools should briefly set out the range of extended services they provide. Ofsted will ask:
 - a. why were particular extended services chosen?
 - b. what impact was expected?
 - c. what is the evidence of impact?
15. Further guidance on preparing for the inspection of extended services and some ideas about how to evaluate and collate evidence of impact are available at: www.teachernet.gov.uk/extendedschools
16. From April 2008 the Childcare Act 2006 will require local authorities to agree statutory targets for improvement on outcomes for young children in their area, and reduction of inequalities between them, based on the Foundation Stage Profile. Ofsted will be the lead inspectorate for Sure Start Centres. Where these are co-located on school sites, inspection will for the time being be conducted jointly to minimise the burden and any disruption to staff, but separate reports will be produced.

Performance management

17. There will be a set of national performance indicators which will reflect the range of integrated early childhood services. The indicators will have a strong focus on outcomes, although they will reflect the key role of some processes in supporting improvement. There will be a self-

evaluation tool for Sure Start Centres which will be at the heart of the performance management process, encouraging them to identify strengths as well as weaknesses. Local authorities will hold an annual conversation with every Sure Start Centre manager, considering the results of their self-evaluation and performance data against indicators, as well as recent Ofsted inspections, and information about staff qualifications.

ANNEX 3: Specific issues affecting SSCCs developing from Sure Start Local Programmes, Early Excellence Centres and 'mini' Local Sure Start Programmes

1. Decision-making in Sure Start Local Programmes was driven largely by partnership or management boards drawn from parents, statutory providers and the community and voluntary sectors - sometimes underpinned by other working groups with a focus on specific issues, such as special needs or health provision. Parent forums were particularly helpful in offering opportunities for parents to contribute their views without having to sit on Boards themselves. Arrangements for each programme were set out in written statements of arrangements, unique to each programme. The role of these groups will change when a SSLP has made the transition to Sure Start Centre status. They will no longer have a formal decision making role, but will act in an advisory capacity for their centres. Membership is likely to change too, as new partners are drawn in to reflect Sure Start Centre core business, or as catchment areas change.
2. Key partners involved in delivering SSLPs will also deliver Sure Start Centre services and should be involved in governance arrangements. These include: providers of early years, health and social services; schools; private and voluntary daycare providers; voluntary and community sector providers of family support or community development; and professionals working with families with special needs.
3. In the majority of Sure Start Local Programmes the status of the partnership was essentially informal. However some were - or developed into - companies limited by guarantee; registered charities; or community mutual societies operating a social enterprise model. Other programmes worked closely with such partners to deliver specific services, for example, private companies to deliver childcare through neighbourhood nurseries.
4. Local authorities, in tendering contracts or agreeing governance arrangements that include these organisations, will need to be aware of and take into account any constraints on how they operate. This could include the use of income generated from profits that are made on the services delivered, for example childcare or training provision.
5. There are also legally binding requirements that some organisations must satisfy, depending on their status. For example, the trustees of every registered charity with annual income or expenditure of more than £10,000 are required by law to complete an Annual Return form, and send with the charity's accounts and annual report, to the Charity Commission. Also, the Trustees are not allowed to profit from the services provided by the charity - so Sure Start Centre advisory bodies will need to think carefully about the role of representatives from such organisations. More information is available from the Charity

Commission (www.charity-commission.gov.uk) and www.businesslink.gov.uk (for social enterprise companies)

Sure Start Local Programme Accountable Body Role

6. Sure Start grant was paid to local programmes via an 'accountable body'. In addition to holding responsibility for ensuring that grant was spent for the purposes for which it was approved, the accountable body often took on the role of employing staff on the programme's behalf. From 2006-07 SSLP grant is being paid via local authorities as part of the General Sure Start Grant (GSSG) and local authorities will be responsible for ensuring that grant is properly accounted for. In practice, this means that local authorities will be responsible for ensuring that sufficient controls and proper arrangements are in place for each of their centres, for the employment of staff and contracting services, whether as service level agreements or contracts.
7. Although the Sure Start Local Programme revenue grant is ring fenced between 2006-08, which means that grant can only be used in areas covered by local programmes or in children's centres based on local programmes, Sure Start Centres have to forge new relationships with local authorities who will plan their children's centres strategy and decide how funding will be spent within children's trusts arrangements.

ANNEX 4: SOURCES OF ADVICE FOR SURE START CHILDREN'S CENTRES AND EXTENDED SCHOOLS

Contents:

Sure Start Children's Centres
Extended schools
Activities
Childcare
Parenting Support
Children Act 2004
Joint Planning and Commissioning
Participation and consultation
Multi-agency information
Common Assessment Framework
School buildings
Setting up companies
Charitable law
Employment procedures and CRB checks
Health and safety
Children's Workforce Development Council
VAT

Children's Centres

Sure Start is a joint DfES and DWP programme to deliver the best start in life for every child by bringing together early education, childcare, health and family support. Guidance on planning, running and delivering children's centre services, together with case studies and contact details can be found in the Phase 2 Planning Guidance (issued in July 2005) and in the Children's Centre Practice Guidance at www.surestart.gov.uk.

Locally, the first point of contact is the local authority's Nominated Strategic Officer. Advice and support are also available from the local authority's Sure Start Centre co-ordinator. We have appointed the consortium *Together for Children* to support local authorities to plan, develop and implement their Sure Start Centre strategies. This will include support to develop the effective multi-agency working essential to underpin the children's centre approach.

Extended Schools

Every local authority has appointed at least one trained Extended Schools Remodelling Adviser (ESRA). Names and contact details of local ESRAs are available from local authorities and from the Training and Development Agency- Development (TDA-D).

DfES has appointed TDA-D as the national support service to develop extended services. TDA-D are working with LAs to share good practice, run workshops with schools to help them develop their extended services and provide practical advice on implementation issues.

Local authorities can also provide advice on:

- **Funding:** The sums provided to each local authority to help support the development of extended schools and advice on how to use these. Allocations for each local authority are available at: www.teachernet.gov.uk/extendedschools
- **Childcare:** Local authorities' Children's Information Services (CISs) can provide advice on existing childcare providers. Local authorities should also have a good picture of the demand for any new childcare in communities and be able to provide advice on adopting charging regimes and costing childcare.
- **Providers:** Local authorities have information about other local children's services and providers willing to work with extended schools.
- **Consultation and participation:** Local authorities can advise on how to ensure effective participation and what resources are available to support this process. Many local authorities have conducted their own audits of local services and demand.
- **Specialist Support Services:** local authorities, using children's trust arrangements, can provide advice on strategies for developing multi-agency teams, including swift and easy referral arrangements, and how schools and Sure Start Centres providers can be involved in shaping those decisions and setting priorities for resources.
- **Written agreements and other practical issues:** Local authorities have examples of written partnership and transfer of control agreements that can be used to ensure that there are clear responsibilities and accountabilities. They should also be able to advise on health and safety, Criminal Record Checks, security and insurance issues.
- **Governors Services:** Each local authority has a Co-ordinator of Governors Services (COGS) who can provide support and advice for governors and governing bodies.
- **Staffing:** Local authorities can provide advice on staffing extended services and should consult with Sure Start Centre providers and schools on these issues, including terms and conditions of staff. Professional associations should be consulted when developing models for the staffing of extended services.
- **Study support:** Many local authorities employ a Study Support Co-ordinator, or someone with specific responsibility for study support. He/she will have an overview of the authority's strategic approach to study support, and will be able to advise on funding and other practical issues.

The Department for Education and Skills extended schools website provides guidance on how to set up and manage extended services through

schools as well as useful contacts, case studies, evaluation, details of funding and practical know-how at: www.teachernet.gov.uk/extendedschools. The following **publications** can be downloaded from the site or ordered through DfES Publications (tel: 0845 60 222 60; email: dfes@prolog.uk.com)

Extended Schools: Access to Opportunities and Services for All: A prospectus (Ref. 1408-2006DOC-EN)

Planning and funding extended schools: a guide for schools, local authorities and their partner organisations (Ref. 0472-2006DOC-EN)

Schools for the Future: Designing Schools for Extended Services (Ref. 2092-2005DOC-EN)

Extended Schools - a Guide for Governors 1 (Ref. NRT/0103/2006) – hard copies of this publication need to be ordered from NGA (tel: 0121 633 7141; email: governorhq@nasg.org.uk)

The following **know how leaflets** can be downloaded from the site: parenting support, consultation, evidence and evaluation, use of premises, governance, school companies, working with the community and voluntary sector, developing ICT facilities for the wider community, VAT and insurance.

The Training and Development Agency – Development (TDA-D), established by DfES, supports local authorities and schools in developing extended services. More information and a growing bank of case studies are available at www.tda.org.uk/remodelling tel: 020 7023 8001 email: extendedschools@remodelling.org

The Extended Schools Support Service (TESSS) provided by **ContinYou**, with the TDA-D, also offers experienced and focussed support for schools, local authorities and others involved in providing extended services, such as health and social care in schools at www.continyou.org.uk/tesss For general enquiries, please email: extended.schools@continyou.org.uk or tel: 024 7658 8440.

4Children, a national charity working with TDA-D provides information and guidance about childcare in extended schools including advice and consultancy, links to innovative out-of-school programmes in sports, arts and music and access to quality management schemes. Information is available at: www.4children.org.uk or tel: 020 7522 6990

Activities

Information about how to develop good quality study support is available at: www.standards.dfes.gov.uk/studysupport and www.continyou.org.uk/content.php?CategoryID=757

Childcare

ChildcareLink provides information about individual childcare services available in local areas through the UK and contact details for local Children's Information Services at: www.childcarelink.gov.uk tel: 0800 096 02 96.

The Ofsted website provides information on regulation and registration of childcare, including the 'Framework and guidance for schools in inspecting extended services' at:
www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=399

Parenting support

The Parenting Support leaflet at www.teachernet.gov.uk/extendedschools provides innovative examples of where schools are working well with parents to engage their support in their children's learning.

Children Act 2004

Children and Young People Plan (CYPP): All local authorities are required to develop CYPPs, in consultation with their key partners. Local authorities will be able to explain their strategic vision for the roll out of Sure Start Centres and extended schools. They should involve all key stakeholders in those decisions. <http://www.everychildmatters.gov.uk/strategy/guidance/>

Children's trust arrangements:
<http://www.everychildmatters.gov.uk/aims/childrenstrusts/>

Joint Planning and Commissioning

Commissioning services: Using children's trust arrangements local authorities will be planning and commissioning services strategically across their areas and will be able to provide advice to those at neighbourhood and organisation level on commissioning local services. (Further support on commissioning is available at <http://www.everychildmatters.gov.uk/strategy/planningandcommissioning/>. This includes the 'Joint Planning and Commissioning Framework', further non statutory guidance and toolkits, and case studies.)

Participation and consultation

'Ready Steady Change' A comprehensive set of training and tools to increase children's and young people's effective participation in decision-making. For further information – please go to:
www.crae.org.uk/cms/index.php?option=com_content&task=view&id=202&Itemid=146

'Community consultation - a consultation planning framework' is available to download at www.tda.gov.uk/remodelling

Multi-agency information

The multi-agency toolkit for managers of integrated settings can be downloaded at:
www.everychildmatters.gov.uk/deliveringservices/multiagencyworking/

Advice on information sharing is available at:
www.everychildmatters.gov.uk/deliveringservices/informationsharing/

Common Assessment Framework

The Common Assessment Framework (CAF) can be accessed at:
www.everychildmatters.gov.uk/files/5547FCF8ACC9B09C04989CAA2A2AB804.pdf

Lead professional managers' guides can be accessed at:

www.everychildmatters.gov.uk/files/338C2F15F85E6496FD62296172CC865F.pdf

School buildings

The Department for Education and Skills website at www.teachernet.gov.uk/management/resourcesfinanceandbuilding provides information on school buildings, purchasing and asset management.

Guidance about the letting of school premises can be found at:

www.teachernet.gov.uk/schoolslandandproperty

Further guidance on capital issues is at

www.teachernet.gov.uk/extendedschools this includes the recent consultation on the primary capital strategy and the *Designing Schools for Extended Services* guidance.

Setting up companies

Information from the Charity Commission is available at: www.charity-commission.gov.uk

Information on social enterprise companies is available at:

www.businesslink.gov.uk

Charitable law

Advice on charitable law regarding the integration of charitable services into wider school management can be found at www.charity-commission.gov.uk/supportingcharities/esi.asp

Employment procedures and CRB checks

Information on **procedures for employing staff** is available from the Department for Education and Skills at: www.dfes.gov.uk/a-z and from the **Criminal Records Bureau** at www.crb.gov.uk

Health and safety

Information on health and safety is available in 'Health and Safety:

Responsibilities and Powers (DfES Guidance for LAs and schools) at: www.teachernet.gov.uk/responsibilities General information on health and safety responsibilities, management, reporting accidents etc. can be obtained from the Health and Safety Executive at www.hse.gov.uk or tel: 0870 154 5500.

Children's Workforce Development Council

The Children's Workforce Development Council (CWDC) is the Sector Skills Council in England for early years, childcare, children's social care and a range of school support services. It offers consultancy support to LAs developing their CYPPs. It also advises recruiting employers on queries about the early years qualifications. CWDC can be contacted at www.cwdcouncil.org.uk or tel: 0113 244 6311.

NPQICL

The National Professional Qualification for Integrated Centre Leadership is a qualification for children's centre managers. We expect that all centre managers will take this qualification and that it will become the established leadership programme for those leading children's centres. It is run by the National College for School Leadership and more details are available on their website at: <http://www.ncsl.org.uk/programmes/npqicl>

VAT

Advice on VAT can be found in the leaflet 'Accounting for VAT' on the extended schools website at www.teachernet.gov.uk/extendedschools The H.M. Customs and Excise National Advice Service on 0845 010 9000 also provides guidance on schools' individual circumstances as well as the website www.hmrc.gov.uk