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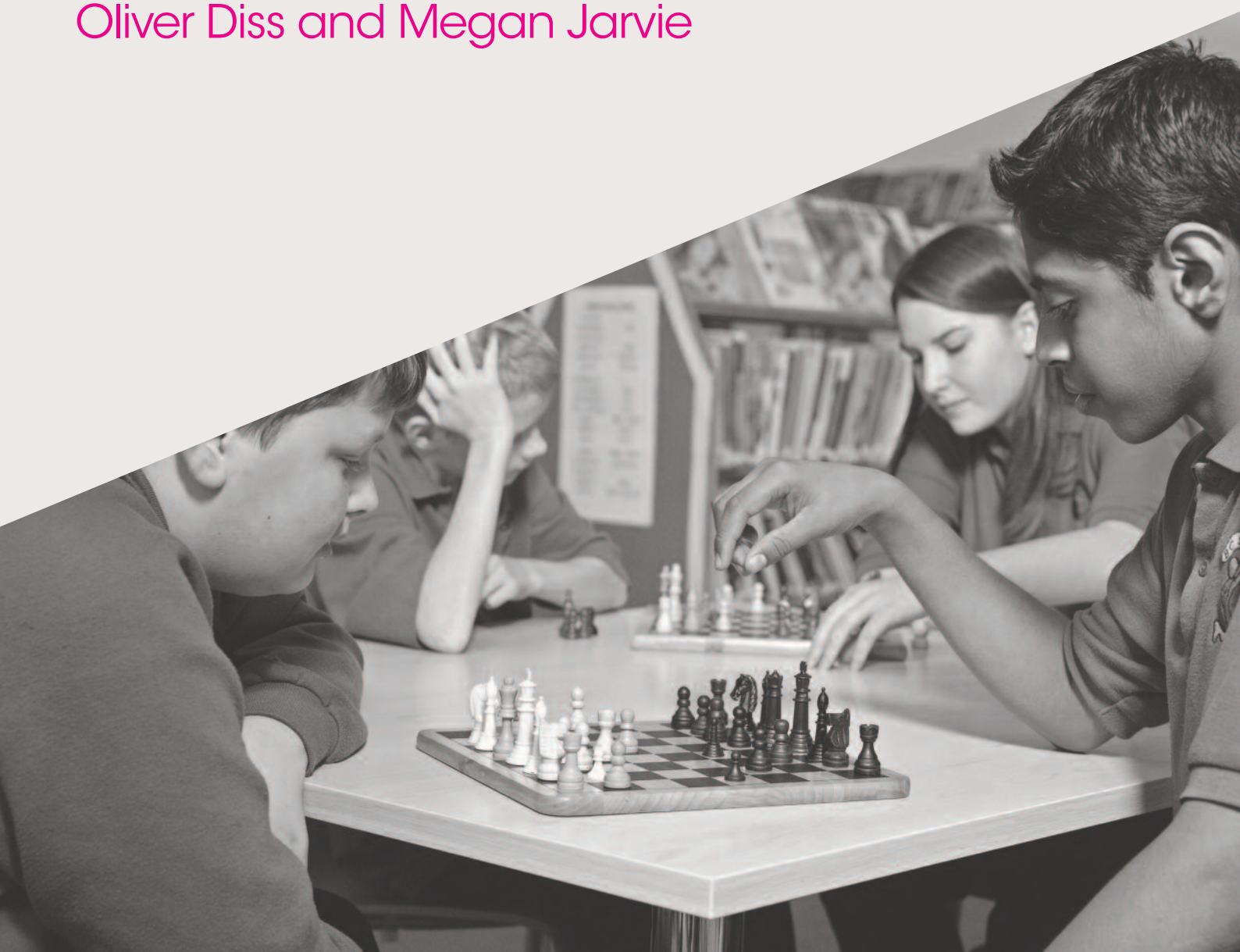
UNFINISHED BUSINESS

WHERE NEXT FOR EXTENDED SCHOOLS?

Oliver Diss and Megan Jarvie



UNFINISHED BUSINESS: WHERE NEXT FOR EXTENDED SCHOOLS?

Oliver Diss and Megan Jarvie

SEPTEMBER 2016

Child Poverty Action Group works on behalf of the one in four children in the UK growing up in poverty. It does not have to be like this: we work to understand what causes poverty, the impact it has on children's lives, and how it can be prevented and solved – for good. We develop and campaign for policy solutions to end child poverty. We also provide accurate information, training and advice to the people who work with hard-up families, to make sure they get the financial support they need, and carry out high profile legal work to establish and confirm families' rights. If you are not already supporting us, please consider making a donation, or ask for details of our membership schemes, training courses and publications.

The Family and Childcare Trust is the leading national charity in the field of policy, research and advocacy on childcare and family issues, working closely with government, local authorities, businesses and charities to achieve positive and long lasting change for families across the UK. Our vision is a society where all families are well supported and have genuine choices about their lives.

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Family and Childcare Trust

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ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Our vision

Extended schools provide an opportunity to enrich the lives of parents and children. Our vision for extended schools would: enable children to broaden their interests through encouraging activities beyond the curriculum; enable parents, particularly mothers, to work knowing their child is in a safe and nurturing environment; provide nourishing food before and after school and in school holidays, making food programmes unnecessary; and tackle disadvantage through promoting achievement. In order to achieve this, current areas of best practice need to be spread to every school, along with dedicated funding, so that every family has access to high-quality, reliable services.

This report takes stock of the extent and success of extended schools by mapping the current provision and funding mechanisms, and comparing this with parental demand for services. It also considers the role these services have in tackling disadvantage and poverty – through supporting children's learning and development, and providing childcare to enable parents to work.

There is now good evidence that extended school services can improve children's outcomes, including educational outcomes, social and emotional skills, welfare and wellbeing. The extra-curricular activities offered through extended school services help children to develop the social and emotional skills that can act as a vehicle for social mobility and improve life chances. They also enable parents to increase the number of hours they work, which dramatically reduces the risk of child poverty. For example, the poverty risk in a lone-parent household triples when a parent moves from working full time to not working.

The government must act to encourage schools to use their unique position within the community to extend their services, in order to support child development and help enable parents to work. This should include dedicated funding, and a clear vision of how schools could fulfil both these goals and how local authorities can support them. Without this, existing services risk withering on the vine, becoming increasingly reliant on parental contributions and therefore inaccessible to the most deprived children. There is a good model to

follow – of extended schools acting as community hubs, involving community engagement with the school and providing opportunities for parents to improve their own skills and work readiness.

The key findings include the following.

- Extended school services are now the norm, with only 2 per cent of schools surveyed saying they did not offer any kind of provision.
- The most commonly cited services were those which could be categorised as extra-curricular activities: after-school sports clubs (90 per cent) and music/arts clubs (78 per cent). While the provision of breakfast clubs is widespread among schools (75 per cent), the provision of childcare services is much less common. Only around half the schools surveyed provided after-school childcare clubs and only 29 per cent provided holiday childcare.
- When head teachers were asked about the activities that parents and teachers had expressed a demand for, provision was broadly in line with the expressed need.
- Childcare services do not meet demand. Thirty-nine per cent of schools said that a need had been expressed for holiday provision, but only 29 per cent provide this service. For after-school childcare, the gap is 11 percentage points. These gaps are largest in primary schools. This backed up the Family and Childcare Trust's *2016 Childcare Survey*, which found significant gaps in childcare sufficiency for school-age children.
- Extended schools are popular with children and schools. Only 7 per cent of the children surveyed were not interested in extended school services. Head teachers were also considerably more likely to want to expand, rather than reduce, services.
- The type of services that children prefer differs by age and gender.
- In the vast majority of schools, there is an equal pattern of use of extended services between advantaged and disadvantaged pupils. However, in a small, yet significant, proportion of schools, disadvantaged families use extended services less and may therefore face barriers to using them, particularly costs. Interest in activities was also lower among children in families in which a parent was retired or unemployed, compared with those in families in which a parent was working, either part time or full time.
- The most common sources of funding for services is the 'pupil premium' (75 per cent) and parental contributions (71 per cent), with half the schools using core funding. Twelve per cent of respondents cited parental contributions, but not core school funding nor the pupil premium. Reliance on parental contributions

to fund services could be a barrier to participation, particularly for low-income families.

- Schools would like to expand their services and improve their availability for disadvantaged families, but are limited by a lack of funding, and a lack of space and facilities.

These findings contribute to the evidence of what is needed to enable the extended schools agenda to continue to progress in order to help boost children's educational achievements and contribute to tackling poverty.

ONE INTRODUCTION

Extended schools are those which deliver a range of services beyond their core function of the classroom education of children. These services can include childcare outside basic school hours, including school holidays, health services, adult learning and community activities. In a number of developed countries, extended schools are seen as part of anti-poverty strategies.

Services such as wraparound childcare help parents stay in work, while sports and arts activities improve children's 'soft' skills and motivation to learn and, thus, their eventual employment outcomes. Evidence shows that social skills are becoming increasingly important in children's ability to go on to achieve, and that higher income parents are increasingly willing and able to purchase activities and access to institutions that can enhance children's personal and social development.[1] The extended schools agenda views a school's remit as going beyond the classroom and its narrow focus on educational attainment to providing a more holistic and enriching education delivered through a range of extended services. Importantly, 'extended' refers not only to additional provision for both pupils and communities, but also to the 'extension of school into their community'.[2]

The vision for an extended school programme in England was first articulated in a report published as part of the government's neighbourhood renewal strategy in 1999.[3] This envisaged schools as providing a range of services, and it is what we have used as the basis for our definition of extended schools. Namely:

- targeted school-located support services for children – for example, counselling, obesity management and speech therapy;
- homework clubs and additional classes targeted at disadvantaged children;
- sporting and cultural enrichment activities for children – for example, school music ensembles, drama clubs and gardening clubs;
- before- and after-school childcare and holiday play provision for working parents;

- support services for parents – for example, parenting classes, home learning workshops, employment training, and job search and ESOL classes;
- activities targeted at the wider community – for example, art and design courses using the school facilities.

In 2005, education policy in England committed all schools to providing a core of extended provision by 2010. But this vision was not followed through and, in 2011, the ring-fenced funding for extended schools ended. Despite this, some schools do offer extended services, although little is known about the provision and the extent to which the obligations in the 2005 strategy document have been met. School inspection reports show that a small number of schools function as extended schools, often using a wide range of funding to fulfil this role, while many others incorporate elements of extended schools.

Evaluation of extended school initiatives shows various positive initial indications. Pilot programmes found that full-service schools had positive outcomes on educational achievement, parental employment and community relations.[4] Further evaluations of extended services highlighted that exposure to after-school cultural activities improved educational outcomes for disadvantaged students and facilitated the development of soft skills, cultural enrichment and cultural capital. Attending an after-school club at least once a week also has longer term impacts, with students being 14.1 per cent more likely to report an intention to go on to further education.[5]

By supporting parental employment, extended schools also have the potential to help reduce the number of workless households. The risk of a child living in poverty falls dramatically when parental work intensity increases. The child poverty risk in lone-parent households falls from 37 per cent when the parent is not working to 11 per cent when s/he is working full time. For couple families, the risk falls from 23 per cent when one parent is working full time to just 3 per cent when both parents are working full time.[6] The availability of trusted childcare is crucial to enabling all parents to move into work. If one parent – normally the mother – is restricted to working during school hours, s/he is more likely to become trapped in low-paid, low-hours work that does little to tackle child poverty or the gender pay gap. Lack of childcare is frequently cited by parents as a barrier to working, or to working more hours.[7]

The Family and Childcare Trust and Child Poverty Action Group believe that the current policy climate presents opportunities to revisit the concept of, and refresh ideas about, extended schools. This report examines the state of current extended school provision and explores its role in reducing child poverty. It examines the vision previously set out for extended schools and the historical policy context, and maps the scale and nature of extended schools in England and how are they funded. Finally, it examines what children and families want from extended schools and proposes a new vision for how services might be developed in the future.

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TWO
THE ROLE OF EXTENDED SCHOOLS IN REDUCING POVERTY AND DISADVANTAGE

The causes and dimensions of child poverty are well documented and include the low pay, unemployment, sickness and disability, and inadequate benefits that result in low income. In turn, growing up in a household with a low income affects a child's life chances, leading to poorer educational attainment, poorer health and low self-esteem.

An effective strategy to reduce poverty therefore requires a range of interventions, of which extended schools is only one. Still, the activities provided by extended schools can help to ameliorate the effects of poverty and improve the educational achievement of disadvantaged children, as well as making it easier for parents to raise their incomes through paid employment. Evidence from evaluations of extended school initiatives, both in the UK and internationally, have demonstrated this capacity to tackle disadvantage.

Two key factors underlie this role and are explored in this section.

- Extended school services provide families with affordable and quality childcare, thereby supporting parental employment or training, and so, family incomes.
- By supporting and raising children's educational attainment, services can act as a protective factor against future poverty by improving long-term educational and employment outcomes.

Part of the value of an extended school approach is the reach schools have, given their central role in children's lives. Their unique position provides a platform from which to facilitate interventions that are universal, but can particularly

benefit disadvantaged children. This is important, as it is through universal provision that additional needs can be identified and students supported in a non-stigmatising way.

Extended services within schools provide a means of improving children's life chances, wellbeing and social capital. Furthermore, providing extended services in schools is a means through which to make use of public buildings.[1]

However, the limitations of the role of extended schools must also be recognised. They cannot influence the structural conditions in which families live, and cannot impact on factors that tackle poverty, such as wealth redistribution, housing and transport.[2]

This section draws on evidence and literature to explore the role of extended schools in reducing and ameliorating poverty.

PARENTAL EMPLOYMENT

A wide body of research identifies employment income (or lack of) as being one of the main drivers of poverty. Jenkins demonstrated the importance of employment as a trigger event in leaving poverty, showing that changes in household income from employment earnings account for the largest share of poverty 'exits'.[3] Similarly, recent research undertaken by the Office for National Statistics between 2007 and 2012 found that 70 per cent of people aged 18 to 59 who were living in a household in poverty and who then moved into work left poverty.[4] The risk of poverty also decreases as the hours parents work increase. This is particularly notable in couple-parent households, where the poverty risk drops from 23 per cent when there is one full-time worker to 3 per cent when both parents work full time.[5]

However, the ability of parents to enter, or increase their hours of, employment depends on their being able to access affordable and quality childcare. Childcare can, for instance, allow parents to work longer hours, enter the labour market and retain employment. The Department for Education's *Childcare and Early Years Survey of Parents 2014–15* provides clear evidence of the importance of childcare to parents' employment decisions and suggests a lack of suitable childcare limits some mothers' ability to take on paid work. Significantly, 53 per cent of mothers surveyed who were not undertaking paid work said they would prefer to go to work if they were able to arrange suitable childcare.[6] Furthermore, the factor that was most frequently cited (mentioned by 40 per cent) as something that would support mothers to work full time or increase their working hours was the ability to afford suitable childcare.[7] The survey showed that 49 per cent of school-aged children received childcare for economic reasons (so that parents could work, look for work or study).[8] It also suggested that there was unmet parental demand for after-school clubs, with 20 per cent of parents saying they would like to use more of this type of provision.

A Department for Work and Pensions survey of parents' childcare and work decisions found that 62 per cent of families with a household income of £13,000 or less wanted to enter or take on more work, with 26 per cent then citing lack of affordable childcare as a reason for not being able to so.[9] A similar percentage of parents in households with an annual income of £13,000 to £22,000 said that they wanted to increase their work, with the percentage of families citing lack of affordable childcare higher still at 40 per cent.[10] This demonstrates that childcare is so expensive that any increased wages from either taking on additional work or entering work are insufficient to cover its cost and make that work viable. It also provides clear evidence that a number of families who fall under the UK poverty line are finding a lack of affordable or suitable childcare to limit work activity.

Before- and after-school activities provided through extended school services can act as a form of childcare, thereby supporting parental employment. Further benefits include the flexibility that care in school settings affords to parents and the lower cost of this type of care as a result of reduced premises costs. The most recent data shows that the average weekly cost of an after-school club is £48.97, while care from a childminder after school is approximately 30 per cent higher at £63.53.[11] By providing training programmes and services orientated towards skills training, such as ESOL, extended services are also a means by which parents can improve their employability.

Overall, although there is the caveat that parents can only enter the job market or increase their hours of work if the local economy provides employment opportunities, extended school services hold significant potential as a means to promote or support parental employment, and to tackle one of the underlying immediate causes of poverty. They can also contribute towards tackling gender inequalities in the workplace, by increasing the ability of mothers to work outside school hours.

EDUCATIONAL OUTCOMES

The activities offered through extended schools can have both a direct and an indirect effect on educational achievement. They can support children in their work on the core curriculum (eg, through homework clubs), and build social and emotional capabilities that will support their academic achievement. It is well recognised that there is a strong association between childhood poverty and lower educational attainment. This is reflected in the most recent data on the headline indicators on GCSE attainment. In 2015, 37 per cent of disadvantaged students achieved five or more GCSEs at grade C or above, compared with 65 per cent of all other pupils.[12] Year on year since 2014, the disadvantage gap has risen by 0.7 per cent.[13] The association between educational attainment and income in adulthood is also well founded in research. Jenkins' analysis of the British Household Panel Survey over two decades shows that long-term income trajectories notably differ by education level.[14] Similarly, research from the Office for National Statistics shows that people with low levels of educational

attainment are just under five times more likely to be in poverty that those with a high level of education.[15] Education is an important protective factor against poverty in the long term and, conversely, poor educational attainment can perpetuate poverty and disadvantage.

The value of the extended school model is that the services support the educational attainment of pupils through activities which themselves support core learning, such as homework clubs and exam revision sessions. Research suggests that such study support activities can lead to improved academic attainment, as well as improving attitudes to school and attendance.[16] Although it is somewhat difficult to assess the direct impact of extended services on attainment, in the evaluation of the 2005 extended services strategy, both schools and pupils said that the development of services had been effective in raising educational outcomes among pupils. Sixty-eight per cent of schools stated that extended services had at least some influence in raising attainment, and 13 per cent said it had 'considerable influence'.[17] This assessment was replicated among pupils, with 63 per cent indicating that they thought their marks had improved since taking part in activities. On the other hand, assessments made in other evaluations have suggested that the effects were more limited, with the benefits most observable and evident among disadvantaged groups.[18]

A recent report by University College London found that attending extra-curricular activities was associated with higher odds of achieving Level 5 in Key Stage Two maths. For example, children who took part in physical activities from age seven onwards and who were still taking part at age 11 were more likely to achieve a Level 5 in maths at Key Stage Two than those who did not take part in physical activity.[19]

Disadvantaged children who attend after-school clubs have significantly higher scores, on average, than those who do not attend.[20] Those who attended an after-school club one day a week had, on average, a 1.7 point higher Key Stage Two score than predicted by their prior achievements and those who attended after-school clubs two days a week had, on average, a score three points higher than predicted.[21]

Research also shows benefits to academic progression, with students being 14.1 per cent more likely to report an intention to go on to further education.[22] Research by Tanner and others looked specifically at the impact on disadvantaged pupils, and found that those who had attended after-school clubs had a significantly higher Key Stage Two points score on average and better prosocial skills.[23]

Extended services have been shown to be particularly valuable as a means of improving outcomes among disadvantaged children, and at reducing the attainment gap between disadvantaged children and their peers. Evaluative case study and survey research of the original 'full-service extended schools' initiative showed that, while the approach did not show concrete benefits for the wider population, there were clear benefits for lower attaining and more vulnerable students.[24] In the evaluation of the later extended services strategy, parents of

children eligible for free school meals were more likely to say that this had led to an improvement in their child's marks.[25]

Head teachers' perspectives of the outcomes were explored in the interviews for this report. When asked about the impact of extended services on outcomes within their school, the head teacher of a secondary school stated:

> *'[Referring to vulnerable children] the extended day absolutely has had a demonstrable impact on improving outcomes for them, but crucially, in terms of narrowing the gap between their progress in achievement and the progress of non-FSM [free school meals] kids.'*

One benefit of such services for disadvantaged pupils (among others) is that they can provide a quiet environment where teachers are on hand to provide support. This is especially important, given the evidence that suggests that children from disadvantaged backgrounds find it harder to access quiet spaces to do homework. One head teacher told us that some pupils' homes lives were 'not conducive for them to go home and do homework'. Children also benefit from the relationships that can be formed with teachers through these activities:[26]

> *Young people conspicuously benefit from the educational relationships they establish in organised activities out of school. Consequently, young people in poverty are disadvantaged by their relative inability to access such experiences.*

While this evidence broadly shows the positive role extended services can have in supporting educational outcomes, this depends on the success and initiative of the individual school in implementing constructive extended service programmes and effective strategies to reach disadvantaged children. It is worth noting that a previous evaluation of extended services highlighted issues of engagement with disadvantaged pupils:[27]

> *Respondents to the survey of schools generally had very positive views on how extended services had helped the school to engage with pupils and families, but a third agreed that they still struggled to engage disadvantaged pupils and families in extended schools activities.*

Research has also found that disadvantaged and non-disadvantaged pupils are equally likely to take up school-based clubs, which is not the case with non-school-based activities. For example, in one study, 26 per cent of 11-year-olds from more affluent families had music lessons, compared with just 6 per cent of disadvantaged children.[28] This research found that the low cost of these clubs was a key facilitator to take-up by disadvantaged pupils, as well as the convenience and familiarity of the setting. This shows the potential of extended schools to reach groups that would not otherwise have access to these extra-curricular activities.

It should be noted that the ability of extended schools to improve long-term educational outcomes is limited to some extent by other factors – most significantly, cognitive and social disadvantages that develop before children start school.[29] Extended schools should therefore not be viewed as a silver bullet to eradicate the attainment gap, but rather as one of several necessary interventions.

SOCIAL AND WELFARE OUTCOMES

Activities that are auxiliary to the educational process and not directly orientated towards attainment have a positive impact on developing cultural and social capital, as well as improving the quality of life in the communities in which we live. These activities can help children and young people build personal and social skills. Research has shown that these skills are becoming increasingly important in determining life chances. For example, personal and social skills were 33 times more important in determining relative life chances for children born in 1970 than in 1958. Constructive, organised or educational activities support children to develop these skills, but richer parents are increasingly able to purchase these activities and access to institutions that can enhance children's personal and social development.[30] Access to positive activities at low, or no, cost can play a crucial role in improving the life chances of disadvantaged children. For example, engaging with sport and cultural activities has been shown to improve personal wellbeing and overall life satisfaction.[31] Specific benefits of participating in sport include not only health benefits, but also improved social connectedness and a sense of belonging.[32] There can also be benefits which are conducive to educational attainment, as sport has been shown to improve self-esteem, confidence and concentration.[33] Chanfreau and others found that children who had started doing organised physical activities or attended after-school clubs by the age of 11 had a significantly lower total difficulties score at the age of 11 and better prosocial outcomes.[34] Similarly, participation in arts activities has been shown to bring a number of benefits, including to community cohesion and social inclusion.[35]

Crucially, extended school services can disproportionately benefit disadvantaged children by increasing opportunities that might not otherwise be available to them, yet which 'better-off children often obtain through clubs and other after-school activities'.[36] This sentiment was expressed by one of the head teachers interviewed as part of this research and identified as one of the motivations to provide extended services within the school:

> *'They didn't have access to some of those cultural capital developing opportunities that you might expect other kids to have.'*

Providing enrichment-orientated activities to disadvantaged children can thus ensure that they are not denied experiences that may assist their engagement in formal learning and might otherwise extenuate the attainment gap between them and their more advantaged peers.[37]

The benefits of extended schools are not confined to pupils, but apply also to families and the community as a whole. Extended schools can provide a delivery point for cultural, leisure and sport activities to the wider community. This underlies their role as being about more than just educational attainment, as such an approach also helps improve the number and range of local leisure, sporting, cultural and arts activities in a local area.

CHILD HUNGER

Extended schools can help tackle poor nutrition and hunger among schoolchildren, especially through breakfast and holiday clubs. Free school meals can lessen the financial burden on low-income families. However, not every family in poverty is entitled to them and some eligible families do not apply. Interviews carried out by CPAG revealed that it was common for children who were not eligible for free school meals to arrive at school without money because their parents could not afford to give them any.[38] CPAG also found that many low-income families struggled to eat frugally and healthily – for example, some had difficulty affording the cost of travel to the local supermarket and so bought supersized, overpriced snacks at the local corner shop instead.[39]

Breakfast clubs are a way of making sure children eat healthy food in the morning. A teacher recently told CPAG that when she asked her class of 20 how many had eaten breakfast, only two children had.[40]

Extended services provided over school holidays can play a similar role in supporting child nutrition. Families can struggle with the additional cost of food during the holidays when children no longer receive free school meals. Schemes that help low-income families with these costs can often be stigmatising, unlike services within the school that families are already familiar with.

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3. SP Jenkins, *Changing Fortunes: income mobility and poverty dynamics in Britain*, Oxford University Press, 2011, p288
4. Office for National Statistics, *Poverty and Employment Transitions in the UK and EU, 2007–2012*, 2015
5. Department for Work and Pensions, *Households Below Average Income: an analysis of the UK income distribution: 1994/5–2014/15,* 2016
6. T Huskinson and others, *Childcare and Early Years Survey of Parents 2014–15*, Department for Education, 2016
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11. J Rutter, *2016 Childcare Survey*, Family and Childcare Trust, 2016

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19. J Chanfreau and others, *Out of School Activities During Primary School and KS2 Attainment*, UCL Institute of Education, 2016

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23. E Tanner and others, *Can Out of School Activities Close the Education Gap?* Briefing Paper 4, NatCen and Newcastle University, 2016

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25. See note 17, p99

26. F Wikeley, K Bullock, Y Muschamp and T Ridge, *Educational Relationships Outside School*, Joseph Rowntree Foundation, 2007

27. See note 17

28. See note 23

29. See note 2, p270

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31. See note 22

32. G Edwards, B Grubb, A Power and N Serle, *Moving the Goal Posts: poverty and access to sport for young people*, Centre for Analysis of Social Exclusion, London School of Economics, 2015

33. See note 32

34. See note 19

35. See note 32

36. D Hirsch, *Experiences of Poverty and Social Disadvantage*, Joseph Rowntree Foundation, 2007

37. See note 36

38. Child Poverty Action Group, *The Cost of the School Day*, 2015

39. See note 38

40. See note 38

THREE METHODOLOGY

In May 2015, a survey was sent to a sample of head teachers of primary and secondary schools in England. The survey was conducted through an online questionnaire and received responses from 1,088 schools.

Head teachers were asked to provide information in response to a series of questions about extended services in their school. The full list of questions can be found in Appendix One. They were asked to identify the age groups served by the school and the type of school. School types were classified into: local authority community schools; voluntary aided/voluntary controlled/foundation schools; and academy/free schools. The teaching ages catered for by the school were categorised into: nursery; primary; secondary; and 16–18 education. This allowed us to make comparisons between school type, age groups served and region.

In some instances, respondents skipped certain questions in the survey. In order to ensure that our data was reliable, our calculations do not take these respondents into account.

The schools surveyed represented approximately 401,442 pupils,[1] with a mean school size of 379 pupils. The survey represents approximately 4.5 per cent of the overall number of schools in the UK (24,317 in January 2015) and 4.8 per cent of the 8.4 million pupils enrolled.[2] It is important to highlight that the survey sample is skewed towards schools providing primary school education (63 per cent of respondents). Ten per cent of respondents were from secondary schools, 6 per cent provided 16–18 education and 21 per cent provided nursery education. There was also a higher number of respondents from local authority schools than other school types (see Appendix Two).

This report also draws on the findings of an online survey by YouGov, undertaken to gauge the attitudes and interests of children towards before- and after-school activities. Fieldwork was also undertaken between 17 and 23 July 2015. The total sample size was 1,181 children and was weighted to be representative of all children in the UK aged eight to 15. This data enabled us to analyse variations in interest in activities based on age, gender, social group, region and parental employment and marital status.

Key interviews were also carried out with two head teachers, a charity and a national organisation supporting the arts, in order to provide a qualitative element to the research and insight into the underlying issues, motivations and attitudes towards extended schools.

The literature review draws together previous research in, and evaluations of, extended school schemes in the UK, and considers the available data about parental and mothers' working patterns.

Notes

1. Representative of 1,059 schools: 29 schools did not provide a response to this question. See Appendix Two.
2. Department for Education, *Schools, Pupils and their Characteristics: January 2015*, 2015

FOUR
THE POLICY CONTEXT

THE DEVELOPMENT OF 'VILLAGE COLLEGES' AND 'COMMUNITY SCHOOLS'

Ideas around extended school provision originate from Cambridgeshire and the pioneering work of Henry Morris in the years between the two world wars. Henry Morris (1889–1962) was chief education officer for Cambridgeshire and conceptualised a vision of a 'village college' that would function as a community hub and a delivery point for wider public services and community education. The development of village colleges in the area is generally seen as the first time that the extended role of a school beyond the teaching of the core curriculum was formalised in any kind of large-scale initiative.[1]

The first time an extended school approach was adopted in any form at a national policy level was in the 1960s, when the Central Advisory Council for Education developed the idea of 'community schools' as a way of challenging educational disadvantage. These schools were intended to support families and local people by making school facilities available to the wider community and providing out-of-school activities. However, this by no means brought about a 'sustained national programme of school development', and instead extended school approaches tended to arise from local initiatives.[2]

Extended schools have become commonplace in some other countries, most notably in Scandinavia, where children are entitled to a place in an after-school service, just as they are entitled to a school place, regardless of whether or not their parents are working. These services have high uptake rates, from 53 per cent in Norway to 86 per cent in Denmark – likely, in part, to be driven by low charges. In Sweden, parental fees are capped at 2 per cent of family income, with a maximum fee applying.[3]

EXPANDING OUT-OF-SCHOOL CHILDCARE, 1997 TO 2005

Until 20 years ago, there was little out-of-school childcare available in the UK, with just 350 clubs and 5,000 places in England and Wales in 1990.[4] The provision that did exist was largely restricted to urban areas and served the dual purpose of providing childcare for working parents and structured activities for disadvantaged children. Government policy for most of this decade focused on nursery education and childcare affordability, through initiatives such as the Nursery Education and Grant-Maintained Schools Act 1996 and the introduction of the childcare disregard in family credit in 1994.

Female employment increased steadily throughout the 1980s, and by the mid-1990s pressure from working mothers led the government to commit to expanding out-of-school childcare. New interest in extended school services came about with the election of a New Labour government in 1997. That year the government established the 'out-of-school childcare initiative'. This ran until 1999 and created 40,000 childcare places, mostly for children aged five to 11. The 1998 green paper *Meeting the Childcare Challenge* committed the government to improving the affordability and availability of childcare, to be provided by a regulated mixed market of private, not-for-profit and public sector provision. The green paper announced further support for out-of-school childcare through £170 million of new funding from the National Lottery's New Opportunities Fund in a scheme initially running for two years. The New Opportunities Fund was UK wide and provided start-up grants for breakfast, after-school and holiday clubs.[5]

In 2001, the New Opportunities Fund was extended for a further two years. By 2004, there were an estimated 555,340 places in after-school and holiday clubs in the UK, 84 per cent of them in England.[6] A further 10-year childcare strategy was published in 2004, which committed the government to creating an out-of-school childcare place for every child aged three to 14.[7] In England, this was to be achieved through the extended schools programme.

In 1998, a report on neighbourhood regeneration from the government's Social Exclusion Unit proposed for the first time a 'schools plus' agenda, in which schools would be open to children, families and communities beyond the school day and would deliver a range of services.[8] These would include additional classes, enrichment activities, childcare and support services for parents, as well as opening school facilities for use by the wider community. The report viewed such schools as a means to combat poor educational outcomes and child poverty, support disadvantaged families and contribute to neighbourhood renewal and community cohesion. It also stated that extended schools would help tackle the unequal access to arts education in the UK, and reposition schools as community institutions.

The 'schools plus' agenda was developed into a wider 'extended schools' programme with the publication of a 2002 strategy document from the Department for Education and Skills.[9] Grants were then awarded to 25 local authorities to pilot 'full-service extended schools', orientated towards helping overcome social exclusion in areas of disadvantage.[10] Broader work to expand out-of-school childcare provision at the time continued through the New Opportunities Fund.

A later strategy document, published in 2005, committed all schools to providing a core set of extended services by 2010, to be delivered from 8am to 6pm, 48 weeks a year, including school holidays.[11] This marked a shift from 'extended schools' to 'extended services in and around schools', expanding the role of the school as a direct provider to being also a facilitator for other agencies delivering services within the school setting. Core extended services would comprise out-of-school childcare, study support, family learning, parenting support and wider community access to school facilities. Extended services were orientated towards serving 'all schools and all pupils, whether or not they are in some sense disadvantaged'.[12] This was based on the idea of 'progressive universalism' – making a service available to all, on the assumption that disadvantaged groups will have greater levels of take-up and will benefit most.

DEVELOPMENTS SINCE 2010

By 2010, evaluation of the extended services initiative found that around two-thirds of schools were offering all five elements of the full core offer, while the remaining third offered some.[13] About £300 million of annual ring-fenced funding was made available to deliver the extended schools programme. However, this ceased in 2011, when the money was merged into the local authority block of schools funding. Although some £356 million was allocated to extended schools funding in 2011/12, removing the ring fence meant that local authorities did not have to spend this on extended school provision. At a time when there was pressure on spending, it is likely that some money allocated to subsidising after-school and holiday childcare was diverted to other purposes. Inevitably, this has affected the financial sustainability of some clubs, leading to closures.

Today, extended school funding remains part of the dedicated schools grant in England, although there is little analysis of how this money is being used. Money is also transferred from the Treasury to the devolved governments for extended school provision in Northern Ireland, Scotland and Wales. Greater transparency is needed on how this money is used. In England, overall responsibility for out-of-school childcare sits within the Early Years and Childcare Directorate at the Department for Education. However, most of the work of the department has focused on early years provision.

Despite the end of ring-fenced funding, the data suggests that the number of places in out-of-school childcare has continued to increase. The 2013 *Childcare and Early Years Providers Survey* indicated that there were 469,200 places in

before-school clubs, 612,400 places in after-school clubs and 341,400 places in holiday clubs in that year, with 52 per cent of before-school provision and 40 per cent of after-school provision run by a school or college.[14] Unfortunately, the sampling methodology of this survey has changed since its inception, which prevents any year-on-year analysis of trends. In addition, there is no accurate national data on the number of out-of-school childcare places for all school-aged children because there is no legal obligation in England to register provision for children over eight with Ofsted. However, although there are no national statistics on the number of schools providing out-of-school childcare, there is evidence of insufficiency. The Family and Childcare Trust annually surveys local authorities on childcare sufficiency and there are concerning gaps for school-aged children: in 2016, just 9 per cent of English local authorities had enough after-school childcare for 5–11-year-olds – a significant change since 2011, when 28 per cent of local authorities had enough childcare for this age group.[15]

CHILDCARE AFFORDABILITY

Since 2008, the price of 15 hours a week of after-school childcare in England has increased from £43 to £48.90 – an increase of around 14 per cent.[16] At the same time, there has been a number of initiatives to help make childcare more affordable.

The current infrastructure of support includes subsidising parents' childcare costs through the childcare element in working tax credit. In April 2014, an estimated 8 per cent of UK families received this help. At the time of writing, working parents on low incomes can receive up to 70 per cent of their childcare costs through the childcare element, up to a maximum cost of £175 per week for one child in childcare and £300 per week for two or more children. This means that a family can receive up to £122.50 help with childcare costs for one child and up to £210 for two or more children, although in practice for almost all families this financial support is much lower. These ceiling levels were set in 2005 and have not been uprated since, despite large increases in childcare costs over this period. Moreover, it is only the lowest income working families that receive this type of help, as the childcare payment starts to taper off steeply if the first earner in a household earns more than £15,910 a year before tax and national insurance are deducted. This means that there are many families on modest incomes (£25,000 to £35,000 gross household income per year) who are getting little or no help with their childcare costs through the childcare element of working tax credit. In April 2011, the childcare element in working tax credit was cut from 80 to 70 per cent of weekly eligible childcare costs. The amount by which working tax credit is reduced as a person's income increases was also raised (from 39 to 41 per cent), making help less generous.

Tax credits are now being phased out and replaced by universal credit. The overall maximum support levels for childcare costs of £175 or £300 per week remain in universal credit, although these are now calculated monthly. As a result of a successful campaign by a cross-sector childcare coalition, led by CPAG, help with

childcare costs was again increased. Since April 2016, all families receiving universal credit now get up to 85 per cent of their childcare costs paid.

Parents not in receipt of the childcare element in working tax credit are currently entitled to help with their childcare costs through employer-supported vouchers. About 9 per cent of UK families get help with their childcare costs this way.[17] Those receiving childcare vouchers can save up to £55 a week if they are basic rate taxpayers or higher rate taxpayers who joined a voucher scheme before 5 April 2011. Childcare vouchers can also be 'banked' and used at a time when childcare costs may be particularly high – for example, during the school holidays.

In 2013, the government announced that it intended to phase out the childcare voucher scheme and replace it with a 'tax-free childcare' scheme, to be rolled out from early 2017.[18] For each £8 a parent pays into an online childcare account, the government will top up with £2, up to a maximum of £2,000 per year per child. In the 2014 Budget it was confirmed that the scheme would be open to all families with children under the age of 12 who are outside the tax credit/ universal credit system, provided each parent is working and has an income equivalent to 16 hours a week at the national minimum wage and neither parent earns more than £100,000.

However, if a childcare setting is not registered with Ofsted, it cannot attract childcare help through childcare vouchers, tax-free childcare, working tax credit or universal credit. Out-of-school clubs for children over eight do not have to be registered with Ofsted, meaning that many parents cannot claim this additional support.

THE CHILDCARE ACT 2006

The Childcare Act 2006 requires all English and Welsh local authorities to ensure there is sufficient childcare for children up to the age of 14 for working parents and those undertaking training or education with the intention of returning to work. At present, there is no equivalent legislation in Scotland, although the *Early Years Framework* (2008) requires local authorities to have 'a strategic view of childcare accessibility' and has a longer term objective for families to have 'access to integrated pre-school and childcare services in every community matched to an assessment of local demand'. In 2014, this guidance was strengthened with the Children and Young People (Scotland) Act 2014 which imposes a new duty on local authorities to consult and publish plans for childcare, for both under-fives and out-of-school care.

The 'sufficiency duty' outlined in the Childcare Act 2006 requires local authorities in England and Wales to assess supply and to take action to fill any gaps in provision. In Wales, childcare sufficiency assessments have been undertaken every three years since 2008, with an annual update between the three-year reporting period. In England, the legal obligation to assess childcare supply and

demand has recently been amended, first in statutory guidance and later in the Children and Families Act 2014. Since 2012, local authorities have been required to produce an annual report and action plan to explain how they are ensuring there is sufficient childcare in their area:[19]

> *[Local authorities must] Report annually to elected council members on how they are meeting their duty to secure sufficient childcare, and make this report available and accessible to parents.*

Statutory guidance to support local authorities with their sufficiency duties requires demand and supply to be assessed for the children up to the age of 14 of working parents or those who are training for work. The guidance recommends assessing the needs of different age ranges, including those of school age from five to 14. However, the quality of sufficiency assessments between different local authorities vary, and many do not regularly undertake these each year as legally required. Analysis of these assessments in the Family and Childcare Trust's latest *Childcare Survey* indicates gaps in provision for school-aged children: just 25 local authorities reported that all primary schools were served by an after-school club and only 9 per cent of English local authorities had sufficient after-school childcare for children aged five to 11. This gap has widened significantly since 2011, when 28 per cent of local authorities had enough childcare for this age group.[20]

RECENT POLICY DEVELOPMENTS

While much progress has been achieved since the government first made funding available for out-of-school childcare in 1997, momentum towards delivering extended school provision, as articulated in the 2005 strategy documents, has faded. Extended school provision, by and large, fell off the agenda under the coalition government, as a result of the drive to implement new school models in the form of academies and free schools. While part of the rationale behind free schools is to give communities greater control of running education, no set vision has yet been articulated for the role of schools in providing extended education beyond the classroom. In addition, reforms aimed at creating a more rigorous national curriculum have also shifted schools' impetus towards educational attainment. Pressures on public spending and the removal of ring-fenced funding make it likely that some extended school funding may have been diverted to other purposes. Public funding for sports, cultural activities, open access play schemes and youth activities have seen significant cuts, with further cuts foreseeable as a consequence of further reductions to local authority budgets.

Nevertheless, recent government initiatives and announcements indicate some recognition of the value of out-of-school care in schools, and the potential to better leverage schools as a delivery point for childcare. *More Affordable Childcare*, a policy paper issued in 2013, announced that the government intended to make it easier for schools to offer out-of-school childcare and community facilities on school sites. This was achieved in the Children and

Families Act 2014 by removing regulations in the Education Act 2002 relating to consultation mechanisms for those schools that want to open new services. Governing bodies of maintained schools no longer need to consult before making school facilities available to the wider community.

The paper also detailed the government's aspirations for school provision beyond the core curriculum and the role of childcare as part of poverty-reduction efforts:[21]

> *Schools are central to their local community, trusted by parents. The government would like to see primary school sites open for more hours in the day, from eight to six if possible, and for more weeks in the year, offering a blend of education, childcare and extra-curricular activities.*
>
> *Work is the most sustainable route out of poverty, and tackling in-work poverty is critical to the government's objectives for ending child poverty: over half of all poor children live in households where at least one adult is working. Enabling parents to work enough hours to lift their families out of poverty is crucial to tackling child poverty, and childcare has an important role to play in this.*

More recently, the government has announced plans to give parents a right to request that their school consider providing wraparound and holiday childcare. Under these proposals, childcare providers would also have the right to request the use of school facilities when they are not in use by the school. The right will apply to parents of children from reception to year nine. In December 2015, the Department for Education launched a consultation on the proposed criteria that will apply to ensure requests are considered fairly, but which is also indicative of the government's broader aim of encouraging childcare in schools:[22]

> *To help working parents access the childcare they need when they need it, the government wants schools to play a larger role in the childcare market… These 'rights to request' should be seen alongside other measures already taken to make it easier for schools to provide wraparound childcare or holiday provision. These include:*
>
> - *removing the need for schools to follow advice from local authorities and the Secretary of State for Education when establishing community facilities;*
> - *giving schools the power to determine the length of the school day;*
> - *removing unnecessary after-school learning requirements for Reception-aged children who are already being taught during the school day;*
> - *revising before- and after-school childcare or holiday provision staffing levels so that providers have more discretion to determine how many staff are needed to ensure the safety and welfare of the children;*

- *making it easier for schools and providers to collaborate by allowing childcare providers to work in multiple locations with only one registration with Ofsted.*

In the 2016 spring Budget, the government outlined plans to use the revenue from a new levy on the soft drinks industry to provide funding for schools to extend their school day by offering a wider range of activities for pupils. Taking effect from September 2016, this funding package will provide £10 million a year to expand breakfast clubs in up to 1,600 schools, £285 million a year for 25 per cent of secondary schools to offer after-school activities for pupils and an additional £160 million for the primary school PE and sport premium to allow schools to improve their sports provision, with new activities and after-school clubs.[23]

Notes

1. A Dyson, 'Full service and extended schools, disadvantage and social justice', *Cambridge Journal of Education*, 41(2), 2011, pp177–93
2. See note 1
3. Barnardo's and Start Strong, *Towards a Scandinavian Childcare System for 0–12-year-olds in Ireland?,* 2012
4. New Opportunities Fund, *Changing the Landscape: lessons from the New Opportunities Fund out of school hours childcare programme*, 2003
5. Department for Education and Employment, *Schools Plus: building learning communities. Improving the educational chances of children and young people from disadvantaged areas*, 1999
6. S Cheshire, *Out of Schools Hours Childcare Evaluation,* Big Lottery Fund, 2005
7. HM Treasury, *Choice for Parents: the best start for children. A ten year strategy for childcare*, 2004
8. Social Exclusion Unit, *Bringing Britain Together: a national strategy for neighbourhood renewal,* 1998
9. Department for Education and Skills, *Extended Schools: providing opportunities and services for all*, 2002
10. Department for Education and Skills, *Full-service Extended Schools: planning documents*, 2003
11. Department for Education and Skills, *Extended Schools: access to opportunities and services for all. A prospectus*, 2005
12. H Carpenter and others, *Extended Services Evaluation: end of year one* report, Research report DfE-RR016, Department for Education, 2010
13. See note 12
14. Department for Education, *Primary Schools Providing Access to Out of School Care*, 2014
15. J Rutter, *2016 Childcare Survey*, Family and Childcare Trust, 2016

16. Daycare Trust, *Childcare Costs Survey 2008*, 2008; J Rutter, *2016 Childcare Survey*, Family and Childcare Trust, 2016

17. House of Commons Library, *Government Support for Childcare and Childcare Reform Under the Coalition Government,* Note SN06807, 2014

18. HM Treasury and HM Revenue and Customs, *Delivering Tax-free Childcare*, 2014

19. Department for Education, *Statutory Guidance for Local Authorities on the Delivery of Free Early Education for Three and Four Year Olds and Securing Sufficient Childcare*, 2012

20. See note 15

21. HM Government, *More Affordable Childcare*, 2013

22. Department for Education, *Wraparound and Holiday Childcare: parents and childcare provider 'rights to request'*, 2015

23. HM Treasury, *Budget 2016*, 2016

FIVE
MAPPING EXTENDED SERVICES IN ENGLAND

There is currently limited information on the availability and nature of extended school provision across the country. This makes it difficult to develop a comprehensive picture of the present scale and characteristics of provision.

For example, what services are being delivered? By whom? In which schools? For which age groups? It also makes it difficult to identify trends in provision on the basis of factors such as age and type of school. The most recent and comprehensive evaluation of extended school provision was conducted under the last Labour government and released in 2012. *Extended Services Evaluation: end of year one report* sought to evaluate how many schools were providing the core offer of extended school services and to assess the cost, impact and delivery of provision.[1] Further research was planned as part of this evaluation, but did not take place under the coalition government.

Up-to-date information is most readily available about the childcare component of extended school provision. The government's *Childcare and Early Years Providers Survey* undertook specific analysis of the number of primary schools offering out-of-school childcare during term time and during the school holidays.[2] This shows that, in 2013, 64 per cent of all primary schools in England provided before-school care, 70 per cent after-school care and 19 per cent holiday care. Altogether, 9,900 primary schools (53 per cent) provided both before- and after-school care. However, only 15 per cent of schools provided holiday care in addition to before- and after-school care, suggesting that schools were more concerned with providing term-time care.

This chapter draws on the results of our survey of head teachers to build a picture of the scale and nature of current extended school services in England. From this, we hope to map the pattern of services provided by schools and perceptions of them in order to gain a better understanding of what and how extended school services operate across the country.

EXTENDED SERVICES AVAILABLE IN SCHOOLS

The head teacher survey found that schools provide a range of extended school services, with only 2 per cent of respondents indicating that they did not provide any kind of provision. The most commonly cited services were those which can be categorised as extra-curricular activities: after-school sports clubs (90 per cent) and music/arts clubs (78 per cent). Provision of holiday childcare was notably only cited by 29 per cent of schools. While provision of breakfast clubs was very prevalent (75 per cent), provision of other before-school activities was much less common.

The findings also indicate that the nature of extended services is geared more towards pupils than the wider community. Only 49 per cent of schools had community groups using school facilities and 46 per cent provided parenting support, counselling and/or ESOL classes. The findings contrast with those of the *Extended Services Evaluation* report, which found that two-thirds (65 per cent) of schools opened their facilities to the community (although differences in sampling mean this cannot be taken as a wholly reliable comparison).[3] Nevertheless, the overall findings suggest that, at present, out-of-school activities for pupils are prioritised. This may, in part, reflect changes in the focus of school policy under the present and coalition governments, which have been less orientated towards schools serving a broader community function.

Table 5.1
Services available in schools

	% of schools
After-school sports club	90%
Music/performing arts/arts and crafts club	78%
Other clubs, such as gardening and chess	78%
Breakfast club	75%
Homework club/exam revision/catch-up classes	61%
After-school childcare club	53%
School facilities used by community groups	49%
Parenting support, counselling, ESOL classes	46%
Holiday childcare	29%
Supervised playground open before school hours	24%
Supervised computer lab/classroom/similar open before school hours	19%
None	2%

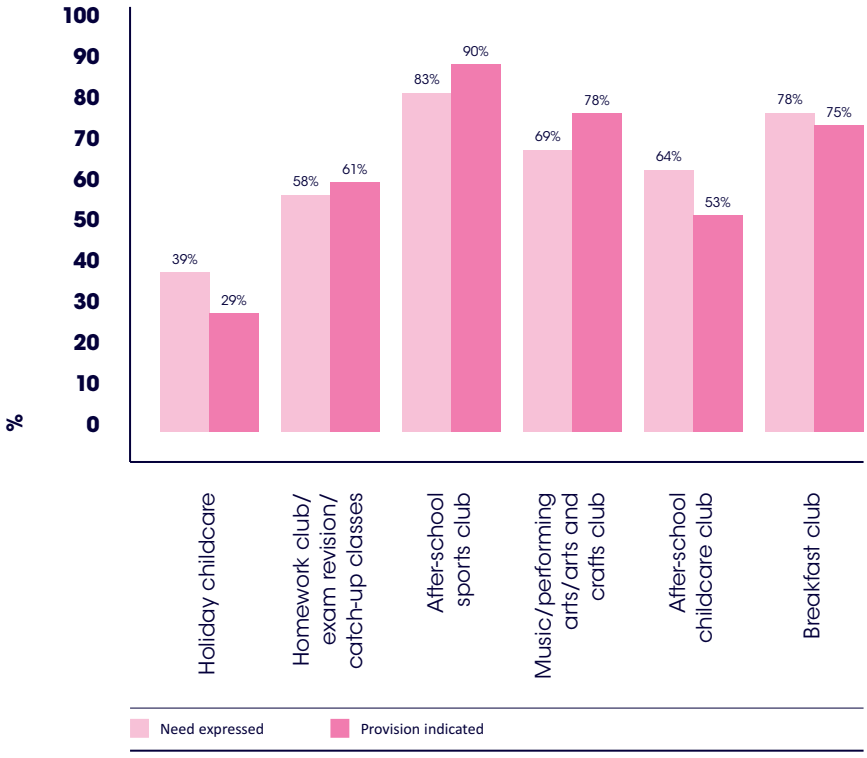
Provision varies between secondary and primary schools. Most notably, secondary schools are more likely to provide facilities for community use (66 per cent, compared with 42 per cent of primary schools). Secondary schools are also less likely to provide after-school or holiday childcare, but more likely to provide homework/revision clubs and supervised classroom facilities before school, perhaps reflecting predictable changes in the needs of pupils at different ages.

An important factor raised in the interviews was the need to make sure that a school's extended service provision reflected, and was tailored to, the needs of the local area. For example, in rural areas this may entail providing access to services that are more readily available in urban areas, or in areas of diversity being able to offer language classes to parents wanting to learn English.

GAPS BETWEEN WHAT SCHOOLS OFFER AND EXPRESSED DEMAND

To assess any gaps in provision, the data was used to map the services schools provide against the demand for specific activities expressed to head teachers by parents, teachers and pupils. Although this is a crude means of assessment and is by no means representative of the scale of demand or provision, it reflects where general shortfalls exist in services across England.

Figure 5.1
Services offered by schools and expressed demand



Provision across schools is broadly in line with the expressed need for these services (see Figure 5.1). However, there are notable exceptions for childcare. In 39 per cent of schools, a need had been expressed for holiday childcare, but this was only provided in 29 per cent of schools. There was a similar mismatch in the need for after-school childcare – expressed in 64 per cent of schools, but provided in only 53 per cent. When comparisons were made solely in primary schools, the gaps are wider still (see Appendix Two). These findings replicate the findings of local authority childcare sufficiency assessments, showing that 87 per cent of local authorities did not have sufficient holiday childcare for working parents.[4]

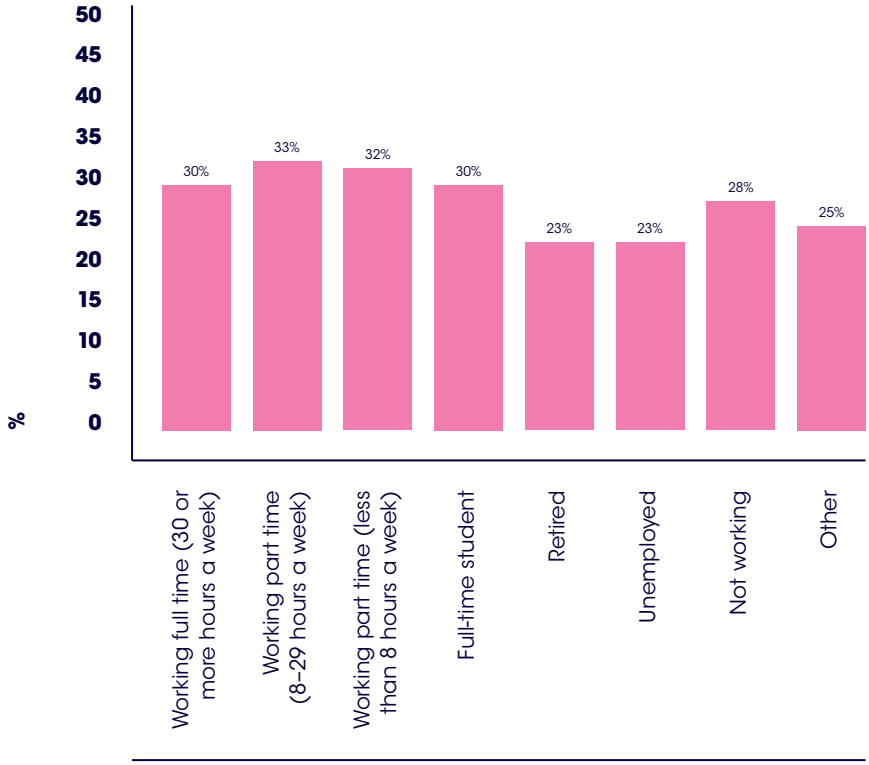
USAGE

To gauge usage of extended services by disadvantaged families, head teachers were asked which statement best described their pattern of use. A large majority (84 per cent) chose: 'Our extended services are used by a mix of more and less advantaged families.' Of the remaining respondents, 6 per cent stated that the services were disproportionately used by disadvantaged families and 10 per cent said that their services were disproportionately used by better-off families – equivalent to 91 schools. Although in the vast majority of schools there are equal patterns of use, these results suggest that, in a small, yet significant, proportion of schools, disadvantaged families use extended services less and may, therefore, be facing barriers to use.

The YouGov survey found there was a difference in interest in activities according to socio-economic group. Average interest in a range of extended school activities was 8 per cent lower among children of families classed in social groups C2, D or E than those in A,B or C1, at 26 per cent and 32 per cent respectively. Although the findings concern interest in activities rather than actual usage, the results are significant as they suggest that interest in activities is directly related to circumstance. This may be because disadvantaged pupils are less willing or less able to use after-school activities or as a consequence of not having been able to pursue these activities previously – ie, they are less inclined to pursue activities that are unfamiliar.

Children in families with a parent who was retired or unemployed showed less interest in activities compared with those with a parent who was working, either part time or full time (see Figure 5.2). The largest differential was between children whose parent(s) worked eight to 29 hours a week (33 per cent) and those whose parent was retired or unemployed (both at 23 per cent). Notably, children whose parents are categorised as 'not working', and therefore not looking for work out of choice, had comparatively higher interest (28 per cent) than those with a parent who was unemployed or retired. Although it is not certain what causal factor explains these differentials, the second result is particularly significant as it suggests that lower interest when a parent is not in employment can only be partially explained by being economically inactive, implying that income is a factor in this decision. Charges for services could explain the

Figure 5.2
Child interest in extended school activities by parental work status



differences in usage, particularly if parents are unable to access financial support if schemes are not registered.

An Ipsos MORI survey also showed that the socio-economic and educational background of parents influenced whether children attended extra-curricular activities. Three hundred and nine parents of children aged five to 16 were asked whether their child with the most recent birthday had regularly participated in any of a number of extra-curricular social activities outside school in the last 12 months.[5] While a strong majority of parents (76 per cent) reported that their child had participated in extra-curricular activity, there were some differences between social groups. The rate of participation was 15 percentage points higher among parents in social groups A, B or C1 (84 per cent) than among parents in social groups C2, D or E (69 per cent). The survey also showed some differences between parents' level of education, with 83 per cent of parents with a degree-level education or higher reporting that their child participated in extra-curricular activities, compared with 72 per cent of respondents without a degree.[6]

Previous evaluations of extended services in schools have produced similar findings, showing that disadvantaged groups are less likely to make use of activities. Firstly, the findings of the *Extended Services Evaluation* showed that 'parents with lower incomes were more likely than those with higher incomes to say that their child could not go to all or most of the activities they would like

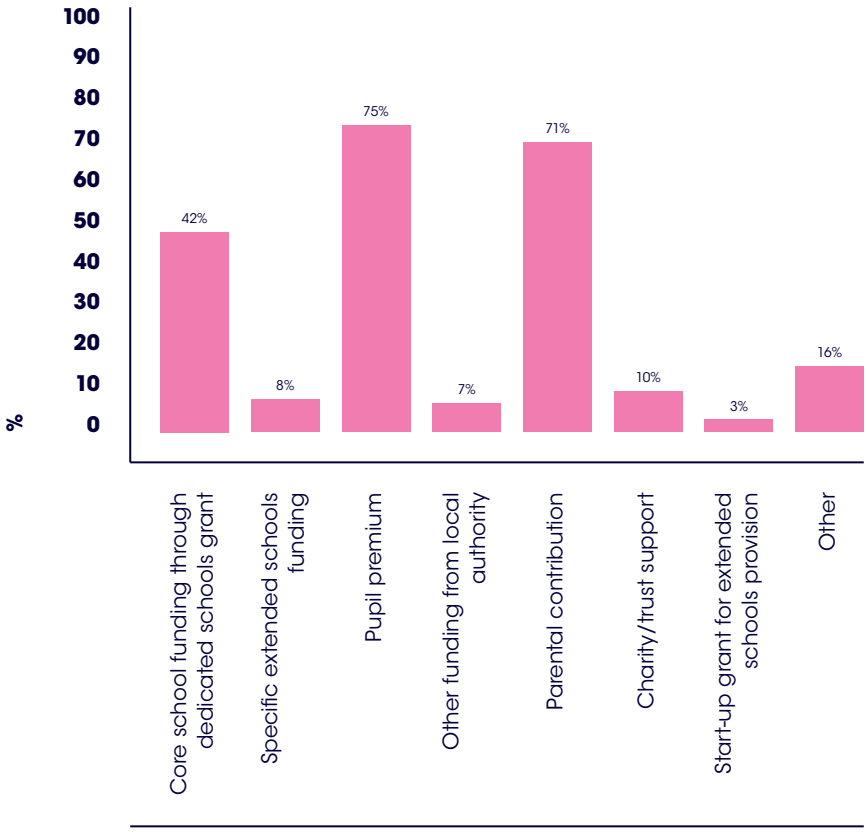
them to' and that cost was the most frequently cited barrier to their child attending all the activities they wanted them to attend.[7] Secondly, a survey undertaken by Ipsos MORI similarly found that pupils from disadvantaged backgrounds were the least likely to be using extended services in schools and that pupils from families with no parent in work tended to be the least enthusiastic about extended activities.[8]

These findings highlight the need to ensure that services are appealing to disadvantaged children and that there are no barriers to participation. This will help services to achieve their potential to improve outcomes and narrow the achievement gap. A more universal approach could achieve this.

FUNDING

Figure 5.3 outlines the sources of funding cited by head teachers for delivering extended school services. It is important to note that this shows only the percentage of schools using particular funding sources; it does reflect the proportion of funds from each source that are allocated to extended services. As is evident in the graph, across a large proportion of sampled schools, funding for

Figure 5.3
Sources of funding for extended school services



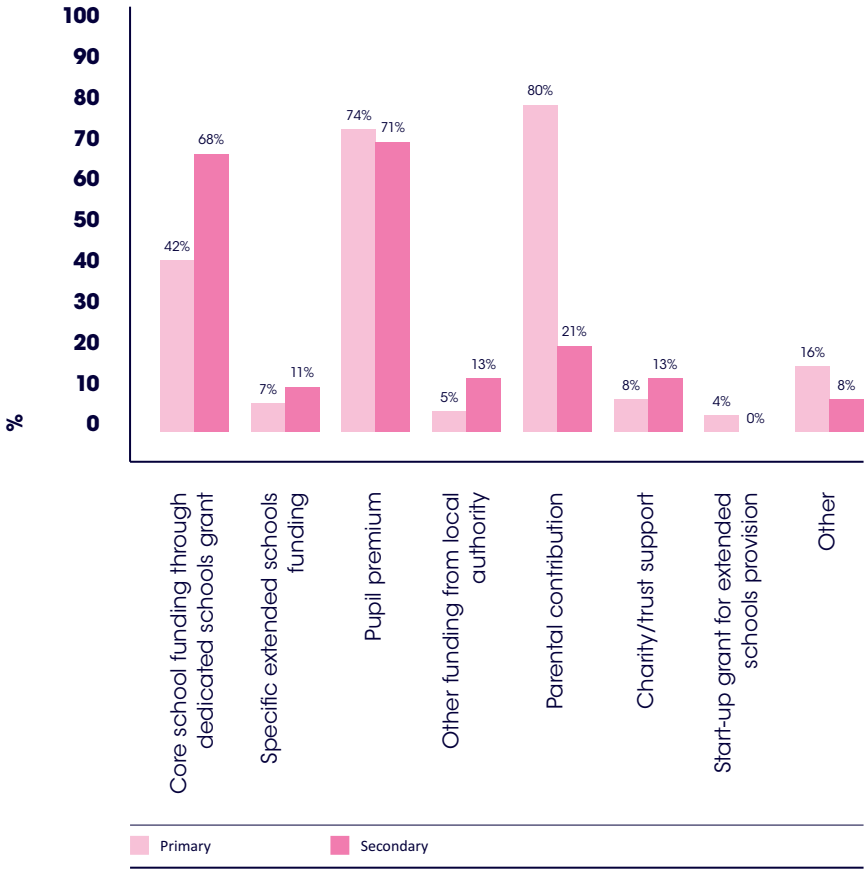
services is from core school funding (49 per cent), parental contributions (71 per cent) and the 'pupil premium' (75 per cent).

There were also notable variations between primary and secondary schools, as shown in Figure 5.4. Primary schools were significantly more likely to cite parental contributions (80 per cent) as a source of funding than secondary schools (21 per cent), but less likely to cite core school funding (42 per cent, compared with 68 per cent).

Schools frequently cited a combination of sources, suggesting that funding for extended services is fragmented. Most evident from these findings is the absence of a clear funding stream for extended services.

The frequency of schools citing parental contributions as a source of funding is indicative of a widespread need for schools to fund extended provision from outside their own budgets. Only half of schools cited core school funding through the dedicated schools grant as a source of funding, indicating that around half of the schools surveyed are reliant on other means to provide extended services.

Figure 5.4
Sources of funding for extended school services by primary and secondary schools



Twelve per cent of respondents cited parental contributions but neither core school funding nor the pupil premium, suggesting that for some schools, parental contributions is the main way of funding extended schools.

Although it is unclear exactly how reliant schools are on parental contributions, the majority of schools use them to help fund services. This is potentially worrying from the point of view of accessibility, as lower income families may not have the ability to pay and so face a financial barrier to accessing these services – although barriers may be alleviated to some extent through measures in place to subsidise or support access. However, some out-of-school provision is not registered and so parents cannot claim help through tax credits, universal credit, tax-free childcare or childcare vouchers. Existing evidence has shown financial barriers to be a problem, with the *Extended Services Evaluation* report showing that pupils eligible for free schools meals participated in fewer hours of activities, with parents with an eligible child more likely to cite cost as a barrier.[9]

The frequency with which schools are using the 'pupil premium' as a source of funding is also noteworthy. The pupil premium was introduced as a source of funding to help raise the attainment of disadvantaged pupils from reception to year 11. Guidance developed by the Education Endowment Foundation and the Sutton Trust,[10] and recommended by the Department for Education, advocates that it be used to fund programmes beyond core school time. Figure 5.3 shows that pupil premium funding is the most frequently cited source of funding for extended school services. This does not show whether schools use the funding to support the target group of pupils or whether it is spent indiscriminately to fund services which are available to all pupils. The result could therefore be either encouraging or worrying, depending on whether pupil premium funding is being used effectively to support access for disadvantaged pupils or as a means to plug funding for extended services. The schools interviewed for this report were encouraging in this regard, with schools either subsidising a range of activities or providing them free of charge for eligible students in order to support access. However, it is unclear how commonplace targeted strategies like these are in schools. Ofsted's own review of how effectively schools are spending pupil premium grants to target disadvantaged pupils suggests that this varies across schools.[11]

The comments from the two interviewed head teachers revealed financial concerns and the pressures of the current financial climate. One head teacher expressed concern about budget cuts and the subsequent sustainability of extended services, stating:

> *'Whereas we used to subsidise everything, we're going to have to question very much whether we can afford that.'*

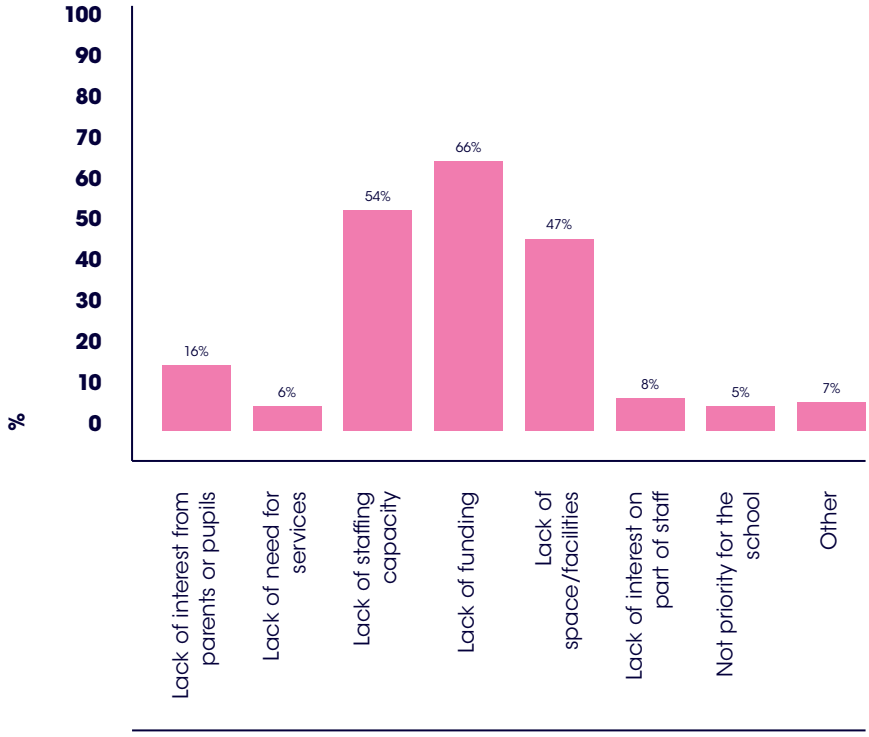
Given these concerns, the head teacher raised the possibility of having to rely on fundraising in the future in order to deliver services. Another head teacher expressed similar concerns about financial pressures, but pointed to the possibility

of using creative means to fund extended services and get around financial constraints. In particular, the head teacher highlighted that the school made it part of the teacher's contractual obligations to be in school longer and deliver enrichment clubs, which was then compensated for by less teaching time. Exploring opportunities for partnerships with companies looking for corporate social responsibility (CSR) opportunities was also raised as a means through which funding might be sourced.

BARRIERS TO EXTENDED SCHOOL SERVICES

When asked about the barriers to expanding extended schools services, head teachers cited constraints around resources far more frequently than those around need or interest. The most common barrier to expansion was lack of funding, cited by two-thirds of schools (see Figure 5.5). Lack of funding was cited by 60 per cent of primary schools and 75 per cent of secondary schools (see Appendix Two). There was also a divide between school type, with 75 per cent of academies and free schools citing funding, compared with 66 per cent of local authority schools and 57 per cent of voluntary aided/controlled/foundation schools. This result is replicated in the findings of the *Extended Services Evaluation*, which found that for around two-thirds of schools, funding was a barrier to developing and delivering extended services.[12]

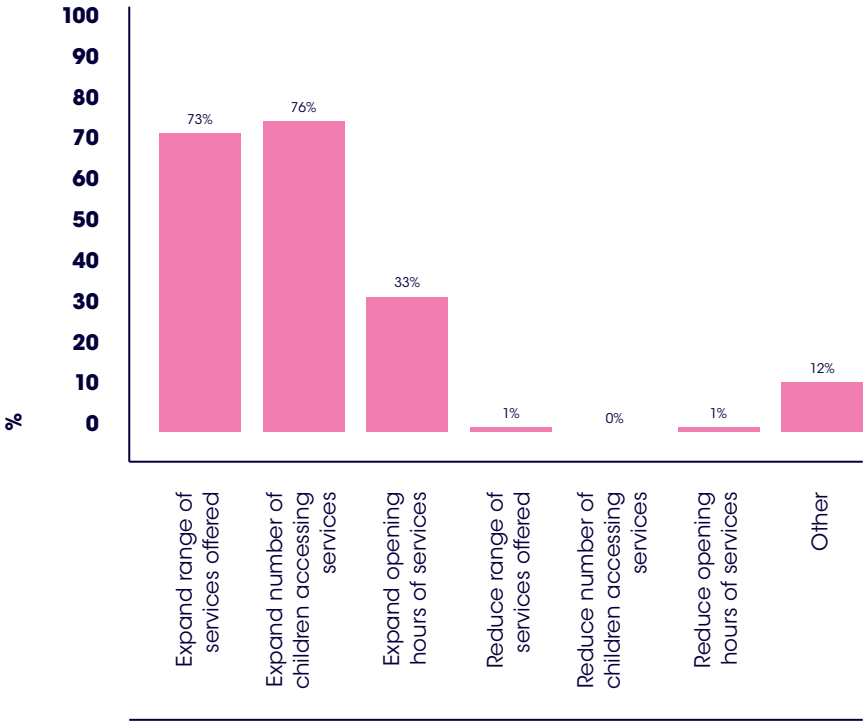
Figure 5.5
Barriers schools face to expanding extended schools services



Apart from funding, the most frequently mentioned barrier to expansion was a lack of staffing capacity, cited by 54 per cent of schools. A similar proportion of primary (54 per cent) and secondary schools (49 per cent) cited this as an issue, and it was common to all school types without significant variation. Nearly half of schools quoted lack of space/facilities as a barrier (47 per cent). Among primary schools, this figure was 53 per cent in contrast to only 13 per cent of secondary schools. Academies and free schools were the least likely to mention space as a barrier (34 per cent, compared with 48 per cent of local authority schools and 54 per cent of voluntary schools – see Appendix Two). Voluntary aided/controlled/foundation schools were also most likely to cite a lack of interest from parents or pupils as the main barrier – 22 per cent, with the figure falling to 17 per cent and 9 per cent for local authority schools and academy/free schools respectively.

A further constraint raised in both the head teacher interviews was letting school premises because of the safeguarding difficulties this then presents. In particular, one teacher highlighted the difficulty in allowing people to use space, which provides full access to the rest of the school. The respondent also said that the school did not have the capacity to be able to organise and broker the use of school facilities with external parties.

Figure 5.6
What changes would you like to bring about in the future for your school's extended services?



CHANGES TO EXTENDED SCHOOL SERVICES

When asked about the changes head teachers would like to make to extended services, they were significantly more likely to want to expand, rather than reduce, services. Around three-quarters of schools stated that they would like to expand the number of children accessing services and the range of services on offer (76 per cent and 73 per cent respectively). The desire to expand the number of children accessing services was near universal (95 per cent) among secondary schools. A third of schools indicated that they wished to expand the opening hours. By contrast, almost no school wanted to reduce opening hours, reduce the number of children accessing services or reduce the range of services offered. Altogether, these figures demonstrate that a significant majority of schools want to expand extended services, and that it is rarely seen as unwanted burden. The unequivocal indication in favour of expanding children's access may also suggest that current services are insufficient or under-serving communities against perceived demand.

DELIVERY

In most circumstances, the overall management of extended services is provided by the head teacher (63 per cent of schools – see Appendix Two). In 21 per cent of schools, responsibility lay with a member of the senior management team, followed by senior non-teaching staff in 10 per cent of schools and a specific individual teacher in 6 per cent.

When describing the activities provided by the school, head teachers were asked to indicate who delivered these – in 76 per cent of occasions, this was school staff. In contrast, in only 3 per cent of occasions the activity was delivered by local authority services and in 21 per cent of occasions it was provided by other organisations or individuals. Twenty-nine schools said that the services were being delivered by staff voluntarily and out of good will.

OUTCOMES AND MOTIVATIONS

To establish motivations behind extended services, head teachers were asked to rank the importance of the reasons behind the provision (see Appendix Two). This showed that the most important reason for teachers was to narrow the gap between less advantaged students and their peers. The results also indicate that improving access to sports and cultural facilities and supporting parents with childcare were also important factors. By contrast, the reasons ranked as the least important were improving exam results and promoting community access to the school.

Table 5.2
Improved outcomes

In which areas do you believe extended school provision has improved outcomes for your school? (Please tick all that apply)		Importance of reason behind provision (1 = most important, 7= least)
Improving children's access to sport/cultural activities	86%	2
Supporting parents (eg, with childcare/parenting advice)	77%	3
Engaging parents with the school/their child's education	70%	5
Providing a safe environment for children from disadvantaged backgrounds	69%	4
Narrowing the gap between less advantaged students and their peers	66%	1
Promoting community access to the school/engagement	51%	6
Improving exam results	39%	7
Other (please specify)	8%	–

The same options were given to the head teachers to indicate where they felt extended provision had improved outcomes in the school (see Table 5.2). Improved children's access to sport and cultural activities was most frequently cited (by 86 per cent of schools), followed by supporting parents (cited by 77 per cent of schools). However, when head teachers were asked about which of these outcomes was the most important factor behind provision, their answers differed somewhat from where they had seen improved outcomes. While 'narrowing the gap between less advantaged students and their peers' was cited as the most important reason behind provision, it was comparatively less frequently cited as an outcome which had improved across the school. This is a matter for concern, given that 75 per cent of schools are using the 'pupil premium' to fund extended schools services and this is intended to help narrow the gap.

It is positive that so many schools see extended services as improving outcomes, but further attention is needed to make sure that these are meeting the school's priorities.

Notes

1. H Carpenter and others, *Extended Services Evaluation: end of year one report*, Research Report DfE-RR016, Department for Education, 2010
2. Department for Education, *Childcare and Early Years Providers Survey 2013*, 2014
3. See note 1
4. G Cameron and M Jarvie, *Holiday Childcare Survey 2016*, Family and Childcare Trust, 2016

5. The Sutton Trust, *Research Brief: extra-curricular inequality*, 2014
6. See note 5
7. See note 1, p158
8. E Wallace and others, *Extended Schools Survey of Schools, Pupils and Parents: a qua*ntitative *study of perceptions and usage of extended services in schools*, Department for Children, Schools and Families, 2009
9. See note 1
10. Education Endowment Foundation and the Sutton Trust, *Teaching and Learning Toolkit,* 2013
11. Ofsted, *The Pupil Premium: an update*, 2014
12. See note 1

SIX
WHAT FAMILIES WANT FROM EXTENDED SCHOOL SERVICES

In order to gauge the interest and preferences of children in before- and after-school activities, a YouGov survey was undertaken of 1,181 children between the ages of eight and 15.

Table 6.1 details the overall preferences of all the children sampled in the survey. The survey found that after-school sports clubs were the most popular activity by a clear margin – with interest from 53 per cent of surveyed children. This was followed by after-school music/drama classes (39 per cent). Only a small proportion of children (7 per cent) indicated that they were not interested in doing any form of activity outside school time. When the results were broken down by social group, the proportion of children indicating no interest in activities was noticeably higher among those classed in social groups C2,D and E than in A, B and C1 – at 10 per cent and 5 per cent respectively (see Appendix Two). Interest in activities was lower across the board from children in groups C2, D and E, except towards breakfast clubs, which was equal at 23 per cent.

The findings also indicated variations in preferences between genders, as shown in Table 6.2. Boys indicated markedly greater interest in after-school sports clubs – with a 13 per cent higher interest than girls. However, interest in after-school music/drama classes, after-school arts and crafts activities and after-school homework club/revision club/and catch-up classes was distinctly higher among girls than boys.

Table 6.1
Interest in activities: all children

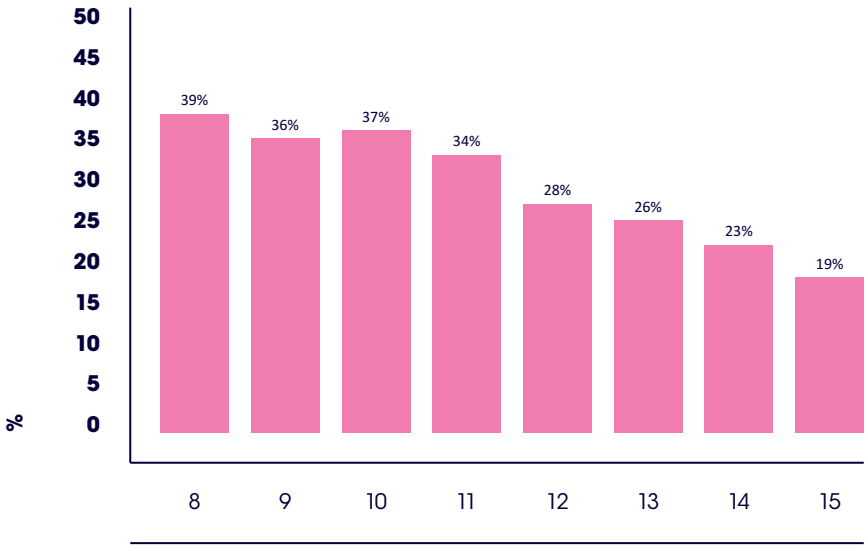
	% of children
After-school sports clubs	53%
After-school music/drama classes	39%
Supervised use of my school's outdoor areas for sports and playing with friends outside school (such as at the weekend)	35%
After-school arts and crafts activities (such as painting, pottery and sewing)	34%
Supervised use of my school computer room(s) before school starts	34%
Supervised use of my school's outdoor areas before school for sports and/or playing with friends	33%
Being a scout/girl guide/cadet	29%
Other before- or after-school clubs like chess, gardening or computer gaming	29%
After-school homework club/revision club and catch-up classes	26%
Breakfast club/bar before school starts (having breakfast given to me at school)	23%
Supervised use of a classroom in my school before school starts	16%
Other	8%
I wouldn't be interested in doing any activities outside school time	7%
Don't know	2%

Overall, there was variation between children of different ages in their interest in activities and patterns of preferences. As shown in Figure 6.1, average interest in activities progressively declined with age. Further analysis indicated a strong negative correlation of -0.98 between age and average interest towards activities. The percentage of children indicating no interest in doing any activities outside school time tended to increase with age, with a positive correlation co-efficient of 0.8. The proportion of children expressing this preference ranged from 2 per cent among nine-year-olds to 17 per cent among 15-year-olds. This may, in part, reflect greater independence among older children and subsequently greater freedom to pursue other activities. At the same time, activities may not adequately reflect the interests of older children or may not be well orientated towards their needs. Nevertheless, interest in after-school homework club/revision club and catch-up classes, at 42 per cent, was notably higher among 15-year-olds than any other age group and was this age group's most popular preference.

Table 6.2
Interest in activities: gender

	Boys	Girls
After-school sports clubs	59%	46%
After-school music/drama classes	27%	52%
Supervised use of my school's outdoor areas for sports and playing with friends outside school (such as at the weekend)	37%	32%
After-school arts and crafts activities (such as painting, pottery and sewing)	20%	49%
Supervised use of my school computer room(s) before school starts	36%	31%
Supervised use of my school's outdoor areas before school for sports and/or playing with friends	37%	30%
Being a scout/girl guide/cadet	25%	34%
After-school homework club/revision club and catch-up classes	21%	31%
Breakfast club/bar before school starts (having breakfast given to me at school)	22%	24%
Supervised use of a classroom in my school before school starts	15%	17%
Other before- or after-school clubs like chess, gardening or computer gaming	33%	26%
Other	6%	9%
Don't know	3%	2%
I wouldn't be interested in doing any activities outside school time	8%	6%

Figure 6.1
Average interest in a range of after-school activivities by age



SEVEN
A NEW VISION FOR EXTENDED SCHOOL SERVICES

Great strides have been made over the last two decades in extending access to out-of-school care and services that go beyond the core school curriculum and the traditional role of schools.

Clearly, a majority of schools incorporate elements of the extended school model and have developed a level of provision beyond the core curriculum. However, the momentum for developing more comprehensive services appears to have faltered, due to funding constraints and the lack of a coherent government direction in the face of other policy priorities. Extended provision across the UK appears to be fragmented. Services are variable and often geared towards particular activities.

Schools feel they are restricted in what they can provide because of limited funding, despite an apparent unanimous desire to expand extended services further and positive assessments on their outcomes. Provision is orientated largely towards pupils rather than the wider community, but older children are less engaged. There is also an unmet demand for both term-time and holiday childcare within schools. Crucially, our evidence exposes a divide in interest towards after-school activities between more advantaged and disadvantaged groups, despite evidence suggesting that the latter could benefit most from extended services. Given the strong case for extended school services being a valuable vehicle for tackling disadvantage and poverty, our findings suggest that current provision is largely falling short of its poverty-combating potential and is failing to engage disadvantaged children.

From the point of view of policy, a coherent vision of what extended school provision should look like in schools and developing a strategy for achieving this has, by and large, been lost. The introduction of the right to request wraparound and holiday childcare in schools is a valuable step towards using extended

services to support parental employment. The gap we uncovered between the demand and supply of school-based childcare services suggests that there is a definite need for improvement in this area. While it is encouraging and welcome that the government recognises the value of schools in this regard, this focus is too narrow and shows little acknowledgement of the wider value of extended services in developing both educational attainment and a broader enriched educational experience. Policy should focus on the potential value of extended schools services in both engaging children and young people in positive activities and enabling parents to work.

While acknowledging that there are difficulties in the current financial climate, the extended school model presents clear opportunities to deliver positive impacts on the lives of disadvantaged children and families, which we believe warrants additional funding. Extended schools should be an important strand in a broader strategy to tackle child poverty. The following proposals therefore suggest a new vision for extended schools, which seeks to address the issues highlighted throughout this report and to better fulfil their anti-poverty potential.

A COHERENT VISION

The government should establish a coherent vision, setting the direction and aims for extended provision in schools. This vision should bring together work on improving parental employment as well as improving the experiences of, and outcomes for, children and families. Schools are uniquely placed as a trusted universal service, and provide an excellent opportunity to make a positive impact on family life outside the school day. The government should affirm an expectation on schools to provide extended services, but should not be entirely prescriptive about what kind of services schools should provide. Schools should rather be encouraged to be responsive, matching the range of services available to the needs and interests of children and families. Furthermore, this vision should encourage community involvement in schools in order to draw on social capital in the local community and further develop the role of schools in that community.

As well as looking at how extended schools can encourage children to take part in positive activities, the government should affirm their role in enabling local authorities to meet their childcare sufficiency duties. Given that wraparound and holiday childcare sufficiency is persistently problematic and that academisation of schools has decreased the role of local authorities in local school provision, the government should clearly articulate the role of schools in childcare provision and support them to deliver this. The lower premises and equipment costs in schools could help bring down the cost of high-quality childcare for school-aged children, as well as increasing supply.

DEDICATED FUNDING

With current budgetary pressures, schools are restricted to what extended services they can provide. Our research indicates that, in most schools, there is no clear funding stream for provision, with money coming instead from a range of sources. Piecemeal funding and anxiety around financial pressures undermine the sustainability of extended provision. Given the role that extended schools can play in tackling poverty, it is worrying to see that parental contributions are so significant in funding services, as charges are likely to act as a barrier to participation for low-income households. Uncertainty around funding levels prevents decision makers from putting longer term strategies in place, thereby holding back both the standard and development of extended provision in schools. The government should expand the funding announced in the 2016 spring Budget for after-school activities in 25 per cent of secondary schools to all schools nationwide, so that all children benefit, regardless of which school they attend. This funding should be delivered through a ring-fenced stream, using a formula that reflects the additional needs of disadvantaged areas.

AFFORDABILITY

All out-of-school childcare needs to be registered, so parents can claim the childcare element in tax credits and universal credit, otherwise children from the lowest income families will continue to lose out. The forthcoming tax-free childcare scheme will enable parents to make payments to providers through an online account, topped up by 20 per cent from the government. All after-school providers should be registered on this platform to ensure that all parents of school-aged children can benefit from the scheme. Schools should also monitor and respond to the impact that charges for services have on the participation of disadvantaged pupils, and should consider different charges if necessary. Schools that use the 'pupil premium' to fund services should not charge children eligible for free school meals for any services.

PARENTAL RIGHT TO REQUEST WRAPAROUND AND HOLIDAY CHILDCARE

The introduction of the right of parents to request wraparound and holiday childcare is welcome. In order for this policy to achieve its potential and genuinely meet parental demand for services, parents must be able to make effective requests. This means they must be openly informed of their rights, and the process adopted by schools should give their request the best chance of success. In addition, local authorities should be included in the process so they can support schools to work in partnership to provide services. This is particularly important for children with special educational needs and disabilities, who may

be attending special schools which will struggle to meet the threshold for a viable service on their own because they usually have fewer pupils. Local authorities can also play an important role in spreading best practice between schools. In addition, the guidance must be put on a statutory footing, so that all parents truly have a right for their request to be investigated.

USE OF SERVICES BY DISADVANTAGED CHILDREN

If extended school services are to achieve their potential in tackling child poverty, disadvantaged children must make good use of them. Given the use of the 'pupil premium' to fund these services, schools should be encouraged to monitor their use by disadvantaged children. While the vast majority of schools said their services were used by both disadvantaged and advantaged children, it is concerning that disadvantaged pupils showed less interest in them. Schools should be encouraged to work with all families, including disadvantaged families, to understand the barriers to participation and then take action to overcome these. The advantages are there for children's participation in their communities, their wellbeing and future educational outcomes.

Schools should pay particular attention to children with special educational needs and disabilities to make sure that all extended school services are inclusive. Schools should look to work in partnership with special schools, which are likely to be smaller and may struggle to provide a full suite of extended services on their own.

THE ROLE OF LOCAL AUTHORITIES

Local authorities can play an important role in improving the spread and quality of extended school services in a local area. They are well informed about organisations that can offer services and can facilitate collaboration between schools to make sure all children can access them. Local authorities can also help share best practice between local schools. The government should clearly articulate its expectation of the role that local authorities should play in this agenda.

APPENDIX ONE
SURVEY QUESTIONS POSED TO HEAD TEACHERS

- Please select the age groups served by your school and school type.
- How many pupils attend your school?
- Please give the postcode of your school
- Which of the following needs have been expressed in your school and who has expressed them? (Please tick all that apply)
- Which of the following is your school currently providing? (Please tick all that apply)
- Who provides the overall management of extended services in your school? (Please tick one)
- Please rank the importance of the following reasons for your school providing extended services (with 1 being the most important and 7 being the least important).
- In which areas do you believe extended schools provision has improved outcomes for your school? (Please tick all that apply)
- Which of the following statements best describes the pattern of use of extended services in your school
- How are your school's extended services funded? (Please tick all that apply)
- What changes would you like to bring about in the future for your school's extended services? (Please tick all that apply)
- What are the main barriers your school faces for scaling up/expanding your extended schools services? (Please tick all that apply)
- Is there anything else you would like to say about extended school services?

APPENDIX TWO
ADDITIONAL GRAPHS AND TABLES

Figure A1
Age groups served by school

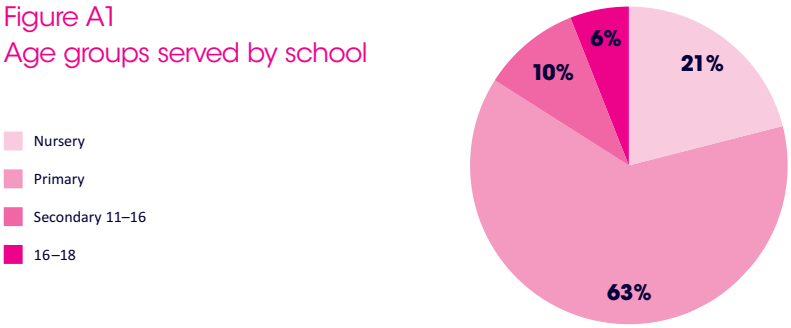


Figure A2
Age groups served by school and school type

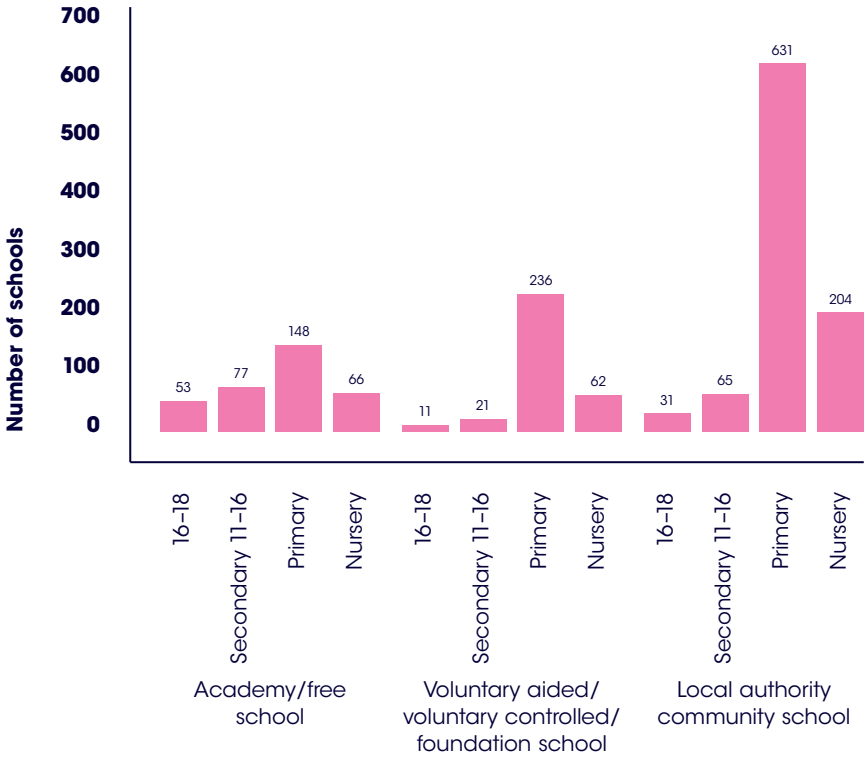


Table A1
School size

	School size
Mean	379
Median	270
Mode	240
Range	1,974
Minimum	26
Maximum	2,000
Sum	401,442
Count	1,059

Figure A3
Provision indicated by primary schools mapped against need expressed for that activity in those schools.

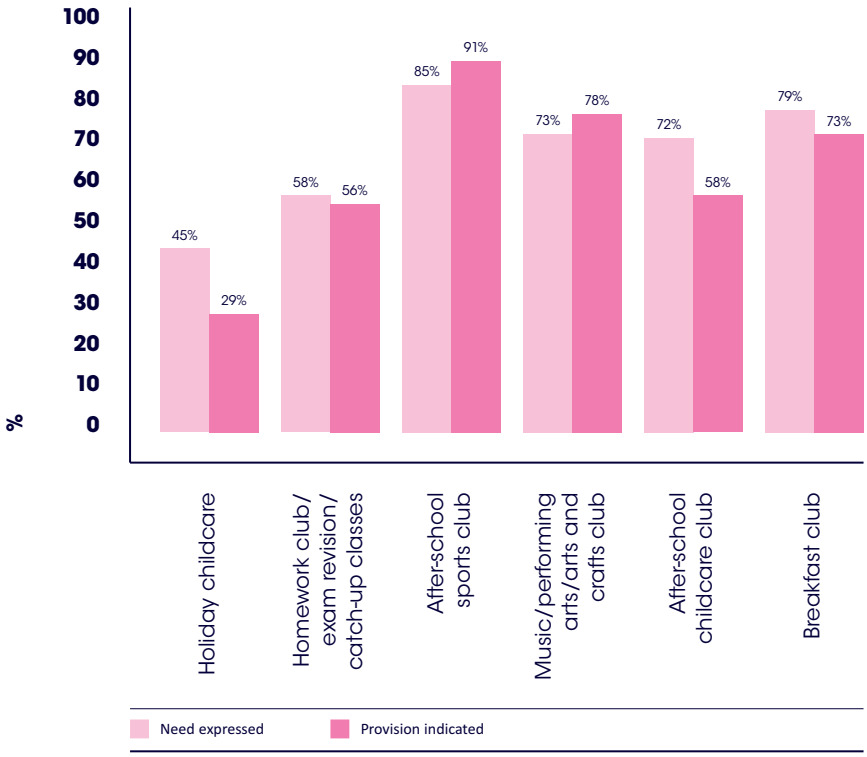


Figure A4
Responsibility for overall management of extended services

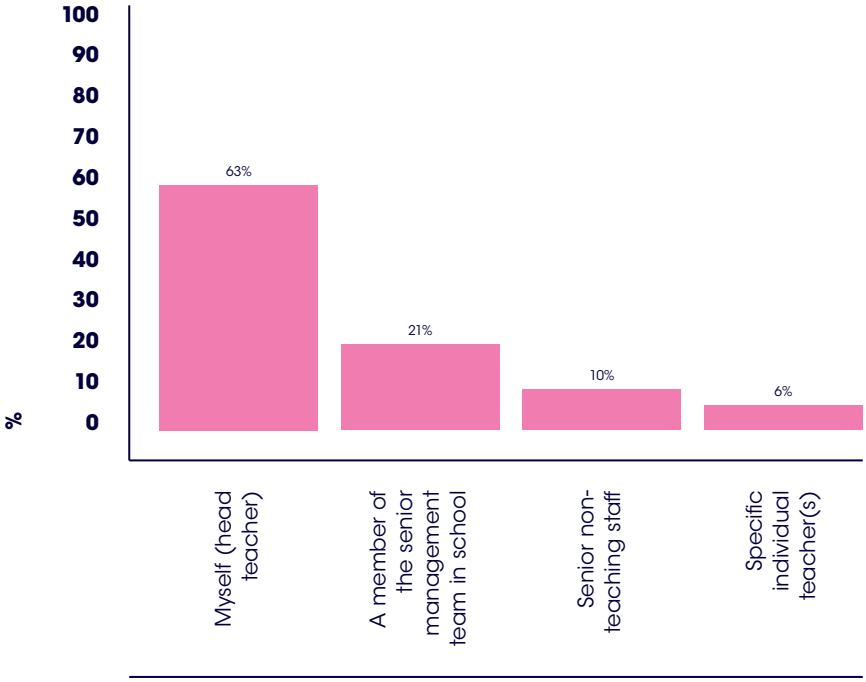


Figure A5
Barriers to extended services indicated by primary and secondary schools

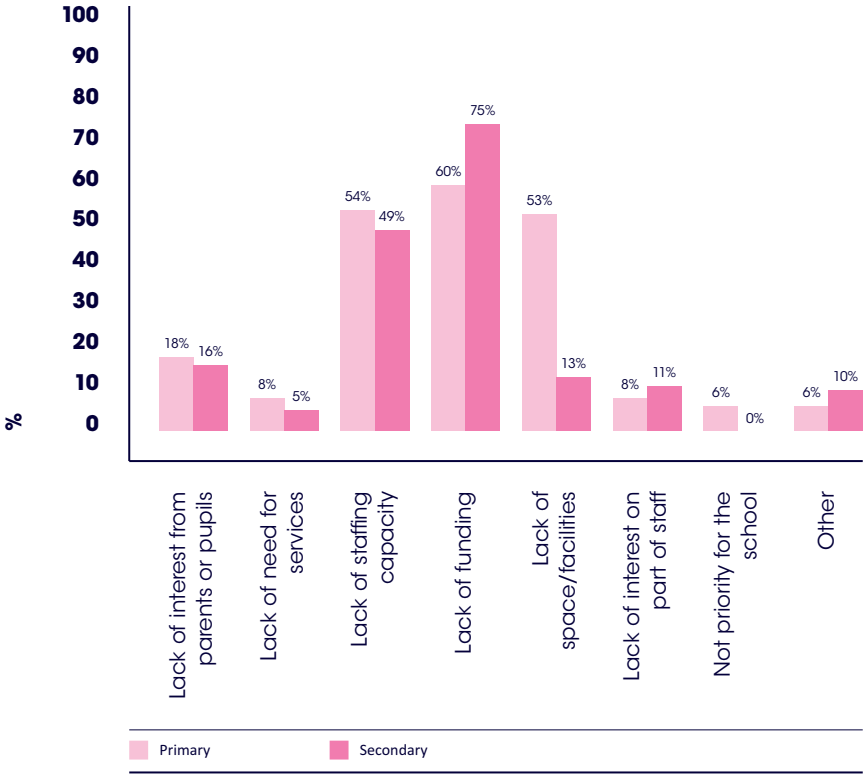


Figure A6
Barriers to extended services by school type

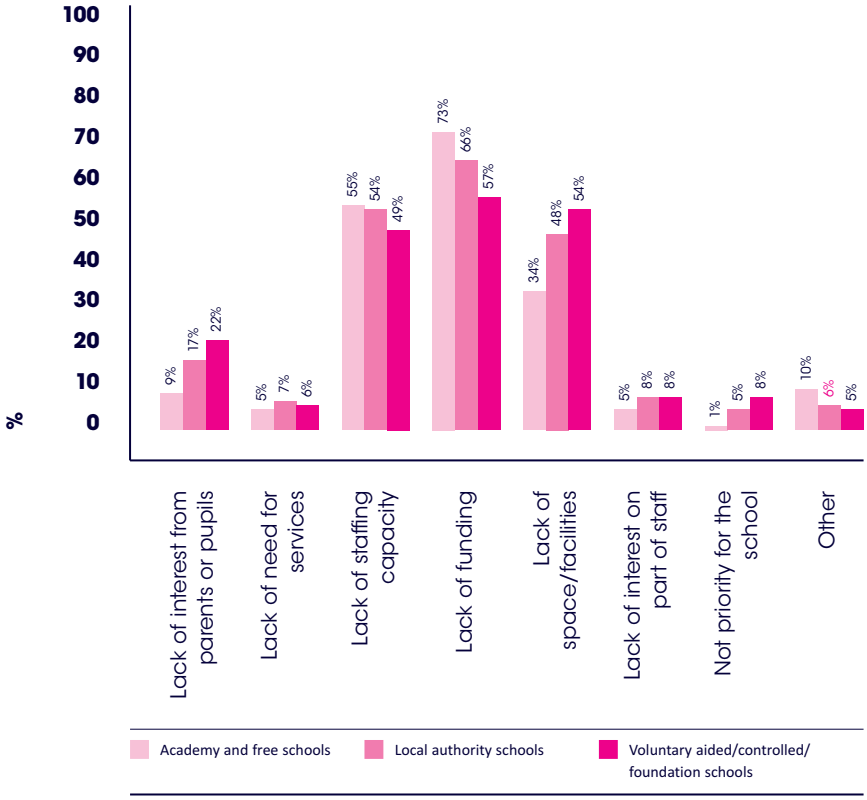


Figure A7
Average interest in a range of after-school activities by social group

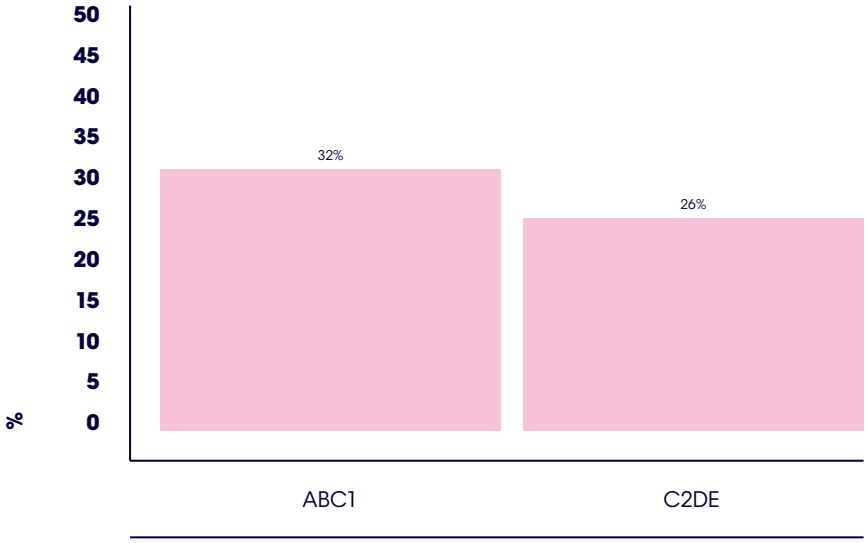


Table A2
Importance of reasons for providing extended services (with 1 being the most important and 7 being the least important)

Score	Improving exam results	Narrowing gap between less advantaged students and their peers	Supporting parents (eg, with childcare/ parenting advice)	Engaging parents with the school/ their child's education	Promoting community access to the school/ engagement	Providing safe environment for children from disadvantaged backgrounds	Improving children's access to sport/cultural activities
7	421	15	61	20	274	69	80
	45%	2%	6%	2%	29%	7%	9%
6	147	90	127	101	255	115	106
	16%	10%	13%	11%	27%	12%	11%
5	85	94	133	203	153	148	125
	9%	10%	14%	22%	16%	16%	13%
4	83	129	144	231	101	142	111
	9%	14%	15%	25%	11%	15%	12%
5	86	173	139	176	69	156	142
	9%	18%	15%	19%	7%	17%	15%
2	72	221	118	136	59	167	168
	8%	23%	13%	14%	6%	18%	18%
1	46	219	219	74	30	144	209
	5%	23%	23%	8%	3%	15%	22%
Count	940	941	941	941	941	941	941
Cumulative score	**52.06**	**31.57**	**35.8**	**39.11**	**51.1**	**37.39**	**35.2**

Note: The 'cumulative score' is weighted to take into consideration the scale. Lower cumulative scores indicate greater overall importance, while higher scores indicate lesser overall importance.

CHILD POVERTY ACTION GROUP