


Evaluation of the Cost of the School Day programme (2018–19)

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Abbreviations

AHDS	Association of Headteachers and Deputes in Scotland
ASF	Attainment Scotland Fund
CAB	Citizens Advice Bureau
CPAG	Child Poverty Action Group
CoSD	Cost of the School Day
DCC	Dundee City Council
DFC	Dundee Fairness Commission
DHT	depute head teacher
EA	evaluability assessment
EAG	Evaluation Advisory Group
EIS	Educational Institute of Scotland
EMA	Education Maintenance Allowance
FSM	free school meals
GCC	Glasgow City Council
GCPH	Glasgow Centre for Population Health
GCHSCP	Glasgow City Health and Social Care Partnership
HT	head teacher
ICT	information and communication technologies

LA	local authority
LCPAR	Local Child Poverty Action Report
NHS GGC	NHS Greater Glasgow & Clyde
PEF	Pupil Equity Funding
PLP	Poverty Leadership Panel
PTC	parent teacher council
SCPHRP	Scottish Collaboration for Public Health Research and Policy
WBD	World Book Day

Introduction

Background

Child poverty

Children are considered to be living in poverty^a if they live in households with less than 60% of median household income.¹

In 2015–18, 24% of children in Scotland (240,000 children each year), were living in poverty after housing costs. While current relative poverty rates are 6% lower than the UK as a whole (30% in 2015–18),² these poverty rates are still too high and are projected to increase significantly in coming years. Independent projections by Landman Economics suggest that 38% of children could be living in relative poverty in Scotland by 2030–31 unless specific action is taken to address this rise.³

Child poverty is caused by a wide range of factors that result in inadequate household resources. The Scottish Government has identified three main drivers of child poverty in Scotland, which are rooted in the structures and institutions of Scotland, rather than individual choices or behaviours. These include:

- income from social security and benefits
- income from employment
- the cost of living.⁴

^a The use of the term 'poverty' throughout this report refers to relative poverty.

Independent analysis has found that projected increases in child poverty levels in coming years are strongly linked to UK Government welfare reform, estimated to reduce social security spend in Scotland by £3.7 billion in 2020–21.⁵

One of the primary factors affecting these drivers is low wages and underemployment. A majority of children in poverty in Scotland already live in a working household, and more than one third live in households where at least one adult works full time.⁵ However, women often take up part-time work, in a lower paid role, in order to balance family needs, and lone parents are often juggling several low-paid jobs in order to earn enough income to cover basic essentials.⁶

Poverty affects a wide range of important life outcomes for children. It creates a significant and lasting negative impact on children's general health and wellbeing, as well as their social, emotional and behavioural development. Children born into poverty are three times more likely to suffer from mental health issues,⁷ they are more likely to be born with a low birthweight, have a mother with poor health and poor health behaviours, and are more likely to face a wide range of poor health outcomes in adulthood.⁸

Children in poverty are also more likely to exhibit behavioural problems, including a higher likelihood of being excluded from school. They are also at risk of developing severe behaviours in late adolescence such as risk-taking behaviours, aggression, involvement in crime, poor health-related behaviours, and suicide.⁹

There is a strong link between poverty and its effects on children's cognitive development, educational attainment, future employment prospects and earning power.⁸ The longer a child spends living in poverty, the worse these detrimental impacts are. By the age of five, there will be an average gap of 10 months in problem-solving and 13 months in vocabulary between children from low-income families compared to children from higher-income families.¹⁰

Policy context

Addressing child poverty

The Scottish Government is committed to building a country that has low levels of poverty and inequality, genuine equality of opportunity, better life chances, and support for all those who need it.¹¹ There is a multifaceted approach to achieve this, underpinned by the [Child Poverty \(Scotland\) Act 2017](#),¹² with action outlined within the [Fairer Scotland Action Plan](#),¹³ and the [Every Child, Every Chance: Tackling Child Poverty Delivery Plan 2018–2022](#) (Tackling Child Poverty Delivery Plan).⁶

The [Fairer Scotland Action Plan](#)¹³ presents five ambitions and 50 actions to help tackle poverty, reduce inequality and build a fairer and more inclusive Scotland. One of those five ambitions is ending child poverty.

The [Child Poverty \(Scotland\) Act 2017](#)¹² committed Scottish Ministers to ambitious targets to reduce child poverty by 2030. The aim is to achieve these targets through a combination of national and local action across Scotland, and local authorities (LAs) together with health boards are required to develop, produce and deliver an annual Local Child Poverty Action Report (LCPAR). The first of these annual reports, published in June 2019, will include descriptions of projects currently underway, as well as outlines of plans for new and future measures to reduce child poverty.

To address the targets set in the [Child Poverty \(Scotland\) Act 2017](#),¹² the Scottish Government introduced the first [Tackling Child Poverty Delivery Plan](#)⁶ covering 2018–22. The delivery plan contains actions targeting five key areas related to child poverty, including work and earnings, costs of living, social security, helping families in other ways, and partnership working.

Closing the poverty-related attainment gap

The [Scottish Attainment Challenge](#) (SAC) is the Scottish Government's defining mission and is about achieving equity in education. It was launched by the First Minister in February 2015 and draws on the experience of the [London Challenge](#) (which helped transform school performance in the city) and other international experiences. It is underpinned by the [National Improvement Framework](#), [Curriculum for Excellence](#) and [Getting it Right for Every Child](#).¹⁴

The SAC focuses on improvement activity in literacy, numeracy, and health and wellbeing. It supports and complements the broader range of initiatives and programmes to ensure that all of Scotland's children and young people are able to reach their full potential.

The Scottish Government is investing £750 million during the course of this parliament to support the SAC, through the [Attainment Scotland Fund](#) (ASF).¹⁵ The ASF consists of a number of different funding strands, each with their own reporting and monitoring mechanisms. These strands include the nine 'challenge authorities',^b which are the local authorities with the highest concentrations of deprivation. These include Glasgow and Dundee, and the Schools' Programme, which supports an additional 73 schools with the highest concentrations of deprivation outside the nine challenge authorities.

The SAC also supports the delivery of a number of national programmes, including new entitlements through the Young Scot pilot which is aimed at

^b The challenge authorities are the local authorities with the greatest concentration of school-aged children living in the 20% most deprived areas in Scotland. The nine authorities are Glasgow, Dundee, Inverclyde, West Dunbartonshire, North Ayrshire, Clackmannanshire, North Lanarkshire, East Ayrshire and Renfrewshire.

tackling inequalities, improving attainment and challenging rural poverty in a non-stigmatising way.

Pupil Equity Funding (PEF) is allocated directly to schools by the Scottish Government, to be spent at the discretion of the head teachers (HTs), who must develop clear reasoning for use of the funding to target and raise the attainment of children affected by poverty to achieve their full potential.¹⁵ Although PEF is allocated based on eligibility for free school meals (FSM), acting as the proxy measure for disadvantage, HTs may use their professional discretion to bring additional children in to the targeted interventions and approaches.¹⁵

Furthermore, funding is being allocated to local authorities to support the attainment of care-experienced children and young people. It is for the Chief Social Work and Education Officers to work in collaboration with planning partners, and other professionals, carers and children, to determine where the funds could have the most impact.

Progress to close the poverty-related attainment gap is being measured via the National Improvement Framework using the basket of 11 measures that were agreed following consultation. The Scottish Government reports on progress every year via a National Improvement Framework report.

Cost of the School Day programme

Cost of the School Day (CoSD) is a programme originally initiated by Glasgow City Council (GCC), NHS Greater Glasgow & Clyde (NHS GGC), and Glasgow Centre for Population Health (GCPH) and developed by the Child Poverty Action Group (CPAG) in Scotland. It was inspired by a programme in north-east England created by [Children North East](#).¹⁶

The aim of the programme is to lessen the impacts of poverty on schoolchildren and contribute to equity in education, by reducing or removing financial barriers to

full participation in school and by addressing poverty-related stigma that some children may experience. It achieves this by encouraging school and local authority (LA) level action, following engagement with pupils, parents and school staff, to identify the barriers and stigmatising practices, as well as developing a response.

The CoSD programme is mentioned in the [Tackling Child Poverty Delivery Plan 2018–22](#),⁶ as a way in which the Scottish Government is taking action on the costs of living, with the CoSD programme featuring in LCPARs.

The programme adopts an action research approach by enabling and encouraging whole-school engagement to explore barriers, as well as identifying and implementing actions to address these. This involves engagement with school pupils, their parents and school staff. Intended outcomes of the CoSD programme include, but are not limited to, the following criteria:

- School staff and parent councils improve their understanding of the causes and consequences of child poverty and costs associated with the school day, and an increased knowledge of how schools can address these.
- Changes in staff, parent council and school policy and practice to make them more 'poverty aware'.
- Reduce or remove cost barriers to full participation in school, and change how schools and parent councils use funding to lessen child poverty within schools. Reduce stigmatising attitudes and behaviours within school communities, and develop a school culture encouraging openness about pupils' situations.

Since 2014, two local authorities in Scotland have worked with CPAG in Scotland to roll out the programme. The programme first started in Glasgow City Council (GCC) in 2014, and was then adopted by Dundee City Council (DCC) in 2016.

The programme is now in its sixth year of operation and, for the purposes of this evaluation, is described as having three waves of activity:

- **Wave 1:** CPAG in Scotland staff work intensively with a number of schools, engaging with pupils, parents and school staff to identify policies and practices which have created financial barriers to full participation in school, or which may be stigmatising to children in low-income families. The programme staff then work with school communities to identify practical actions to reduce and/or remove these barriers and practices. To date, GCC and DCC have engaged with Wave 1 activities.
- **Wave 2:** CPAG in Scotland staff work with LA-level staff to disseminate the learning from Wave 1 activity to other schools, and provide additional training and resources to encourage these schools to undertake CoSD activity, in order to encourage action. To date, both GCC and DCC have participated in this wave.
- **Wave 3:** In 2015, CPAG in Scotland was commissioned to further disseminate the learnings from CoSD to other Scottish LAs, through resources, consultation and training.

There has been a growing interest in the CoSD programme, with other authorities using similar approaches to addressing financial barriers and poverty-proofing within their schools.

CoSD in Glasgow

Tackling poverty in Glasgow

Glasgow is the most densely populated city in Scotland. It currently has more than one in three (37%)¹⁷ children living in poverty, and this is expected to rise as a result of economic and welfare changes affecting families. The city has a long tradition of targeting services and interventions to those most at risk of child

poverty with an established partnership structure in place to consider and plan work through the Poverty Leadership Panel (PLP).^c

Glasgow's LCPAR identifies the wide range of existing, new and planned work that will address the key drivers of child poverty – income from employment, costs of living and income from welfare benefits. CoSD is mentioned in the plan with a focus on refreshing the approach across the city's schools.

Addressing the costs associated with the school day in Glasgow

In 2014/15, the child poverty subgroup of the PLP, with funding from Glasgow City Health and Social Care Partnership (GCHSCP), GCC education services and GCPH, commissioned CPAG in Scotland to carry out pilot research into the cost of the school day. The research was to involve staff and pupils across eight schools in Glasgow, and would look at the impact of poverty on the lives of children and young people and their access to an education.

The intensive year-long research was overseen by a steering group and concluded with a [Cost of the School Day report for Glasgow](#),¹⁸ (the Glasgow CoSD report) completed by CPAG in Scotland. The findings in this report provided insight and learning that informed the production of materials such as a parent council toolkit and the [GCPH CoSD briefing paper](#),¹⁹ and helped to inform the completed [Cost of the School Day Toolkit](#),²⁰ which was launched in 2018.

The [Glasgow CoSD report](#)¹⁸ highlighted that the eight participating schools in Glasgow were aware of the poverty challenges for some of their families and

^c PLP members include NHS GGC, Glasgow Community Planning Partnership, Glasgow City Health and Social Care Partnership (GCHSCP), Department for Work and Pensions, Glasgow Housing Association, Glasgow Disability Alliance, Glasgow Centre for Population Health, Scottish Human Rights Commission, Ethnic Minorities Law Centre and Federation of Small Businesses, and it is attended by lead officers from GCC and GCHSP.

were taking action to minimise costs. However, it still showed that the cost of the school day can create barriers to participation and negative experiences for children and young people from low income families in Glasgow.

The [Glasgow CoSD report](#)¹⁸ provided the key issues identified by pupils and staff at points throughout the school day, using the image of a clock to highlight potential areas that could place pressure on family income, resulting in unequal access to learning opportunities or poverty-related stigma.

The findings highlighted:

- The affordability of uniform and inadequate amount of clothing grant.
- Transport costs for travelling to and from school and the impact on participation in after-school activities.
- Resource and subject costs that can limit pupils' participation in particular subjects.
- Stigma and exclusion among friendship groups as a result of differences in family incomes.
- The affordability of school trips, particularly trips abroad, which excludes many pupils from having these experiences.
- Eating at school and access to and uptake of FSM.
- The impact of fun events like non-uniform days on attendance and the hidden costs and timing of the financial ask.
- Opportunities to access and take part in school clubs.
- Resources needed to complete homework and assumptions about information and communication technologies (ICT) access at home.
- The need to raise awareness of poverty and explore attitudes of pupil understanding and attitudes towards poverty.

The [Glasgow CoSD report](#)¹⁸ also provided recommendations for several stakeholders to reflect on the evidence regarding financial barriers to participation and consider how they can play a part in overcoming them.

- Following the report, CoSD Wave 2 activities began in Glasgow in 2015, with funding from GCHSCP and the aim of strategically supporting the work and disseminating the learnings from Wave 1. This second wave delivered a wide variety of activities, which included:
 - developing a programme of continued professional development for educational staff and then delivering training (co-delivered by CPAG in Scotland and health improvement staff) to 70 teachers across the city
 - making the CoSD materials available on the internal internet site Glasgow Online
 - discussing the project at HT meetings and local area meetings
 - undertaking research with parents to explore how the costs associated with school impact on families
 - annual communication at the start of the school year to highlight CoSD
 - guidance statement from education services endorsing the work and encouraging schools to consider costs associated with their policies and practice
 - a 30-minute presentation about CoSD to all Glasgow newly qualified teachers
 - delivering Glasgow citywide parent council training
 - development of the Parent Council Toolkit.

The CoSD steering group continues to meet quarterly to consider ways in which the programme can reinforce initiatives designed to tackle child poverty in the city.

CoSD in Dundee

Local context for tackling poverty

Dundee has the third-highest level of child poverty in Scotland, with 31% of children across the city living in poverty.¹⁷ This figure rises to one third of all children across some council wards in Dundee.¹⁷

The Dundee Fairness Commission (DFC), which considers the nature and extent of poverty in Dundee, commissioned the CoSD Dundee project, which was funded through the ASF, to ‘reduce stigma and the hidden costs of attending school and associated activities in Dundee’.²¹

Since its implementation, CoSD has become the flagship policy to tackle child poverty in school, as shown by visible commitment among key partners across Dundee city. Wave 1 activities started in 2017, with CPAG in Scotland consulting staff, pupils and parents across 15 schools and nurseries in Dundee city, and helping schools to develop action plans. Wave 2 activities started in Dundee in 2018, with a focus on targeting and supporting roll-out of CoSD in other Dundee schools.

Dundee CoSD research report

In Dundee, the CoSD team worked intensively with the selected schools and offered broad support to other schools. This work culminated in the [Cost of the School Day Dundee report](#) (Dundee CoSD report).²² The report identified a series of issues that were impacting on children’s ability to take part or engage fully in the school day and a series of considerations for schools and DCC.

The [Dundee CoSD report](#)²² found that schools in Dundee were generally aware of the financial hardships that their pupils and families are facing and were already engaged in strategies to reduce or eliminate costs. It showed that early education centres and nurseries faced the least number of cost barriers. Parents and carers felt they were receiving value for money for food costs, and they did not feel pressured by their nursery to pay additional financial contributions.

In primary schools, the issues focused on the costs of the P7 residential trip, other school trips, and the cost of school lunches for families with multiple children. Parents and teachers also noted that breakfast clubs and school uniforms posed potential financial difficulties for low-income families.

The findings highlighted that CoSD issues became more prevalent for children attending secondary school, due to increased stigma around poverty resulting from social and peer pressure, for example pupils being unwilling to take up FSM. Parents and teachers noted that costs associated with certain subjects and the affordability of school trips remained a financial barrier for families and were hindering pupils from accessing learning opportunities. Pupils also reported several key issues including consistency of teachers' attitudes towards uniforms and homework, and inconsistent practices in the lending of school resources.

Dundee's commitment to tackling CoSD

In response to the findings in the [Dundee CoSD report](#),²² and as part of a public commitment to take forward the learning, in October 2018, DCC committed to four statements of intent aimed at tackling poverty-related issues that all schools would meet which are detailed in Figure 1.

Figure 1: Cost of the School Day statements of intent



Other local authorities

Tackling poverty in other local authorities

Since the programme started, interest in CoSD has grown across Scotland.

As a way of providing opportunities to explore implementation and roll-out of the CoSD programme in other LAs, NHS Health Scotland held a conference in 2016 titled 'Facing up to child poverty in schools', to showcase the CoSD programme and the approaches developed by other LAs. Following the conference, NHS Health Scotland established 'Facing up to child poverty in schools: Practice Network' (the Practice Network) in 2017 as a peer support and learning forum for progressing action on addressing cost barriers. The Practice Network was established in partnership with CPAG in Scotland and includes representation from 31 local authorities across Scotland.

In 2017–18 NHS Health Scotland provided funding and commissioned CPAG in Scotland to provide support to other local authorities in Scotland interested in

adopting a CoSD approach. In 2018–19, funding for this work was provided by Scottish Government under a separate commission. This focus on national level work is referred to as Wave 3 of the programme.

Aims and objectives of this evaluation

With CoSD in its fifth year, there was interest in evaluating the programme to understand its impact and to identify improvement opportunities for future roll-out of the programme. To this end, NHS Health Scotland and the Scottish Collaboration for Public Health Research and Policy (SCPHRP) led CPAG in Scotland and stakeholders through an evaluability assessment (EA) to consider how the programme could best be evaluated.^d Following the EA, it was agreed that an evaluation of CoSD would be useful and feasible.

In September 2018, Blake Stevenson and Associates was appointed as the evaluator for the CoSD programme, to be delivered through evaluation design informed by the EA report. The evaluation was jointly funded by NHS Health Scotland, the Scottish Government, DCC and the GCPH.

The research was designed to address two overarching aims:

- Understand the impact CoSD has had on removing cost barriers for participation in school.

^d An evaluability assessment (EA) is a systematic way of thinking through whether and how to evaluate new policies, programmes or interventions. They provide an opportunity to weigh up the value of an evaluation, in terms of informing future decisions, against the potential costs and feasibility of collecting the evidence. Craig P & Campbell M. Evaluability Assessment: A systematic approach to deciding whether and how to evaluate programmes and policies. Edinburgh: What Works Scotland; 2015.

- Understand how to improve the programme and encourage effective wider adoption of a sustainable CoSD approach.

These aims are underpinned by a series of impact and process evaluation questions, listed in Chapter 2. A full list of the evaluation questions can be found in Appendix 1. This report presents the findings from the evaluation.

Report structure

- Chapter 2 outlines in detail the methodology used in conducting this evaluation.
- Chapter 3 focuses on findings for the progress and sustainability of CoSD work in Glasgow.
- Chapter 4 focuses on the findings in Dundee.
- Chapter 5 provides findings on the roll-out and implementation of CoSD in 10 other local authority areas and progress to date.
- Chapter 6 outlines findings on the CoSD national programme, in relation to programme support, resources, and overall impact.
- Chapter 7 provides discussion on the findings of the evaluation.
- Chapter 8 outlines the recommendations from this evaluation.

Methodology

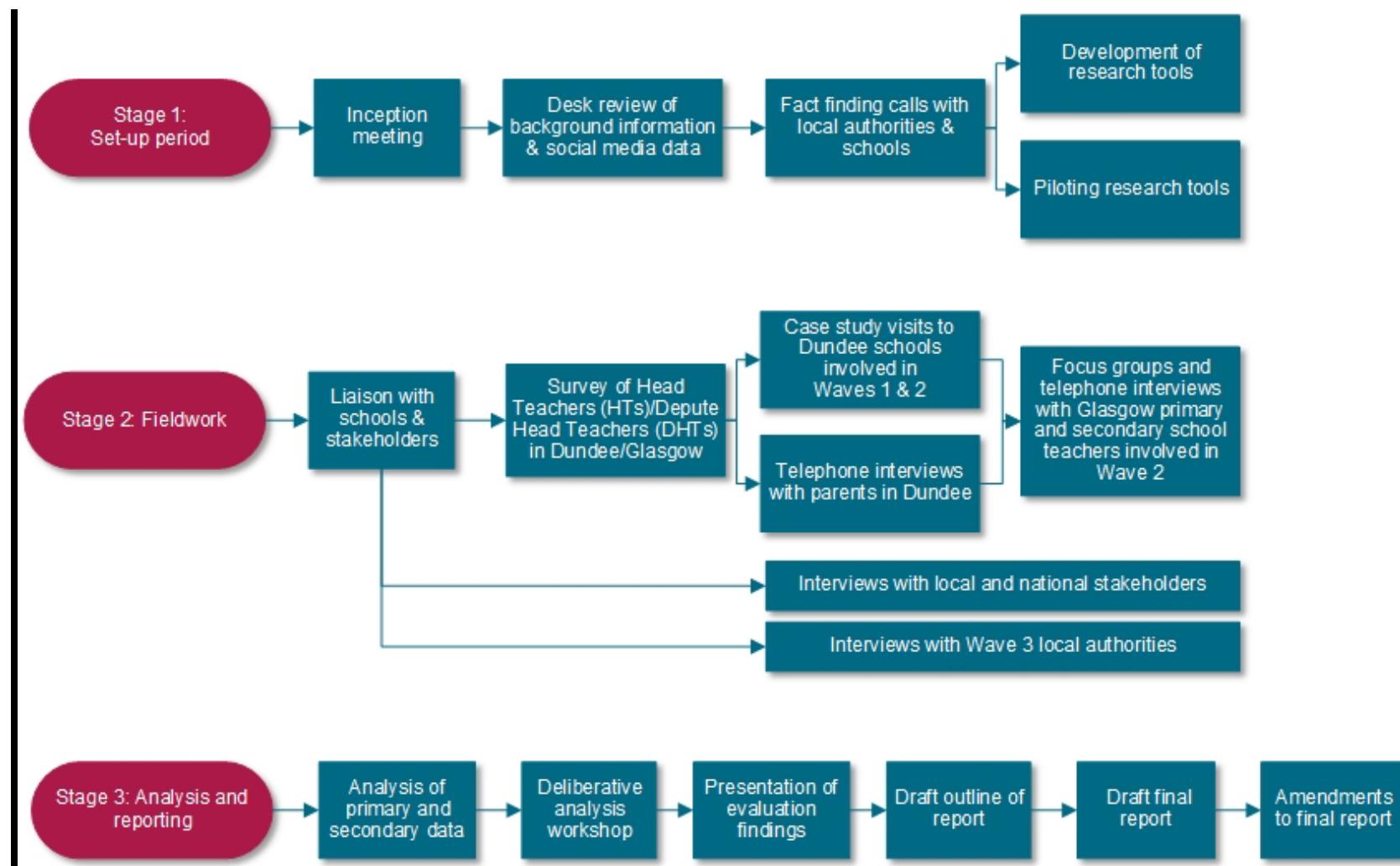
About this chapter

In this chapter, we set out the methodology for this evaluation. A list of all the research tools is provided in Appendix 2 and you can request copies of the tools themselves by emailing nhs.healthscotland-evaluationteam@nhs.net

Study design

Informed by the theory-based evaluation approach in the EA, we used mixed methods in a three-stage evaluation, summarised in Figure 2.

Figure 2: Study design



The Theory of Change for CoSD (Appendix 3) created a number of short and medium-term outcomes which are expected to lead to reductions in the poverty-related inequalities in both attainment and post-school destinations and health and wellbeing of pupils over the longer term. Based on the Theory of Change, key impact and process evaluation questions were identified and these are listed in Appendix 1.

Below we provide further details about our methodology.

Planning and preparation

The first stage of the evaluation involved planning and preparing for the key elements of the evaluation. The inception meeting provided clarity and insight from the Evaluation Advisory Group (EAG), and the desk-based review considered the existing data and information to build a picture of how the CoSD programme worked and what progress had been made to date.

Fact-finding calls

The evaluation team completed fact-finding calls with named contacts from GCC, GCHSCP and DCC. These calls provided details about CoSD programme delivery in each area, including clarification of the differences in activities across Glasgow and Dundee and in terms of the waves of activity that have been undertaken. The calls also allowed for discussion of which local stakeholders to involve and the most appropriate schools to work with as part of the evaluation.

Developing research tools

We designed an extensive set of research tools, informed by the fact-finding calls and which recognised the sensitivities about people's experiences of poverty and poverty-related stigma, in close liaison with NHS Health Scotland, the EAG and CPAG in Scotland. The research tools included consent forms, participant

information sheets, summary information sheets, data protection information sheets, interview schedules and focus group guides, and online surveys for schools in Dundee and Glasgow.

The school surveys were piloted with a school in Dundee and some refinements were made before it was used. The research tools for school pupils used the CoSD toolkit materials and the fictionalised story of Ross, a school pupil living in a one-parent family on a low income, to help participants talk about the issues.

As stated earlier, you can request copies of the tools themselves by emailing nhs.healthscotland-evaluationteam@nhs.net

Fieldwork

Proposed and achieved study sample for this evaluation

Table 1: Dundee schools (9 schools from a target of 10)

Group	Target	Actual
Subject/classroom teachers	50 (5 per school)	35
School leadership (head and deputy head teachers)	10 (1 per school)	9
Parents	40 (4 per school)	22
Parent Council representatives	10 (1 per school)	3

Group	Target	Actual
Pupils	80 (8 per school)	33

Table 2: Glasgow schools (5 schools from a target of 3)

Group	Target	Actual
Primary and secondary teachers	<p>3 focus groups (5 participants per focus group)</p> <p>Up to 10 telephone interviews</p> <p>Total of 25 participants</p>	5 telephone interviews

Table 3: Stakeholders and local authority leads

Group	Target	Actual
Dundee local stakeholders	Up to 8	10
Glasgow local stakeholders	Up to 6	6
National stakeholders	Up to 8	10
Wave 3 local authority leads	Up to 10	10

Table 4: Survey of schools

Group	Number sent	Number completed	Response rate
Dundee schools	52	21	40%
Glasgow	306	33	11%

We provide further details below about the fieldwork we completed in Glasgow and Dundee, as well as with Wave 3 local authorities (LAs) and national stakeholders.

Fieldwork in Dundee

Our methodology included an online survey, designed using Snap Surveys software, for head teachers (HTs) or deputy head teachers (DHTs) in each of the 52 local authority nurseries and schools in Dundee. Twenty-one schools and nurseries responded to the survey, a response rate of 40%.

We also aimed to conduct case study visits in 10 schools in Dundee, by visiting two nursery schools, five primary schools and three secondary schools. This represents 20% of the total number of nurseries and state primary and secondary schools in the city. In practice, nine schools (two nurseries, four primary schools and three secondary schools) took part in the evaluation.

Alongside the discussions in schools, the methodology included up to 10 local stakeholder interviews to discuss the implementation and impact of the CoSD programme. Ten local stakeholders took part in interviews, including representatives of DCC's education department, DCC's children and families service, Dundee Community Planning Partnership, CPAG in Scotland, the Scottish Secondary Teachers' Association union, the Active Schools Programme manager, and community development workers.

Fieldwork in Glasgow

As in Dundee, our research design included an online survey for HTs or DHTs in each of the 306 local authority nurseries and schools in Glasgow. Thirty-three schools responded to the survey (a response rate of 11%).

We also aimed to conduct three focus groups and up to 10 telephone interviews with primary and secondary teachers in Glasgow who had participated in the programme. In practice, five teachers took part in telephone interviews: HTs in two primary schools, a DHT in one primary school, a principal teacher in a primary school and an HT in a secondary school.

Alongside these interviews with teachers, the methodology included a mix of telephone or face-to-face interviews with up to 10 local stakeholders in Glasgow to discuss the implementation and impact of the CoSD programme. Six local stakeholders took part in interviews, including two representatives of GCC, and one interviewee each from Glasgow City Parents' Group, One Parent Families Scotland, CPAG in Scotland, and the GCPH.

Fieldwork with local authorities involved in Wave 3

Our study design included interviews with up to 10 CoSD leads in local authorities where CoSD was being implemented, in order to understand the impact the CoSD programme has had on local authorities beyond Glasgow and Dundee.

We completed interviews with representatives of 10 local authorities involved in Wave 3. The interviewees represented Angus, Clackmannanshire, Dumfries & Galloway, East Dunbartonshire, East Renfrewshire, Midlothian, Renfrewshire, Scottish Borders, Stirling and West Lothian.

Fieldwork with national stakeholders

We proposed to interview up to eight national stakeholders to gather information on the impacts of CoSD at a national level and the barriers and facilitators to achieving these outcomes. Ten national stakeholders took part in interviews including representatives of the Educational Institute of Scotland (EIS), Education Scotland, One Parent Families Scotland, NHS Health Scotland, Scottish Government, Connect, the Poverty Truth Commission, National Parent Forum of Scotland, the Association of Headteachers and Deputies in Scotland and CPAG in Scotland.

Recruitment of participants

The final study sample is provided in Tables 1–4. We provide details below about our approach to recruiting and consulting with each group of participants. Further details about our approach to gaining informed consent from evaluation participants are included later in this chapter.

Online surveys of schools in Dundee and Glasgow

Our named contact from DCC distributed a link to the online surveys on our behalf to all local authority schools in Dundee by email, and sent a reminder to schools before the completion date.

In Glasgow, a central contact in the city council's education department sent the survey link by email on our behalf to all local authority schools in the city. A request was made for a reminder to be sent to schools ahead of the survey deadline but it is not known if this reminder was issued.

Schools in Dundee

The evaluation team worked with the EAG, CPAG in Scotland and the named contact in the LA's education department to identify and recruit 10 schools to take part. The approach to selecting the sample took account of schools' levels of engagement with the CoSD programme, school type, their geographic location and deprivation profile, if they had responded to the school survey and their willingness to take part in the evaluation.

The named contact in the education department contacted the identified schools and, once the schools had agreed, passed on the contact details so that we could discuss arrangements. We provided information sheets for schools to explain the evaluation and participants' roles.

School leadership and classroom/subject teachers in Dundee

We asked HTs to identify staff members to take part in the evaluation. These included staff designated as the school's CoSD lead as well as other staff who could comment on the CoSD programme and its impact on the school, parents and pupils. Most of the interviews were conducted during the school visit and took place either one to one, in pairs or as a focus group. Staff received written information about the evaluation and their role as a participant, and staff provided verbal or written consent before the interview.

Parents/carers and parent council representatives in Dundee

We asked the schools to identify parents to interview as part of the evaluation. In some cases, the school passed on the information sheet to the parents before getting their permission to give their details to the evaluation team. We then contacted the parents to gain informed consent and to carry out the interview by telephone.

In other cases, schools gave parents the information sheet and asked parents to contact us directly if they were interested in taking part in an interview. We then reconfirmed the purpose of the evaluation and their rights, gained informed consent, and arranged a time and date for a telephone interview.

Four schools asked parents to take part in a face-to-face interview with us while we were visiting the school. In these cases, parents were given the information sheet to review and we obtained informed consent before undertaking the interview.

Every parent received a £20 voucher as a thank you for their time and contribution. We distributed these to the parents either in person or via a key contact at the school following the interview.

Pupils in Dundee

As with the parent interviews, we liaised closely with Dundee school contacts about the range of pupils to involve in interviews. We asked schools to select a mix of pupils from across different year groups.

The schools distributed our information sheet to pupils. We worked with schools to ensure we followed their protocols for getting parental consent, and we provided a parental consent form for schools to use with parents.

All pupil interviews were face to face and took place on school premises. We checked again that pupils consented to take part before carrying out the interview.

Schools in Glasgow

In Glasgow, CPAG in Scotland, rather than education services, identified 10 schools (five primary schools, four secondary schools and one school for children with additional support needs), taking into account the schools' involvement with the CoSD programme.

We used publicly available email details to contact the HT at each of the 10 schools and followed up the emails with telephone calls. If the school responded, a request was made for a focus group or telephone interview with two or three school staff. In all schools that participated, one member of staff volunteered to be interviewed by telephone. As in Dundee, we provided written information sheets for the schools. Written consent was provided in advance of the interview.

Local stakeholders in Dundee and Glasgow

These were identified by EAG members, the named local contact in the two local authorities and CPAG in Scotland. We emailed an information sheet to the local

stakeholders and requested their participation, and then phoned them to obtain their informed consent.

Wave 3 local authority CoSD leads

Information about the evaluation was shared with the Facing up to child poverty in schools: Practice Network and members of the network were asked to volunteer in the evaluation. CPAG in Scotland also identified potential participants from this network by contacting them and, once they had indicated a willingness to participate, passing on their details to the evaluation team, with permission, to obtain their informed consent and make arrangements for the interview.

National stakeholders

We consulted the EAG to identify the most appropriate national stakeholders to take part in the evaluation, based on their involvement in and/or ability to comment on the CoSD programme. We then distributed the information sheet to these stakeholders and contacted them to obtain their informed consent and make arrangements for the telephone or face-to-face interviews.

Informed consent

The evaluation team designed information sheets for all research participants that enabled them to understand the evaluation objectives, what was expected of them, their rights under GDPR and how the data they provided would be used, and also explained that their participation was voluntary and anonymous. The information sheets, provided in advance of the interview, included the evaluation team's contact details so participants could ask questions. They were also given another opportunity to raise any queries at the start of the interview. Our approach to obtaining and recording consent with each participant group is detailed below.

Online survey with HTs and DHTs

- Introductory text within the survey included information about the evaluation and a data privacy notice.
- Respondents indicated their consent by clicking on a button on screen.

Interviews with school leadership, subject/classroom teachers, local and national stakeholders and Wave 3 local authority leads

- We gave all interviewees an information sheet and consent form before the interview.
- Face-to-face interviewees completed the consent form before the interview.
- Telephone interviewees gave consent by returning their completed consent form to us via email before the interview, or gave their verbal consent at the beginning of the interview, which was audio recorded. In two cases, telephone interviewees gave verbal consent but this was not audio recorded, as the recording equipment malfunctioned.

Interviews with parents/carers and parent council representatives

- Schools distributed information sheets and consent forms to parents/carers before the research.
- The information sheet contained contact details for the evaluation team so parents could ask any questions in before the interview.
- Interviewees confirmed their consent at the beginning of the interview, either by signing the form at face-to-face interviews, or by verbal recording for telephone interviews.

School pupils

- In primary schools, school staff distributed our information sheet and consent forms to parents/carers to seek their consent for their child to take part.
- Parents/carers gave this consent before we interviewed the pupils.
- We confirmed with pupils that they were willing to take part at the beginning of the interview.
- In secondary schools, school staff distributed information sheets and consent forms to pupils before the research. Pupils completed the consent form at the beginning of the interview.

Data analysis

We analysed the Glasgow and Dundee school surveys using Snap Surveys software and Microsoft Excel which facilitated the analysis by creating summary reports and filtering the responses by key variables such as level of engagement and school type.

Researchers' handwritten notes and transcribed recordings from the interviews were typed and then stored on a secure file-sharing platform.

We then carried out a thematic analysis of all research data. This involved using a coding system to identify the key themes and issues arising from the interviews. As part of this, our evaluation team held a deliberative analysis workshop^e to examine and discuss the themes that emerged from the data in response to the evaluation aims.

^e Deliberative analysis workshops are a facilitated group discussion where the focus is on having an informed, in-depth dialogue, challenging opinions and reaching an informed, shared understanding of an issue.

Ethics approval

The evaluation received a favourable opinion from NHS Health Scotland's Research Development Group in September 2018 and, because some of the fieldwork involved accessing contacts in schools in Dundee and Glasgow, we were required to obtain permission from both local authorities before carrying out fieldwork.

In Dundee, we completed an application form with details of our approach for the Children and Families Service and this was approved in October 2018. In Glasgow, we submitted an application form and research tools including information sheets and consent forms to the Education Services Research Group. The group reviewed our application and gave their initial approval in December 2018. Following this, we made some further refinements to our research tools and contacted the group again to re-confirm their approval, which they provided in February 2019.

Study limitations and challenges

Timing of the evaluation

Each local authority involved in the evaluation was at a different stage in delivery and roll-out of CoSD and, for some, the research was taking place at a time when they were planning or starting to implement changes so it was too early to address some of the research questions. In Dundee, the schools were still responding to the issues and considerations identified in the [Dundee CoSD report](#)²² produced by CPAG in Scotland in 2018 and the newly announced statements of intent. Many of the Wave 3 authorities were still at the implementation stage.

The evaluation design and research tools acknowledged and responded to these variations. Fact-finding calls helped to identify these distinctions early on, and

research tools were adapted to take account of the anticipated level and stage of engagement with the CoSD programme.

Given the differences in the implementation timelines for CoSD in both Glasgow and Dundee, the EA report recommended that an evaluation of Wave 1 intensive activities should not include Glasgow because of the similarities in the approach, and that the learning from Wave 1 activity in Dundee should be transferable. Therefore, the evaluation activity in Glasgow aimed to focus on Wave 2 and Wave 3 schools to understand the impact and sustainability of the changes introduced over the last four years. The questions considered the impact of the CoSD programme on removing the cost barriers for full participation in school, and how the programme could be improved, more widely adopted and sustained.

The evaluation was therefore designed to focus more heavily on the work in Dundee, explore developments in a wider group of local authorities and consider how the CoSD programme had been developed and sustained in Glasgow in the four years since the initial work.

Selection bias

We recognise that there is potential bias as a result of the selection and recruitment methods. Although the approach was designed to engage a wide range of participants in schools with varying levels of involvement with the CoSD programme, the school staff that responded to participate were more engaged or more active in delivering the CoSD programme.

Engagement of participants

There were some challenges in obtaining the planned level of engagement among some groups of participants.

For both school surveys, the timeframe for completing the surveys was extended by three weeks in Dundee and by one week in Glasgow to allow time for more responses.

In Dundee, we engaged nine schools rather than the planned 10 because although we had a list of reserve schools, not all the schools approached wanted to take part in research.

We provided schools with a list of participants that we wanted to involve in the evaluation. We were reliant on schools to identify parents, pupils and teachers to interview and to also obtain consent from parents in order to interview pupils aged 12 or under. As a result, there were different levels of engagement and involvement of participants in each of the Dundee schools and the target versus actual recruitment of participants varied widely.

In Glasgow, we planned to engage a target of three schools who had taken part in the CoSD programme in Wave 2. In these three schools the intention was to carry out three focus groups (one focus group per school) and up to 10 telephone interviews with teachers. Due to the challenges in identifying schools, we approached 10 schools and successfully engaged five. These five schools were offered focus groups and/or telephone interviews, and they all opted for a telephone interview.

Time to establish the required protocols and research tools

The diverse participant groups involved in the research and the sensitive nature of the issues being explored meant that a suite of research tools had to be carefully designed in close cooperation with NHS Health Scotland and the EAG. This was a time-consuming process because of the need to ensure that the tools:

- met the enhanced requirements of the Data Protection Act 2018 and the GDPR

- were appropriate and accessible for the various groups involved in the evaluation
- considered the variations in activity and progress in each area.

Representativeness of evaluation participants

The interviews and survey responses represent only a small proportion of schools and stakeholders involved in the CoSD programme. They cannot therefore be considered as necessarily representing the majority of those engaged in CoSD activity and the number of contributors limits the extent to which the evaluation questions have been fully addressed.

Findings – Glasgow

Introduction

The CoSD programme started in Glasgow in 2014, when CPAG in Scotland worked intensively with eight schools to look at the impact of poverty on the lives of children and young people and their access to education.

The work culminated in the [Cost of the School Day report](#)¹⁸ for Glasgow, which highlighted key issues throughout the school day that could place pressure on family income and unequal access to learning opportunities.

The findings from the report were used to inform practice change in schools and at the local authority level, and a wider roll-out of the CoSD programme took place through a second wave of activity. As described in detail in Chapter 1, some of the key activities in this second year included the delivery of training to 70 teaching staff from 53 schools, training of parent councils and the development of resources.

The CoSD programme also influenced actions at a local authority level, notably the automation of school uniform grants, which led to a 97% uptake of this entitlement and the importance of the school holiday food programme. The briefing paper prepared by CPAG in Scotland and GCPH on the varying amounts of school uniform grants across different local authorities, informed the Scottish Government's decision to set a national minimum level of £100 per child.

Evaluation approach in Glasgow

The evaluation activity in Glasgow aimed to focus on Wave 2 and Wave 3 schools to understand the impact and sustainability of the changes introduced over the last four years.

Chapter 2 outlines the detailed methodology used for this evaluation but there are important factors to note for this findings chapter. From the 10 schools contacted, we conducted five telephone interviews with CoSD leads – four at schools that had been engaged in the CoSD programme, including one that had participated in the intensive first wave of activity, and one school that had not been involved at all. Of these five schools, one was a secondary school and the other four were primary schools.

The survey of Glasgow schools had an 11% response rate and, of the 33 responding schools, 16 schools had no formal involvement in the programme. The interview responses cannot, therefore, be considered as necessarily representing the majority of those engaged in CoSD activity and the number of contributors limits the extent to which the evaluation questions have been fully addressed. Further detail on these limitations can be found in Chapter 8.

In the next section we highlight some of the changes that have taken place in schools and the policies and practices that have been implemented.

Practice change in schools

Several of the local stakeholders described the activities that occurred in the first and second wave of the CoSD programme which, as already covered in Chapter 1, led to practice changes within schools and city-wide, such as the automation of the school clothing grant and the development of a parent council toolkit.

The school survey responses and the interviews with CoSD leads in five schools showed that the CoSD work continued across schools in Glasgow and that the learning from the initial first wave and the suite of resources developed were being used across most of these schools.

Practice change in schools engaged in the CoSD programme

In the survey and the interviews, the Glasgow schools that had been engaged in the CoSD programme reported action in areas that addressed costs relating to:

- **Uniform** – by recycling items, buying plain blazers and ironing on the badges, using Apparel Exchange^f or looking at cheaper suppliers. One primary school respondent stated, ‘we have created a uniform re-use/recycle area and a system of gathering washed uniforms that can then be passed on to other pupils’.
- **Clubs** – by reducing the costs for attending sessions or making them free.
- **Fun events** – by creating a swap shop of old costumes for dressing-up events, limiting the cost of family events to 20 p/50 p to attend, holding free film nights or disco fundraising. One primary school respondent stated, ‘we have a stock of Christmas jumpers which we can now share for our Christmas fun day’.
- **Learning in school** – by removing curriculum costs (funded by PEF money) for subjects like home economics and technology, providing starter packs for all S1 pupils including bag, pencil case and stationery set.
- **School trips** – by subsidising the cost, supporting payments by instalments and/or reducing costs through negotiation with companies and venues and securing external funding to cover the cost.
- **Home learning** – by setting up lunchtime homework clubs where pupils can use school facilities. One primary school interviewee stated that a ‘teacher told me she had had a problem with a child completing [maths and spelling learning site] [Sumdog](#) homework and she realised the child might not have access to a computer at home... so she has now set up a Sumdog lunchtime club’.

^f A social enterprise in Glasgow that collects, sorts, mends and resells donated school uniforms.

- **Transport** – by using Class Connections,⁹ using public transport and sharing bus hire with nearby schools attending the same event.
- **Promotion of entitlements and financial support** – through signposting to other agencies or encouraging take-up of FSM. Other schools explained that they had wanted to do this, however, they did not have the expertise in order to advise. One primary school interviewee said they ‘wanted to provide info to parents on benefits etc. but that was a barrier... we wanted local housing to come in but they are so busy and overloaded so that never got off the ground’.

Practice change among schools not engaged in CoSD

In the survey, almost half the schools had not engaged with the CoSD programme. This was because they were unaware of the programme, had not been approached to get involved or felt no need to access the support/materials because they were already carrying out activities. These schools reported similar activities to reduce the costs associated with the school day with actions focused on reducing uniform costs, removing financial barriers to learning, like curriculum costs or equipment, making trips more affordable and accessible, and reducing or removing the costs of after-school clubs.

Although these schools had taken actions, they felt they would benefit from learning from those with more experience of CoSD activities and they identified the need for help with:

- establishing uniform banks
- effectively managing funded lunch provision

⁹ A GCC-funded service that provided free transport to link schools to Glasgow’s cultural facilities, but the service no longer operates due to funding cuts.

- undertaking lower-cost trips and events, how to fund them, and how to present them to pupils and parents
- ideas for poverty proofing the school
- possible funding streams.

Attitude change in schools

In the school survey, most of those schools that had raised awareness of the consequences of child poverty and the cost of the school day among staff reported this had led to an improved understanding among their school staff.

Schools were raising awareness by holding staff meetings, using materials from the toolkit and delivering presentations. They also reviewed the financial request made of parents so that staff were more aware of the costs of school activities. One primary school interviewee said they 'looked at how much we could have been asking parents for over the school year' and reflected and changed practices that stigmatised pupils. They stated that:

'...we have a "chuck it in a bucket" as we like to call it. That might be nothing and just your hand going in pretending to put money in or whatever you can afford. That made a big difference because before we had a list of children's names and we would call out their names and tick off they had paid. We realised that this was not a very good approach.'

The interviewees and survey respondents still recognised there was more to do to change attitudes among school staff, and explained that they still needed to encourage more empathy and challenge staff views. One primary school interviewee said, 'Many staff in the school know the children's parents and so sometimes say "I know his folks have got enough to be out every night, so why should their child be given financial support?".'

Many primary school interviewees also felt time was a crucial factor in allowing widespread attitude change. One primary school interviewee stated that 'it does take time to change your attitudes so this needs to be on the agenda and spoken about constantly... it's not a fad'. They also said they would welcome more materials with key messages that would address and help them to further discuss the attitudes held by staff and parents.

For parent councils and the wider parent body, the school interviews and survey respondents provided examples of activities that raised awareness of the consequences of child poverty and the cost of the school day among their parents. This was mainly done by disseminating printed materials but there were a few examples of schools holding focus groups and, at one school, using the CoSD clock during a parents evening to gather views of parents and discuss the financial challenges families face meeting costs associated with the school day.

A local stakeholder also noted that the work that had taken place with parent councils through workshops (delivered by CPAG in Scotland) had provided opportunities for parents to reflect, in particular, on their fundraising and event activities. She felt that it 'really did bring about a bit of a shift in the city in terms of how they were thinking about fundraising but also it was a great way for the parent council to support the school to do a good piece of work in partnership'.

The examples of a changed approach to fundraising activities and a greater appreciation of the financial demands placed on parents did not translate to all school activities. As commented on by interviewees and survey respondents, there was a mixed response to the success of improving understanding among parents when it related to school trips. Like some of the school staff responses, there were examples of 'tensions' where parents did not want certain changes made as they felt this would be to the detriment of pupils.

In one primary school that runs a trip to Disneyland Paris every two years which costs over £500, a parent on the parent council wanted the destination to change so that it was more affordable. The interviewee commented that 'she [the parent] is a lone voice and most staff and parents believe that stopping the trip would be denying other children, such as those with two working parents, the chance to experience new things'.

Another primary school interviewee explained a similar challenge in their school, stating that they 'face pressure from other parents who want to fundraise for all the big national events like Children in Need, Comic Relief, Macmillan etc. and be part of national themed days in a big way. They get annoyed and disappointed with us when we say we are not "doing something for it" because of financial reasons.'

With both interviewees, they acknowledged that more robust lines to be taken in response to these views would be helpful.

The impact of CoSD actions in schools

In the school survey, respondents^h were asked if they were collecting evidence on the impact of the CoSD activities they were undertaking. There was some activity looking at changes in participation rates for clubs or fun events, gathering feedback from staff and a few cases of consulting with pupils to capture their views. Even without formal systems to capture the outcomes of the CoSD work, when asked questions about the impact, the majority of school survey respondents agreed that:

^h Survey respondents included these individuals from primary and secondary schools: head teachers, deputy head teachers, school and family development workers, class teachers, and business managers.

- pupils could now afford the uniform
- pupils had equal access to wider enrichment activities
- home learning environments were now less of a barrier to attainment
- pupils from low-income families felt more included.

The survey also asked about pupil and parent experiences and, again, respondents felt that pupils in their school were experiencing less income stigma and exclusion, that parents were experiencing less financial pressure and that families had a greater awareness of financial entitlements.

One local stakeholder explained how a city-wide change in the payment of the school clothing grant was benefiting thousands of families eligible for this entitlement. In 2017, GCC changed the process for accessing the clothing grant from an application to automation which removed the stigma associated with accessing the financial support as well as the challenging application process. The result is that 97% of parents cashed their entitlement and this will have helped parents in reducing school-related financial pressures. This stakeholder felt that other benefits, like FSM and the Education Maintenance Allowance (EMA), which involve applications that are onerous, can be stigmatising and have varying levels of uptake, could be automated.

When school interviewees were asked about the impact of the CoSD activities, most believed the actions taken by the school had reduced the financial ask to parents. They echoed similar examples provided by the survey respondents – a more affordable uniform, fun events that were free or low cost, less fundraising activities with parents and, instead, more applications to funding bodies.

Although they had not collected any evidence, they also felt that participation in school learning and experiences for some pupils increased as a result of the reduction in subject costs, school trips and extracurricular clubs.

Sustaining change in Glasgow

School staff who were involved in the early wave of CoSD activity or who had a history of taking account of poverty within their school community, were able to describe a wider range of practice change and a more whole-school approach to CoSD work, for example developing a calendar of activity that monitors how much money is requested. For others, who have taken actions more recently, they explained that this was often a result of the interest and drive of an individual member of staff and in relation to a particular issue like a school trip and there was not capacity to undertake a school-wide approach.

Several of the secondary school survey respondents and local stakeholder interviewees explained that, as a school, they understood the circumstances of their families and local community. One secondary school teacher stated that 'there is a culture of understanding in our school because of the intake'. Many local stakeholders felt that some of the actions taken would still have happened without the CoSD programme, for example making uniform more affordable or tackling the cost of school trips, but that the programme allowed them to consider other elements. One primary school respondent commented that 'it is important to us that we reflect and support the communities we are based in. This has always been our approach so although the CoSD info has some ideas about different practice it has not really added much for us'.

When the local stakeholder interviewees considered how the changes could be sustained, they identified the ongoing challenge of funding the CoSD activities. They explained that traditionally the schools had held fundraising events but many of these activities have been cut back to reduce the financial ask on parents which meant they had to find other ways to access funding. They were creative in accessing other funding and examples included local community grants, corporate donations, local charities and PEF funding.

When schools felt they were able to use their PEF money for CoSD activities, they also felt concern that it was a limited and short-term fund. One primary school respondent commented that they ‘worry about the use of PEF funding. The amount that has come out of the education system is much greater than that that is being reinvested via PEF... we look to use it to raise attainment generally, close the poverty-related attainment gap and now to tackle CoSD and it’s not going to do everything for everybody.’

The school interviewees felt, and local stakeholders also agreed, that in the longer term they would need assistance from GCC or at a national level to sustain changes like curriculum costs and tackle challenges around travel.

The survey respondents echoed some of the challenges to making and sustaining changes and identified:

- the need for CoSD work to be included in their School Improvement Plan (and therefore ongoing commitment to it reflected at a strategic level)
- the need to change attitudes.

Factors that affect the implementation, impact and sustainability of CoSD across Glasgow schools

Several factors were highlighted that affect implementation, impact and sustainability in GCC schools:

- Resources to undertake the work – One interviewee from a school that received intensive support confirmed the importance of a dedicated resource. Another primary school respondent stated that ‘it is especially good that in their school there was no investment of school staff’s time – the CoSD programme lead did it all for them. Had this person not been in post they probably would not have got round to doing anything.’

- Visibility of the CoSD programme – A few local stakeholders perceived that the profile of CoSD had diminished with an increased focus on other child poverty-related initiatives across the city. One secondary school interviewee stated that she had not yet accessed the CoSD materials but had received information from her union, and felt that ‘things are just done individually... I think there has to be a policy from the city council... if not the government’.
- Information and support to link CoSD with other poverty-related work in schools so that effort and resources can be combined – Some schools were unclear about the use of PEF money to undertake CoSD activities. One primary school interviewee stated that ‘PEF is not really there to tackle CoSD issues... it is there to try and close the poverty-related attainment gap so I would need to be able to evidence that I am spending it in a way that can be seen to be tackling attainment issues around it and not simply the funding of things’.
- Building CoSD into core school business so that it can be embedded and progress can be monitored – One primary school interviewee explained that they had worked with the staff but not developed an action plan and it was not part of their school improvement plan. They stated: ‘Nowadays in school we are encouraged to do a school improvement plan and that is based around a small number of three or four priorities and in the past something like CoSD would have been part of school improvement ... that is a city thing... and the kind of thing that has been stripped back.’

Findings – Dundee

Introduction

Since its implementation, as stated in Chapter 1, CoSD has become the flagship policy to tackle child poverty across schools in Dundee. Wave 1 activities for the programme started in 2017, with CPAG in Scotland consulting staff, pupils and parents, and assisting the development of action plans across 15 schools and nurseries in the city. Wave 2 activities started in Dundee in 2018, with a focus on targeting and supporting roll-out of CoSD in other Dundee schools. These activities culminated in the completion of the [CoSD Dundee report](#)²² in 2018.

In October 2018, following the findings in the [CoSD Dundee report](#),²² and as part of a public commitment to take forward the learning, DCC committed to four statements of intent aimed at tackling poverty-related issues that all schools would meet:

- 1 No child or young person in Dundee will start school without a breakfast.
- 2 No child in Dundee will miss out on their P7 residential trip due to cost.
- 3 All schools will develop a CoSD action plan by the end of session 2018–2019.
- 4 All children and young people in Dundee schools will have access to an affordable school uniform.

Although the learning from the [Dundee CoSD report](#)²² and the commitment to the four statements of intent is still being considered and implemented, our evaluation identified progress and some of the initial impact of the CoSD programme.

Evaluation approach in Dundee

Our evaluation study design took account of the distinctions between the CoSD programme activities across areas, and it aimed to evaluate the impact of Waves 1 and 2 of the programme in Dundee. From the nine schools engaged in the study, we conducted interviews with a total of 102 stakeholders, including pupils, classroom teachers, HTs/DHTs, parents, and parent council representatives. The survey of Dundee schools was sent to 52 schools and received a 40% response rate.

Chapter 2 outlines in detail the methodology used in conducting this evaluation.

In the next section we highlight some of the changes that have taken place in schools and the new policies and practices that have been implemented. Throughout this chapter, we have used visual minutes produced during a school visit to illustrate some of the findings. The visual minutes captured the key themes, which emerged during our interviews with staff and pupils. The complete body of visual minutes can be found in Appendix 4.

Practice change in schools

Uniform

The [CoSD Dundee report](#)²² found that uniform was one of the most significant costs for families in Dundee, as parents were often unable to replace items when their children had outgrown or damaged them. Lack of standard uniforms had the potential to expose children to feelings of shame and embarrassment, with young people in secondary schools noting that staff were not always consistent with rules around what was appropriate uniform. Parents noted they felt pressured to buy branded school items, which were always more expensive than non-branded uniform from the supermarket. Parents and pupils noted in particular that

school-branded blazers are very expensive and there was inconsistency across Dundee schools as to whether blazers were a compulsory part of the uniform.

Our evaluation activity found that most nurseries, primary and secondary schools consulted had implemented or are planning to introduce a uniform recycling programme. Some schools wanted to organise a one-off uniform swap event. Some schools had established a secondhand uniform swap shop to normalise the idea of recycling clothes, while others had installed a school uniform rail from which pupils or parents could help themselves to items.

Interviewees, particularly teachers from primary schools, generally agreed that their schools had become more flexible with their uniform policy and have tried to keep it simple and affordable. Many parents said they had been made aware that uniform did not always have to come from the official school shop, and that plain clothing from low-cost stores is acceptable.

There were other approaches in place to help reduce uniform costs and reduce poverty-related stigma. Teachers in one school explained that spare ties were kept at the school and given to pupils for free if they have misplaced or damaged their own. Some schools had banned pupils from wearing non-uniform branded clothing, like expensive footwear, in an effort to reduce the peer pressure on some children to have similar items and/or to reduce the visible difference when they wear the lower-cost items. In the school survey, one secondary school

Illustration 1: School uniform swap



respondent reported that their staff accessed the school's discretionary fund to supplement the uniform for some pupils, explaining that 'we regularly used the hardship fund to help pupils buy items of uniform in a discreet way'.

Implementation and uptake of uniform initiatives has been more difficult in secondary schools. CoSD leads in schools reported that efforts to introduce more inclusive and affordable uniform policies, which permitted non-branded plain clothing, were met with resistance from some long-serving teachers. They stated that these teachers preferred the consistency of the traditional policy requiring their students to all wear the same set of uniform in their classrooms. Teachers also noted that there is increased stigma among secondary school pupils, as self-esteem and pride often prevented pupils from accepting secondhand clothes. However, schools noted that they have held discussion groups with teachers to raise awareness, and most schools reported that they had reviewed their uniform policy in light of the CoSD programme.

During our evaluation, secondary school interviewees also stated that school blazers still pose some issues, as some teachers require students to remove outerwear in their classroom but allow school blazers to be kept on. Some interviewees stated that this practice made cost barriers worse as many families cannot afford the branded school blazers. However, there have been some initiatives aimed at reducing the cost of blazers. One CoSD lead reported that her school had started offering recycled blazers at almost half the cost of a standard school blazer.

Breakfast

The [CoSD Dundee report](#)²² noted that the main issues related to breakfast clubs were the inconsistent ways they were being run across each school and area of the city. Staff-to-pupil ratios and physical space often meant schools were unable to accommodate everyone and had to prioritise places for families in need and/or

working parents. The report found that parents were placing their children in private breakfast clubs at a much higher price (£3 per child, per day) and that food service at breakfast clubs often finished at 8.30 am, which meant some pupils, whose parents may struggle to get them to school before this time, did not receive anything to eat.

In addition to the breakfast clubs run by a commercial organisation under contract with the LA, schools were using different approaches to offer breakfast to those who needed it. Some schools were part of the Greggs Foundation Breakfast Club Programmeⁱ and stated that this sponsorship has been quite successful.

During our evaluation, every school consulted reported that they were operating a breakfast club in some form and they were looking at creative ways to meet the statement of intent to provide breakfast, with approaches like ‘toast on a tray’ or breakfast boxes.

One school reported that they have introduced a breakfast box alongside their breakfast club for pupils who might not have had breakfast. The breakfast box was placed outside the classroom entrance and pupils could help themselves.

However, school staff reported varying levels of success. Not all pupils were aware of the boxes, sometimes the contents (supplied for free by a wholesaler) were not appropriate breakfast items, and teachers also felt that some pupils may be embarrassed to take an item from the box. This school was considering ways to address these issues.

ⁱ Greggs Foundation funds breakfast clubs in primary schools with a high proportion of pupils entitled to FSM. They provide an initial start-up grant for equipment and activities for the club then make termly payments towards other food items and Greggs Plc donates bread from the nearest shop.

A local stakeholder explained that, over time, a lack of clarity had arisen among some school staff in relation to the primary purpose of established school breakfast clubs. Initially intended to provide nutrition for children living in poverty, the current focus of breakfast club provision is to provide childcare for working parents at the start of the school day. School staff said the Breakfast Club price

Illustration 2: Breakfast box



increase, which was planned for August 2019, would have an impact on families who used it. School staff were still exploring how to meet the needs of their families and address the statement of intent that no child or young person should start school without breakfast. They said they would welcome further guidance and support with this.

School trips

The [Dundee CoSD report](#)²² found that the P7 residential trip was the biggest cost barrier for families with children in primary school, with costs ranging from £140 to £330. Pupils were particularly concerned about missing out on the trip, and the opportunities to have new experiences and shared memories with classmates.

The [Dundee CoSD report](#)²² also identified the cost of bus hire as a large cost barrier, causing some schools to reduce the number of trips they offered. Many secondary school pupils expressed frustration that most of the school trips offered were usually quite expensive. P7 pupils agreed their trips were expensive and that missing the P7 trip would be very disappointing. However, the report also found that many individual members of staff were sourcing low-cost or free trips for pupils, but this was entirely dependent on their free time to explore options and their knowledge of opportunities.

The report also found that secondary schools were offering various high-cost trips, including overseas ski trips, football matches and trips to London. Pupils who were unable to attend these trips said they were instead told to sit in class, often by themselves, and complete schoolwork. Pupils also said during interviews that if their school offered an alternative free option, nobody wanted to partake as it carried stigma.

In contrast, since the P7 residential trip was included as one of the four statements of intent, all primary schools that we visited as part of this evaluation have prioritised the affordability of the trip for all pupils. Each school used various cost-saving measures such as changing the destination, reducing the duration of the trip, or subsidising the cost for all/some pupils with funding such as PEF. This effort was acknowledged by parents and pupils but they highlighted that there are still associated costs such as sleeping bags and waterproof clothing that they needed to buy.

Illustration 3: A year to save and pay



Schools do offer financial assistance to help meet these additional costs, but several teachers stated that there is still a reluctance among parents about approaching the school for financial help with the P7 and other school trips. Some schools have trialled sending out emails to parents or using newsletters to encourage families to contact the school if they are struggling to meet some of the costs. However HTs said they are still trying to find more effective methods to identify and approach parents who need financial support.

As already mentioned, some schools had looked at alternative funding to reduce the cost of school trips, for example, some had successfully sourced funding from charities, such as Cash for Kids and St Vincent de Paul. Others used PEF to subsidise their trips or held fundraising events. In several of the schools visited during the evaluation, there was also a focus on supporting parents to plan and save small regular amounts for the school trips, particularly the P7 trip. They helped parents to save by providing a mechanism to regularly collect money over

a long period in the run up to the trip to help meet the additional expenses associated with the trip.

In secondary schools, teachers said they were still looking at other more affordable options for school trips that provide the children with the same experiences. For example, they are considering local and UK-based destinations that are more cost effective rather than trips that are further away or abroad. However, it was still a challenge for some to find alternatives to unaffordable curriculum-based trips, such as one school's annual history trip which cost £500.

Subject costs

The [CoSD Dundee report](#)²² found that pupils felt that the lending of resources was not always fair or consistent across departments and between teachers. It also found that subject costs, particularly for drama and home economics, were potentially unaffordable and were affecting subject choices.

Our evaluation found that there has since been improvement in the provision of basic resources. In one primary school, teachers reported that they have introduced 'ready to learn' kits, which include stationery that pupils can freely use. In the school survey, one primary school interviewee reported they had gifted all pupils a school tie, water bottle, pencil case and stationery, alongside a homework bag and diary. One primary school CoSD lead said there has been a huge shift in attitudes since the CoSD programme, with practices changing such as pupils previously receiving a detention if they arrived to class without a pencil.

Secondary school staff reported during interviews and in the survey that they have been able to subsidise more costly subjects, such as home economics, with PEF money. There were also examples of schools carrying out cost audits with each department to understand the financial demand of taking certain subjects and develop strategies to reduce the costs.

One secondary school reported that they used their PEF money to invest in PE kits for pupils, which are assigned to individual pupils, but kept and washed at the school. The kits were then recycled and reassigned to other pupils when the current pupils outgrew the kits. There were other examples to address the cost of the PE kit among the survey respondents. One secondary school interviewee reported that pupils were no longer required to wear a school PE kit, and explained that there was 'no cost for PE kits as the pupils have the option to wear their own leisurewear'.

Fun events

The [CoSD Dundee report](#)²² found that non-uniform days, such as World Book Day (WBD), were putting financial and social pressures on children, and that pupils sometimes felt they stood out if they were unable to participate.

Since then, our evaluation found that there has been significant progress as every school consulted reported they no longer hold a dress-up event for WBD. In line with their CoSD action plans and with encouragement from the local authority they had refocused and put books back at the heart of WBD, limiting costumes and mask-wearing to an in-school activity.

Teachers from several schools stated that they no longer held non-uniform days for particular events like Comic Relief, which previously required pupils to pay £1 to wear their own clothes. Other teachers said that when non-uniform days were held, their schools requested a voluntary donation and uniform wearing could be part of the theme or they did not request money for activities any more.

School clubs

The [CoSD Dundee report](#)²² found that activities did not exist in every local area and required pupils to commute to other areas, which resulted in some pupils facing transport issues such as lack of return buses. In contrast, most of the

pupils interviewed during this evaluation reported that their school provided after-school clubs that are mostly free and accessible to everyone.

The school staff confirmed that most of the after-school clubs were now free but there is still a transport issue with the bus passes and the restrictions on travel. For pupils who need to use the bus and can only do so during certain hours of the day, if they attend an after-school club they need to pay an additional bus fare which prevents some pupils from taking part in these extracurricular activities.

Attitude change in schools

School staff generally agreed that there has been an increased understanding of the drivers and consequence of poverty, as well as a greater awareness among teachers and staff of the impact of associated school costs on children and their families. Many teachers said the programme has made them more aware of issues they had not considered before, for example, setting homework for children who may not have access to the materials or ICT that is needed to complete it.

However, as many of the Dundee schools are still working through the implementation of the CoSD programme and raising awareness across the school, schools are still working on methods for how best to communicate the reasons for change to parents and pupils. Therefore, school teachers and CoSD leads noted they have yet to see a significant shift in attitudes.

Where changes had been made, for example, to make the P7 trip more affordable, staff in several schools commented that this had not been welcomed by all parents and pupils. Although some information about the CoSD programme had been shared with parents, a few schools still found it difficult to explain the reasoning for this approach to those parents who considered that their children were negatively impacted because their experiences were being limited as a result of the CoSD activities.

The changes around WBD had similar responses from some parents. Most were generally understanding of this change, as they recognised that costumes were an additional cost and that parents, particularly with multiple children at school, cannot afford them. However, there were a few parents who were disappointed with the change because the children enjoyed dressing up, with one parent commenting that ‘it is a shame because the kids loved it’. This was also echoed by some of the pupils who viewed the changes as unfair. One primary school pupil said, ‘I don’t think it’s fair to cancel it.’

Impact of CoSD actions in schools

Overall, our evaluation found that school staff generally agreed their schools have implemented more initiatives to reduce costs as a result of the CoSD programme. While some stakeholders noted that their school would have introduced these changes anyway, they acknowledged that the CoSD programme has been a helpful way to formalise what they were doing. The school staff stated that the programme has been able to give them tools and ideas of how to address issues and has helped them to reflect on policies and practices so they are poverty sensitive. Encouraged by the commitment to deliver the four statements of intent, all Dundee schools and nurseries are now participating in the CoSD programme.

Many of the parents consulted as part of the evaluation said they had not heard of the CoSD programme, but were aware of some of the initiatives that had been implemented in their school.

Although there were few examples of formal systems of measuring impact, in response to survey questions and when interviewed, school staff identified programme outcomes as:

- school staff had changed their attitudes towards the cost barriers that children face to full school participation

- school practice changes so that activities do not incur financial barriers to participation
- reduced or removed the costs of participation in school and school activities
- pupils had equal access to wider enrichment activities and social capital promoted entitlements and financial support.

Illustration 4: Teachers discuss CoSD



Although parents and pupils did not articulate these changes, the school staff agreed that their actions had led, or were likely to lead, to increases in participation in school or after-school activities which should lead to increased learning opportunities for some pupils.

Factors that affect the implementation, impact and sustainability of CoSD across Dundee schools

School staff and local stakeholders identified several factors that affect implementation, impact and sustainability of the CoSD programme as an approach to reducing poverty-related inequalities in education across schools in Dundee:

- School staff and local stakeholders explained that they were still in the process of implementing changes. The use of PEF money had supported many of the initiatives, but as PEF is a short-term funding source, they needed to consider other ways to sustain the changes.
- The school staff and local stakeholders acknowledged they needed to do more work in their clusters and as a city to tackle some of the Dundee-wide issues impacting CoSD activities, such as transport across and out of the city. Other local stakeholders consulted also recognised that city-wide challenges, and the funding to address them, needed further consideration to help support school-level changes, such as transport contracts. However, they noted that in the climate of cost savings and reducing budgets, they needed to consider creative solutions and ideally source continued financial support at a national level.
- Both primary and secondary school teachers stated, and parents confirmed, that there is still a challenge in designing solutions to remove or reduce cost barriers that do not stigmatise parents and that encourage them to access support. The parent interviewees explained that they felt some parents would currently be reluctant or embarrassed to access the support and admit they were struggling financially. This reluctance was demonstrated in relation to the secondhand school uniform, as one teacher said a parent became upset when she had offered them items from the uniform rail. Another parent interviewee commented that, although she thought the

uniform rails were useful for parents, she would be uncomfortable to take items, explaining 'I would probably feel a bit embarrassed to use that'.

- In the school survey, both primary and secondary school teachers said communication was a key barrier and that they needed to find more effective ways to encourage reluctant parents to accept the help that was available. During interviews, some primary school teachers also said another particular challenge was finding ways for school staff to be aware of those reluctant families, particularly those not entitled to financial assistance like FSM, and who might need help.
- Teachers also reported there is still stigma about FSM among secondary school pupils. These teachers explained that pupils who are entitled to FSM are reluctant to use the school canteen because their friends go offsite for lunch and they do not want to be teased by their peers for needing to eat free meals.
- Several school staff and other local stakeholders commented on the benefits of having the dedicated CPAG in Scotland team, who provided a range of support, from telephone advice and training sessions with staff, to the intensive full school audit and creation of an action plan. This, coupled with the toolkit materials, helped the school staff to identify what actions were needed to understand their school community and poverty-proof their policies and practice. The local stakeholders recognised the experience and knowledge of the CPAG in Scotland team, as well as the quality of the support they offered alongside the CoSD materials, which they considered very important in implementing the programme, supporting the schools and advising education services colleagues.
- The local stakeholders explained that the CoSD programme has a high profile across the city and that its progress is reported to councillors through the education committee. They felt this profile reinforced education services' leadership of the programme, holding the director of education to account for its delivery, but also helped DCC staff, schools and their families to

understand the importance of the programme in addressing poverty-related inequalities.

- School staff and local stakeholders said this profile is further reinforced by the four statements of intent undertaken by DCC, which indicates the commitment from education services, as well as the priority that should be placed on this work in the school environment. The school staff view the statements of intent as providing a clear focus for their CoSD activity, while still maintaining flexibility through the action plan, to identify priorities for their own school.

Findings – other local authorities

Introduction

Since 2015, in order to assist the implementation of the CoSD programme in other interested authorities, CPAG in Scotland has been funded to promote learning from CoSD across all local authorities (LAs) through resources, consultation and training, and they are identifying opportunities to reduce school cost barriers at a national level.

Evaluation approach with other local authorities

This evaluation sought to understand the impact the CoSD programme has had on activities and policies in other local authorities beyond Glasgow and Dundee. As part of the approach, local authority contacts who are members of the Facing up to child poverty in schools: Practice Network were interviewed to help understand their approach to implementing CoSD in their area.

We interviewed representatives of 10 local authorities involved in Wave 3 of the COSD programme – Angus, Clackmannanshire, Dumfries & Galloway, East Dunbartonshire, East Renfrewshire, Midlothian, Renfrewshire, Scottish Borders, Stirling and West Lothian.

Chapter 2 outlines in detail the methodology used in conducting this evaluation.

Approaches to participation and implementation

Reasons for participation

This cohort of local authorities stated they became involved in CoSD projects after hearing about the work at Facing up to child poverty in schools: Practice Network meetings, or through CPAG in Scotland presentations and

communications. Many of the authorities involved cited input from CPAG in Scotland as a key catalyst to action because of the compelling case around the CoSD programme. One local authority stakeholder said the programme ‘chimed with my previous experience and seemed to suggest practical, workable solutions... it was very valuable’.

The impetus for engagement was further driven by the fact that CoSD aligns with the other key policy drivers and targets to reduce the number of children experiencing the effects of poverty and a few are also Attainment Challenge authorities. One local authority stakeholder stated that ‘there is a need to tie this work into as much wider social policy and local policy as possible, such as the child poverty agenda, so that it is embedded and sustained... it also needs to go wider than education, so that it all really is an LA-wide approach’.

Approach to engagement with the programme

Our evaluation found that local authorities that are part of the Practice Network have used broadly different approaches to encourage head teachers, who have been empowered to manage their own budgets and the direction that their school takes, to engage with the CoSD programme.

Some examples of the differing approaches include:

- Dedicated staff time – allocating a member of local authority staff to consult on and identify CoSD for schools, then analyse and report on the resulting data for schools to determine consequent action
- Providing a budget – CoSD Budget/funding allocation for schools to address CoSD needs identified

- Using Participatory Budgeting^j – local authorities used CoSD as their topic around which PB was built and distributed: it was an effective way to be ‘child led in funding allocation’ and releasing budget to support CoSD
- Formalising CoSD requirements – some local authorities built an expectation to report on CoSD into their Statements of Action, frameworks for quality improvement and risk assessments for school trips.

Engaging stakeholders

Some local authorities chose a focused approach dedicating resources and information sharing around CoSD on schools. Other local authorities stated that they have widened their engagement in an effort to establish greater cross-agency cooperation with a broader group of stakeholders. One local authority stakeholder explained the purpose of the coordinated approach was to ‘make everyone aware of CoSD, to have processes in place to minimise these costs and the effects of child poverty, and have consistent approaches in all providers’. The drive behind this was to share the challenge of CoSD beyond education and health services. Some local authorities involved elected members, some social work teams, others joined with their Community Planning Partners and Finance teams to build up a picture of local poverty.







Approaches to understanding local need

Once local authorities decided to engage with the CoSD programme, they took varying approaches to assessing local need and encouraging school participation. Approaches, as shown in Figure 3 below, ranged from a simple

^j Participatory budgeting can be characterised as the distribution of relatively small amounts of public money within a community (small grants) or by, increasingly, communities having a say in deciding where larger sums of public money are invested in pure public services and infrastructure. Participatory Budgeting Scotland. URL: <https://pbscotland.scot/about/>

sharing of CoSD material produced by CPAG in Scotland to a comprehensive audit of current practice followed by a tailored local action plan.

Figure 3: Different approaches

Approach type	Number of LAs	Approach detail
Baseline audit 	1	The Quality Improvement Officer in the local authority undertook an audit of current practice. This included identification of local issues and challenges and determining a plan to identify and address key areas.
Pilot project 	2	Some authorities carried out research similar to the work completed by CPAG in Scotland in Dundee and Glasgow. They work with a small group of schools to identify local issues, particularly those relevant to their rurality, then analysed the findings and provided feedback to act on at the strategic and provider level across the authority.
Road Show 	1	This involved visits to schools and community events to share information about costs families might incur and the support that is available for parents and their children.
Funding pot 	4	Targeted funding was made available to primary and secondary schools based on the number of children in SIMD 1 and 2, to help assess the cost of the school day and take action to remove financial barriers.
Information sharing 	5	LA representatives linked schools to the CPAG toolkit, website and other resources to encourage them to make use of them.
Support 	5	Most areas provided formal training about CoSD to Heads, senior management teams, staff and Parent Councils. This was delivered by someone from the local authority or by CPAG in Scotland. Training varied from directing people to online resources to tailored sessions at schools.

Evidence of impact on practice and policy

Similarly to the work carried out in the schools in Glasgow and Dundee, the schools in other local authorities have focused most of their practice changes on











how the CoSD affects fun, food, travel, school learning and uniform. The local authorities acknowledged that these are areas where even small practical changes can make a big difference.

LA representatives interviewed said that due to the non-prescriptive nature of education in Scotland, they could not order schools to take specific actions or adhere to the CoSD programme. However, by disseminating information, training and resources, several said they hoped to entice schools to engage with the programme. One local authority stakeholder said they wished to encourage 'a change in culture, ethos, attitudes and practices towards cost of the school day'.

To this end, three of the 10 local authorities consulted reported that they had raised awareness and cascaded learning and information about the programme to different sections of their LA, and to external agencies. Most local authorities also reported having provided training to schools, delivered by either local authority staff or CPAG in Scotland, to HTs, senior leaders, and staff at individual schools. Local authorities also reported providing training to parent councils in some areas. However, all local authorities said they do not yet have systems in place to assess the impact of the training delivered, or to record where and when training sessions took place.

They are also unable to complete a comprehensive or formal collation of the number of and impact of activities carried out by schools involved in CoSD in their authority. However, all local authorities were able to report some positive action or changes that have taken place as a result of engagement with the programme, all of which made attainment more accessible for everyone. Although these actions varied in significance, local authorities said that over time they intended to continue encouraging and supporting providers across their areas. Some examples of work carried out in other local authorities are listed in Figure 4 below.

Figure 4: Examples of work carried out in other local authorities

Theme	Local Authority	Approach detail
Uniform 	Dumfries and Galloway	Schools are working together to hold uniform swap shops in public locations, such as banks, libraries or community centres, in order to reduce the stigma of parents being seen at school.
Travel 	Midlothian	Pilot schools have introduced prepaid travel cards for some children living long distances from school to enable them to travel to school without incurring costs.
Breakfast club 	East Renfrewshire	Many schools are running breakfast clubs with some schools successfully sourcing sponsorship for their breakfast club from local charities, supermarkets, or through the Fairshare scheme.
Learning in school 	Renfrewshire	A school has purchased a set of basic stationery items for each pupil in the school
School trips 	Dumfries and Galloway	Schools do not charge for any curriculum related school trips and the costs are being met by the local authority.
School lunches 	Angus	Schools have worked in partnership with Citizens Advice Bureau (CAB), NHS and Active Schools to run a pilot program offering free school meals during school holidays for low income families in targeted areas. This program support 70 children over a two-week period.
Fun events 	West Lothian	Schools are holding fewer dress down days, and they are asking for donations for charity events rather than charging a set fee.
School clubs 	Scottish Borders	Some schools have completed targeted work to examine which children are attending after school clubs, to assess factors preventing attendance, such as lack of transport.
CoSD Champions 	Clackmannanshire	Some schools are looking at introducing and training CoSD Champions.
Action Plans 	East Dunbartonshire	All schools are focusing on building in CoSD programme actions into their 2020/21 School Action Plans.

The other themes identified, such as stigma and attitudes around poverty, are not as straightforward to tackle. However, while none of the local authority representatives that were interviewed have yet carried out a formal assessment of the outcomes and impact of the CoSD programme in schools, the interviewees felt there has been greatly increased awareness of poverty among school staff and parents. This is seen as an essential precursor to taking action and tackling the issues that pervade each school community.

CoSD materials

The CoSD resources have been well received, although constraints on time and resources mean stakeholders tend to dip in and out of them rather than use them in their entirety, i.e. working through the whole toolkit.

When considering the CoSD resources, the local authority representatives had some suggestions for enhancing the materials. These included:

- increasing the usability of key tools, and having editable action plans and different survey formats
- contextualised information so that local authority had local data to evidence the case for action
- ways to monitor outcomes and impact through suggested tools.

Progressing CoSD

Most of the local authority representatives interviewed were from local authorities in the first year of CoSD implementation and which have identified priorities over the next phase of roll-out. These include maintaining involvement and encouraging more schools to take part in the programme, more widely addressing negative attitudes towards poverty, and monitoring actions taken by schools and assessing their impact.

For areas that have had longer involvement with the programme, local authority respondents said they were looking at more strategic actions to sustain and embed activities. These include requiring schools to include CoSD actions in their action plans, securing further external funding to support working partnerships with other agencies to tackle CoSD during school holidays, and embedding CoSD as a focus for participatory budgeting.

Enablers to participation

Length of involvement

The local authorities who had been involved for longer and who had provided additional resources and training to support implementing CoSD projects were able to cite more actions and changes than those with lesser input. One local authority stakeholder noted that ‘as schools develop a recognition of the issue and see that they have a role to play, we are seeing an attitude change’.

Dedicated resource

Many local authorities stated that having a dedicated resource who could give the programme the time and energy it needs, would be the most effective method to encourage programme engagement. Respondents from these local authorities reported that their lead staff for the CoSD programme in their area carried out the job of programme implementation as a small part of their role, rather than it being their main responsibility. One local authority stakeholder said many of their staff felt they needed more dedicated time on the programme due to the time and energy required to support all of the schools in their area to expand the programme consistently.

Some local authorities mentioned that although the CoSD toolkit was a valuable resource, it required a considerable investment of time to capture views of parents, staff and pupils and establish a baseline from which to work. Where a

dedicated resource was not available in a school, local authorities carried out the work themselves to assist schools in creating action plans, offered guidance on approach or suggested schools focus on a key area rather than all those raised in the toolkit.

Localising information

LA respondents reported during interviews that they found an effective way of getting people on board with the programme was to tailor information about poverty to their own local community. Some local authority respondents said they found the CoSD toolkit useful in refreshing their local approach. One local authority interviewee said it allowed them to ‘take a deeper dive into their own context... and think again’.

While some areas issued statements or guidance based on feedback from the [2015 CoSD Glasgow report](#),¹⁸ some local authorities chose to tailor their communications about CoSD to what was happening in their area, as they felt each school was at different points of implementing the programme. Although they were unable to provide specific examples, local authority respondents felt that this tailored strategy resulted in much greater impact.

Flexibility of approach

While there are common issues in all areas around CoSD – for instance, the affordability of uniform, school trips and transport costs – some issues will be felt more strongly in one area over another. Local authority representatives recognised that it would be crucial to recognise the need for flexibility in tackling these issues. They said a flexible approach would allow them to choose what aspects of the programme they engage with, and who the activities should be targeted towards, for example to parents, or staff. They also noted that flexibility would allow each school to tailor their delivery in order to tackle the most relevant

issues arising from CoSD and raise awareness and specific understanding of how poverty affects families and children in their own area.

Barriers to participation

Senior level buy-in

This evaluation found that CoSD projects work best when they are embedded at a senior level and then cascaded down through authorities and schools. The greater the extent of senior level understanding and buy-in to the CoSD programme, the greater the response and actions taken. Some respondents felt that their lack of seniority within the local authority meant they had no control over policies and actions in the local authority beyond their team, hampering their efforts to progress CoSD projects.

Funding

Some local authorities secured additional resource from other sources, such as the Poverty Commission, grant-giving bodies or used their PEF or Attainment Challenge funding to pay for events, activities and, in some cases, the actions that schools were taking.

As in Dundee, respondents frequently questioned the sustainability of CoSD activities, stating that any actions arising from the programme would need to be cost-neutral to be achievable, and that creative approaches to funding, which did not require additional funding or staff resource, would be necessary to ensure they continued.

Although there is clear guidance on PEF, there was, in certain areas, a lack of clarity around where PEF money could be spent. There was also an identified tension that PEF is not universal, but a targeted benefit, which meant that using (limited) funds to target certain families had the potential to increase

stigmatisation in ways that universal delivery would not. Some local authority respondents questioned whether the direction of the funding to children in need, in place of wide subsidies, would be effective in preventing stigma.

Local ideas, national action

Some local authorities were able to take broad, simple action across their authority area, such as automating a clothing grant, introducing a cashless school meals system, and providing pupils with LA-issued bus tickets. However, other policies and funding allocations are managed at national level, preventing immediate action, and local authorities wanted to see further action to explore automation of FSM entitlement and EMAs.

Maintaining involvement and continuing momentum

Areas have used and will continue to use different ways to encourage schools to engage by using:

- a funding pot to pay for actions associated with CoSD
- support to do audits and provide the schools with reports of issues arising and actions to be taken
- reflective questions to raise awareness and challenge teachers to think out whether actions may affect their pupils
- additional resources to tackle negative attitudes held by school staff.

Tackling attitudes

Regarding action and changes relating to tackling attitudes to poverty in school, there was a general consensus among local authority respondents that the current guidance provided through the CoSD programme is still quite broad and needed to be more targeted and tailored. One local authority interviewee stated that more specific guidance would 'really help local authorities to gather local data, channel resources in a more informed way, and require providers to

evidence their impact'. They also noted that more resources aimed at addressing negative attitudes would be helpful and enable further engagement with and within schools themselves.

In the next chapter there are more details of the improvements and additions to the existing materials and further information about the CoSD actions taken across Glasgow, Dundee and these 10 local authorities.

Findings – CoSD national programme, support and resources

There are several components to the CoSD programme, with schools and local stakeholders having accessed different elements in line with the level and nature of support designed for their local authority.

In this chapter the primary focus is on stakeholder use of existing national support and resources provided via CPAG in Scotland, the Practice Network and others, including in what ways they were useful, and how they could be improved.

In this chapter we also present the views from national stakeholders on the impact of the programme as a whole, in terms of influencing policy and practice at a local and national level, raising awareness of child poverty, the links to educational participation and attainment, as well as the role of schools in addressing this.

During this evaluation, all local authority and school staff interviewees were asked about the materials and support provided as part of the CoSD programme, and the actions that were taken to tackle costs associated with the school day and poverty-related stigma.

In this chapter we present the collated responses to these considerations and also explore the factors that helped and hindered implementation of the CoSD programme, and the achievement of intended outcomes.

CoSD programme components

CPAG in Scotland staff advice, presentations and training

During interviews, there was repeated mention about the quality of the advice and support provided by CPAG in Scotland. Local authority stakeholder interviewees stated that CPAG in Scotland staff were well-respected individuals, and that their role was hugely valued, whether it related to input or presentations at Practice Network meetings, or intensive support through school audits.

One local authority CoSD lead stated that ‘the CoSD team input and updates at the good practice networks is really, really useful. It keeps it live and makes us aware of progress of it and any adaptations that are needed... Like [another city’s] pledges.’^k They also explained that ‘CPAG gave me recommendations and ideas, e.g. meet pupils twice... do this first time, do this second time. I knew Ross’s story was there but advice around when to use it was essential.’

The training sessions delivered by CPAG in Scotland were considered an effective means to train key stakeholders in the local area who could then cascade the training to schools and other interested stakeholders. The CoSD local authority lead stated that the ‘training CPAG in Scotland delivered was so clear and thorough that I was able to deliver the next session myself’.

In Dundee, each meeting of the Dundee Practice Network^l has been themed on one of the four statements of intent. The CoSD leads in two case study schools commented on the value of these meetings, arranged and facilitated by CPAG in

^k The DCC ‘statements of intent’ were previously referred to as ‘cost of the school day pledges’.
URL: www.dundee.gov.uk/news/article?article_ref=3300

^l The Dundee Practice Network only operates in Dundee for all CoSD leads in the city. It is separate to the Facing up to child poverty in schools: Practice Network.

Scotland, in discussing approaches, seeking advice from others on how they are addressing issues, and testing out ideas with support of the CPAG in Scotland staff and their education services colleagues.

CoSD materials

The CoSD toolkit²⁰ is a comprehensive set of resources that schools can use across the whole school family. The HTs and staff who attended training and used the resources provided very positive feedback. One HT said she felt the resources were able to 'tackle all areas of childhood poverty, are easy to use, quick and simple to take actions from, promote cascade training, and require minimal upfront training'.

One primary school HT who had used the CoSD Clock, 'Big Deal' questions, the Action Plan and the suggestions on the website on alternative ways to approach things, explained that she 'found them very helpful... I've also used the quotes and the stories and the case studies on there... It is the facts, the ideas of things that we can do in school. Also helpful to hear the voice of other parents and other children in other areas to realise that other people are facing similar challenges.'

The HTs and school staff considered the tools designed to obtain information and shape discussions with the pupils a valuable way to engage children and young people about the issues affecting them. One primary school HT explained that the 'children and young people found the tools [e.g. Ross's story] useful in being able to talk about issues that relate directly to them but without it being about them and on a personal level'.

During interviews, the reflective and 'Big Deal' questions in the toolkit were mentioned several times and considered in provoking deeper contemplation of the situation in schools.

One local authority CoSD lead stated:

‘The reflective questions enabled me to have my head in that space... it meant I was able to say to staff... are they travelling in to school? Those questions helped me to prompt staff about things I hadn’t thought about – like around late coming [in]... I hadn’t thought about that ... that children who live further away or haven’t got a car or are outwith the catchment area... I was saying to them [the teacher] are they ever late? You could see light bulbs you know going “ah that’s why” – so those reflective questions were really, really useful for me when speaking to staff to dig a bit deeper... I was able to take the conversation somewhere else.’

Areas for further development and requests for additional materials

While the local authority representatives and the school staff enjoyed and welcomed the suite of materials, they still asked for more practical examples of how to address issues associated with the CoSD. This was echoed by school staff who responded to the survey who were also looking for ideas and suggestions as to what might work in their school.

As mentioned, the toolkit was a well-used resource and there were a number of suggestions about how the content could be further enhanced or more functional for the users. These included:

- Having a female version of the Ross story in the toolkit to help the girls to better associate with the story and engage in the discussions. One local authority CoSD lead commented that ‘the story of Ross made pupils kind of thunder down that route from a male perspective. And we maybe missed out a bit from the girls’ perspective... the boys tended to dominate the conversation a bit more.’

- Increased functionality of the toolkit materials – some reported difficulties in hosting the surveys on their local authority systems or in GLOW,^m some asked for a mobile-friendly version. A few stakeholders had created their own editable template of the sample action plan for schools and felt this would be a great addition for all users. One HT stated that ‘what would be good is a sample CoSD action plan that is blank, [one that’s] downloadable and editable... that would be useful...’.
- Checklists and summary sections of the toolkit to help prompt school action but that could be used by time-pressed school staff who do not have the resource or external support to work through all the materials.

The school staff and CoSD leads in local authorities also asked for additional elements that would help them to deliver the CoSD programme. These included:

- Information or PowerPoint slides outlining poverty specific to each local area. Several local authorities had adapted CPAG’s presentation so that it included local statistics and information on poverty to make the case for action in their area. Stakeholders indicated that they would value localised and individualised information to be accessible on CPAG’s website rather than having to pull that together themselves.
- Advice or suggested tools on how to monitor take-up and progress of CoSD in schools.
- More resources to address the negative attitudes held by school staff.
- More information and practical suggestions on the messages and communications with parents to help them to understand that the school experience should be inclusive and to tackle some of the negative responses to CoSD activities.

^m GLOW is Scotland’s nationally available digital environment and can support learning across the whole curriculum for schools.

National stakeholder views of the impact of CoSD

As part of this evaluation, representatives from national organisations were interviewed to understand their views on the impact of CoSD, in terms of influencing policy and practice at a local and national level, raising awareness of child poverty and the links to educational participation and attainment.

Interviews were conducted with representatives from:

- The Educational Institute of Scotland
- Education Scotland
- One Parent Families Scotland
- NHS Health Scotland
- Scottish Government
- Connect
- The Poverty Truth Commission
- The National Parent Forum of Scotland
- The Association of Headteachers and Deputies in Scotland
- CPAG in Scotland.

The stakeholders welcomed and valued the CoSD programme and identified some key elements that influenced the impact of the programme and the schools and local authorities' involvement with it.

Making closer links to child poverty and related policy areas

Several national stakeholders identified the important role the programme plays in connecting different policies aimed at tackling poverty and its impact on learning opportunities and educational attainment. One national stakeholder said they felt it was necessary to reinforce the message that 'the school experience is a shared and universal one'. National stakeholders felt the programme helps to highlight

where school experiences have become exclusive and challenge those cost barriers that impact on the learning and enrichment opportunities for all pupils.

A few national stakeholders felt that, in order to support this work and widen reach, teachers needed more professional learning to link the various policy ambitions and to have the skills and knowledge to deliver the programme in their schools. They felt that the development of the Educational Institute of Scotland (EIS) professional learning resource which, once produced, will be delivered by local representatives, will reinforce the CoSD programme and strengthen understanding of the work.

Exemplifying good practice that can be replicated

A few national stakeholders said the approaches taken in the local authority areas provide valuable examples of how others can introduce policy which rolls out changes that reduce cost barriers to full participation in education and reduce school-related financial pressures for families. One national stakeholder explained that Glasgow's approach to the payment of the clothing grant has highlighted the importance of automating them 'to help address the current low take-up rates, inconsistencies in local processes, and to lessen the negative impacts of self-declaration'. They said automation would allow more dignity for families living in poverty and 'remove the stigma of claiming what they need and are entitled to'.

Another national stakeholder highlighted the public commitment made in Dundee to the four statements of intent and how this approach has ensured the programme is adopted across all schools and championed and monitored at a local authority level. This stakeholder also welcomed Dumfries and Galloway's policy of cutting curriculum costs and summarised that these local authority-level examples should be promoted alongside the school-level actions.

Opportunities to widen programme take-up

One national stakeholder stated that although the programme was widespread, there are variations in implementation and a limited understanding of the programme's reach. They felt there was a role for key national partners to strategically influence schools and local authorities to prioritise the programme, through promoting the effectiveness of resources, demonstrating good practice, and highlighting the positive impact different CoSD activities are having.

Stakeholders from national organisations stated their willingness and the need for a more coordinated effort between national organisations and CPAG in Scotland. They felt that a focus on joint programme delivery would raise the profile of the programme, encourage more widespread implementation and be more effective in including the voices of those being affected by cost barriers.

They also commented that the endorsement of the programme by national stakeholders like Education Scotland and the Scottish Government encouraged schools to engage with CoSD but they often have limited capacity to prioritise this work within the management and administrative support to schools. They felt that to enable greater adoption of CoSD, there needed to be dedicated resources.

Discussion

In this chapter we discuss the findings while also considering the evaluation aims and objectives.

The research was designed to understand the impact CoSD has had on removing cost barriers for participation in school and how to improve the programme and encourage effective wider adoption of a sustainable CoSD approach. These aims are underpinned by a series of impacts and the essential process evaluation questions, which are explored in this chapter.

Understanding the impact of CoSD on removing cost barriers for participation in school

Does or did schools, including parent teacher councils (PTCs), change what they did/do as a result of CoSD, and how?

The findings from the work across all three waves provide numerous examples of practice change in schools prompted by CoSD. From uniform swaps to breakfast clubs, extended transport passes to funded places on residential trips, activity is taking place to reduce the impact of poverty on pupils and tackle some of the financial barriers that prevent their full participation in school. Practice change was taking place both at a whole-school level and at an individual teacher level.

Three PTC representatives were interviewed and they were supportive of the changes that their schools were planning to introduce, but it is difficult to draw wider conclusions from this small sample.

What impact does or did CoSD have on the cost barriers identified for children to full participation in school (i.e. school and after-school activities)?

Currently there is no systematic collection of data and information carried out to evidence changes, for example, pupil participation rates at a local authority level, but school staff were clear that the practical changes had led to positive outcomes for their children and families which included increased participation in school learning and experiences for some pupils.

What impact does or did CoSD have on teacher and school attitudes and practices?

While there was an improved awareness of the consequences of child poverty and the cost of the school day among school staff, which had led to a better understanding and changes in practice, attitudes towards poverty among some staff still needed to be addressed. There were several descriptions of activities to raise awareness but recognition that more was needed to change attitudes among some school staff. Additional CoSD guidance to tackle attitudes and reframe messages about poverty from a range of partners, including teaching unions, would support schools to do this. There was also a need to address the attitudes held by some parents and to widen their understanding of the rationale for adopting CoSD activities.

What impact does or did CoSD have on local authority policy?

Across the local authorities there are several examples of policy change at a local authority level, from the statements of intent in Dundee, to covering curriculum costs in Dumfries and Galloway and automation of entitlements, like the clothing grant, in Glasgow. However, there is still a need for more strategic and local authority-wide actions to support and guide teachers and schools, e.g. with

transport costs or caps on the cost of school trips, and there is evidence that some local authorities are considering what other actions they can take.

Conclusions on the impact of the CoSD programme

Applying a theory-based approach to evaluating the impact of the CoSD programme we will draw on the theory of change (TOC) developed for the evaluation in Appendix 3. This evaluation found evidence that the delivery of the programme contributed to several intended short- and medium-term outcomes of the TOC.

Specifically we found evidence of impact on the following outcomes:

- Changes in the understanding of the drivers and consequences of child poverty and school costs among school staff and some parent councils.
- Introduced new school policies and practices that are more poverty sensitive.
- Reduced or removed cost barriers to participation in school and after-school activities.
- Supported schools or parent councils to secure and use available funding to mitigate child poverty within their setting.
- Increased participation in school and after-school activities.
- Reduced school-related financial pressures for families.
- Promoted entitlements and financial supports available to parents.
- Increased uptake of entitlements.

The outcomes that we found less evidence of, and which participants reported have proved more challenging to influence, relate to attitudes towards poverty and poverty-related stigma. These are areas that schools identified as needing more support and guidance to address.

Understand how to improve the programme and encourage effective wider adoption of a sustainable CoSD approach

What influenced schools to participate in CoSD? (Is it only seen as an issue for schools in SIMD 1 and 2?)

There were similar reasons as to why schools participated in the programme. In general, the schools who contributed to this evaluation became involved in CoSD because they were approached by local authority contacts or because it reinforced what they were already doing in their school community. Most of these schools were in areas of deprivation, or as reported by school staff interviewees, had a proportion of families who they knew were experiencing poverty.

Owing to the challenges in recruiting schools, the schools which did respond had varied profiles and we were unable to identify if the location or catchment of those schools in SIMD 1 and 2 was a motivating factor to engagement.

What are the core/essential elements within the CoSD model (Waves 1 and 2)?

Wave 1 schools in both Glasgow and Dundee received intensive support from CPAG in Scotland to audit their policies and practice, explore the views of parents and pupils and produce individual action plans. This was invaluable for those schools. They acknowledged that it was resource intensive and unlikely that they could replicate this investment of time without some form of dedicated resource. Engagement in the Wave 2 activities varied from advice and support, attending training or more focused support (in Dundee). Where there was more concentrated external support over a sustained period of time, schools felt that this was effective for them. The more intensive elements of the model were most welcomed by schools.

Who is best placed to deliver the core elements of CoSD? (i.e. staff within schools, third sector agency?)

Currently the schools do not have the capacity to undertake a whole-school approach to addressing CoSD but they are able to take action on particular aspects like school trips and uniform costs that will reduce cost barriers for families. However, tackling more challenging aspects like attitude change will be difficult without more resource and support, and the expert, ring-fenced resource provided by CPAG in Scotland, which was recognised as a key factor in delivering effective CoSD initiatives in schools. In the Wave 3 areas, the work is carried out by local authority staff but schools from those areas were not part of the evaluation and so we cannot fully answer this aspect of the evaluation.

What helped or hindered CoSD from achieving intended outcomes across different waves in Glasgow and Dundee?

Across the programme different local authorities and schools have faced different issues and challenges. Some stem from the approach and support to implement the programme; others are specific to the local context in which CoSD is being delivered. It is clear, however, that despite individual local circumstances, there are a number of key factors which influence the extent to which CoSD is successful:

- Dedicated resources to support schools to identify needs and actions to address them – Despite clear understanding of the importance of the CoSD programme, some schools continue to have challenges in finding the capacity to engage with it fully. To bring about this type of step change takes time and dedicated resources. Even with local champions and access to high-quality resources, time is needed to identify and implement change.
- Visible senior leadership and commitment within education services – This evaluation found that visible senior leadership at school and local authority

level is crucial in championing CoSD. The absence of this leadership within schools and the local authority results in a CoSD programme that sits with an individual in a school or a member of staff with a portfolio of work and the effect is considerably diluted and the programme is less visible.

- Links between poverty-related policies are communicated and well understood – There are national policy drivers in place to encourage and support CoSD that tackle poverty and the related issues of equity, inclusion and attainment in education but it is crucial that local areas have a direct line of sight connecting local policies with these national policies across a range of partners (not just education). Some schools did not associate raising attainment and closing the poverty-related attainment gap with CoSD. Ensuring that the links between poverty-related policies are communicated and well understood is a key factor contributing to successful implementation and delivery.
- Local governance structures that review progress and hold senior leaders to account – Local governance structures must be in place that enable progress to be monitored, impact to be understood and senior leaders to be held to account. These are not sufficiently robust in some local authority areas. In areas where the programme might be considered as a one-off event, where the work is not included in school improvement plans or there is no clear governance and accountability structure, CoSD can stall and be viewed as a stand-alone programme that has been delivered and completed. In contrast, when there are mechanisms that ensure that CoSD becomes a mainstay of school policy and is regularly revisited and reviewed, CoSD can become an integral poverty-proofing approach.
- Practices and changes at local authority level that support the work in schools – HTs are empowered to lead and manage their schools, but some changes can only be effective if they are local authority wide in order to avoid strategic opportunities being missed. There is a risk that if actions are carried out at individual schools they will remain isolated pockets of activity.

Practice and policy change at local authority level is also required to support the work taking place in schools.

- Whole-school approach championed by school leadership and built into school planning cycle – Within schools, whole-school approaches championed by school leadership that engage staff, parents and pupils to understand the needs of the school family and address attitudes to poverty are most effective in building CoSD within the school policy and practice.
- Quality materials that are credible and user-friendly to help effect change – A wide range of learning materials have been developed through CoSD to date. Actions to further enhance them will continue to ensure these are credible and user-friendly and will be instrumental in effecting change.
- National policy that tackles poverty and the related issues of equity – The education system is designed to empower HTs and provide schools with autonomy and so any policy that can reinforce the adoption of the CoSD and align different policy areas like reference to CoSD in Fairer Scotland Action, or use of PEF monies to support CoSD actions to reduce the poverty-related attainment gap, will further encourage schools to consider poverty-proofing actions.
- National partners that support and encourage CoSD activities by developing complementary information, endorsing or referencing the programme within existing policy and enabling and empowering schools.

What would a sustainable CoSD programme look like for other areas?

The factors that have supported implementation and delivery of CoSD in Wave 1 and 2 are also key factors of success to rolling out and sustaining CoSD initiatives. Most of the local authority areas consulted were in the first year of the programme and identified various future priorities. These include maintaining involvement and encouraging wider participation, more widely addressing negative attitudes towards poverty, and monitoring actions taken by schools and

assessing their impact. For areas that have had longer involvement with the programme, local authority stakeholders said they were looking at strategic actions to sustain activities, such as securing external funding.

While a combination of these factors will sustain CoSD, schools and local stakeholders emphasised the important role that resources and funding play in maintaining the work. PEF money and one-off funding has been used to support many CoSD initiatives, but these are short-term funding sources and there were concerns that, in the current climate and in the absence of dedicated funding, actions that are cost-neutral have more chance of being sustained.

Does CoSD produce any unintended consequences?

The schools have made many changes to tackle costs associated with the school day. While these were all well intentioned, there were some examples of practice change, like the secondhand uniform rails in prominent and visible locations in school, which led to more stigmatisation and identification of families. There is still support and guidance needed to ensure that solutions to remove or reduce cost barriers do not stigmatise parents and pupils.

What role have local and national partners had in the implementation and impact of CoSD?

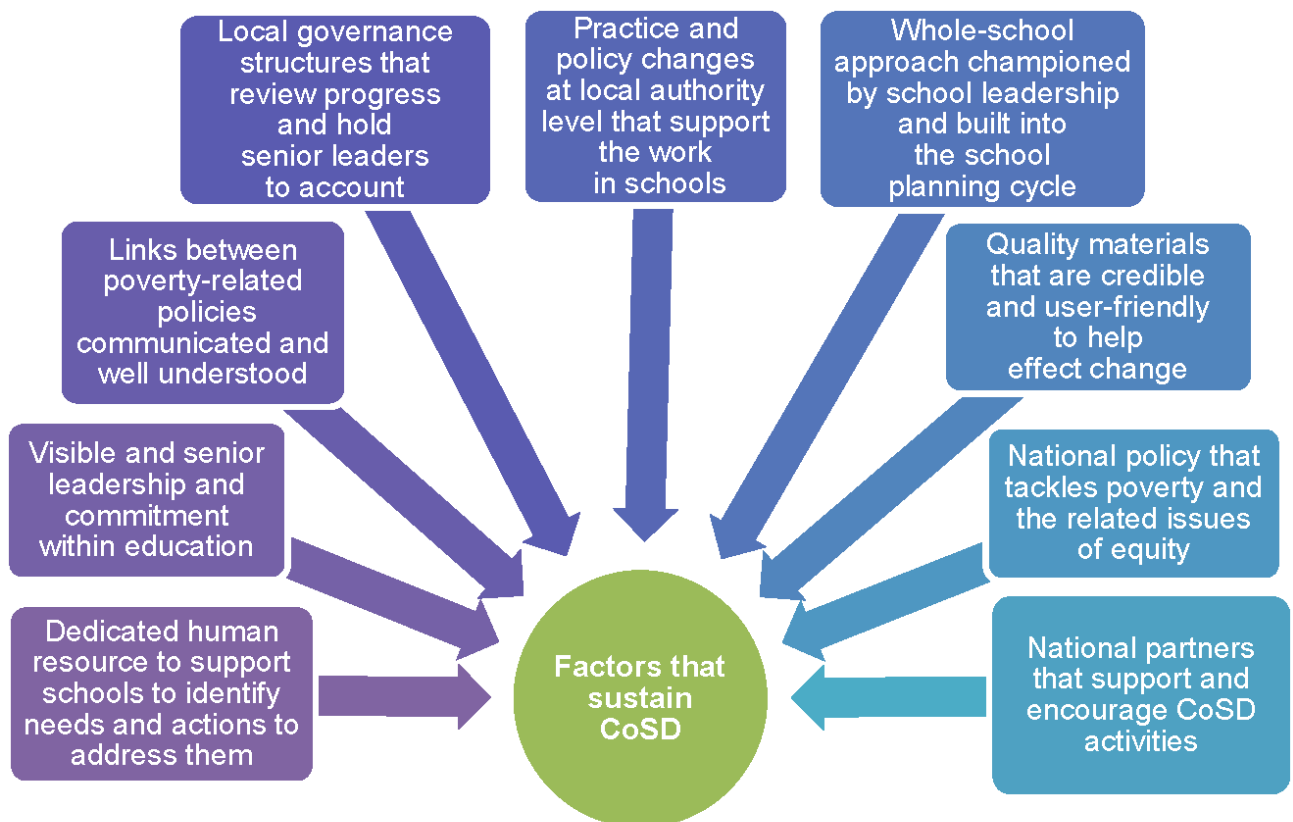
As already identified, local and national partners have a role to play in encouraging, supporting and enabling schools to undertake CoSD activities. The greater empowerment of schools and the limited levers to mandate particular activities within schools means that national partners have a key role in developing complementary information, endorsing or referencing the programme within existing policy. This will further promote CoSD and the role that schools can play in addressing child poverty, to their members and stakeholders.

Conclusions on improving and sustaining the programme

The CoSD programme and associated materials were valued by the schools and the stakeholders who had used them. Their suggestions for improvement related to enhancements to existing materials, like increased functionality of the toolkit, and additional elements, like resources to tackle negative attitudes to poverty.

The key factors that help to deliver CoSD, when combined with dedicated funding, become the key elements to sustaining the programme. These are summarised in Figure 5.

Figure 5: Key factors that sustain CoSD



Study limitations

As mentioned in Chapter 2, although the approach was designed to engage a wide range of participants with varying levels of involvement with the CoSD programme, most of the school staff that responded to the invitation to participate were more engaged or more active in delivering the CoSD programme and we recognise that there is potential bias as a result.

The interviews and survey responses from Glasgow and Dundee represent a proportion of schools involved in the CoSD programme. They cannot therefore be considered as necessarily representing the majority of those engaged in CoSD activity. We were reliant on the schools, who are very busy throughout the school year, to identify parents and pupils (with parental consent for pupils aged 12 and under) to engage in the evaluation and the number of parents and pupils was lower than planned.

In Glasgow, the number and range of local stakeholders was less than planned, staff absences in Glasgow meant it was difficult to engage schools via the Education Directorate as planned. This also condensed the time for fieldwork.

Therefore, across the evaluation, the number and type of contributors limited the extent to which all the evaluation questions could be fully addressed. The unanswered questions include:

- Does consulting with parents and children (Wave 1) support implementation and improve the impact of CoSD?
- Do the different types of staff training (Wave 1 and 2) support implementation and improve the impact of CoSD?
- What impact has the Glasgow schools' guidance had on school practice?
- What impact does the reduction or removal of cost barriers have on children's experience of and participation in school?

- What impact does the reduction or removal of cost barriers to full participation in school have on families' experience of financial pressure and parental engagement with schools?
- What impact does or did CoSD have on children's experience of poverty-related stigma?

Recommendations

Based on the evaluation findings and discussion, there are a number of key actions that stakeholders can take to help CoSD work develop at a school, local and national level.

School actions

Schools should consider:

- taking a whole-school approach with commitment and leadership from the senior management team. Responsibility should not rest solely with a member of staff who may not have the authority to effect the necessary change and ensure buy-in
- addressing attitudes towards poverty (held in particular by staff and parents) while carrying out some of the practical CoSD changes in order to minimise the concern and potential negative reactions to the cost-reducing measures
- ensuring that CoSD is communicated to the whole school community
- ensuring actions are delivered in a non-stigmatising way to help encourage families to access the support available
- including CoSD actions within school plans to ensure progress is reviewed, and further actions considered so that poverty-proofing becomes embedded in the planning cycle rather than seen as a one-off programme
- working with their parent councils as partners in delivering CoSD programmes, enabling them to access CoSD materials and use them as a way to disseminate learning, raise awareness of the impact of poverty, and change attitudes in the parent body.

Local authority actions

These recommendations are for all local authorities to consider:

- Communicate consistently about the links between CoSD and the requirements of key government policies such as the Child Poverty Act (2017) and the Scottish Attainment Challenge.
- Identify a senior leader within education services that champions the work and takes responsibility for delivery, action, achievements and review.
- Ensure that there is sufficient human resource to support, guide and advise schools; and that there is a realistic timeframe to raise awareness, implement and embed the CoSD changes.
- Take united action across their area to aid the work in schools – for instance, the automation of uniform grants, negotiating with suppliers and contractors, bringing down the cost of transport for school trips, considering an inclusive policy on travel to school.
- Support connections between schools and other local agencies providing financial support and other services.
- Reiterate within the PEF guidance that PEF money can be spent on relevant CoSD activities, so that schools are confident to use PEF funding this way.
- Where CoSD activities have been ongoing for a while, local authority education services should consider if there is a need to revitalise the profile of CoSD across schools and encourage further take-up of CoSD activities.

National stakeholders

There are a number of actions that can be taken at national level to strengthen action on removing the barriers highlighted in the CoSD programme.

Teaching unions and parents' organisations

- Actively promote and encourage CoSD actions among their members and networks and the materials that have been produced to support them.
- Continue to endorse and support the CoSD work and CPAG in Scotland.

Scottish Government

- Support local authorities to automate FSM, clothing grant and EMA entitlements in order to reduce the barriers to these entitlements.
- Review the financial support needed to help schools meet the curriculum costs so that their pupils can fully participate in education.
- Continue funding of CoSD to secure greater roll-out and help embed changes within schools.
- Provide clarity on future funding priorities to allay uncertainty about PEF monies.
- Communicate consistently to local authorities the links between CoSD and the requirements of key government policies such as the Child Poverty Act (2017) and the Scottish Attainment Challenge.

CPAG in Scotland

- Review existing, and develop further, materials that could enhance the CoSD core offer and help address some of the existing challenges, e.g. the EIS professional learning resource to assist teachers' understanding of poverty, presenting a localised picture of poverty.
- Create more resources that can support schools to respond with key messages that tackle attitudes towards poverty.
- Work with stakeholders and members of the Practice Network to put monitoring in place. The local authorities were keen to look at simple ways to see if the changes they are making are having the desired effect. Suggestions of what they might focus on included:

- number of schools involved in CoSD and triggers for their involvement
 - changes in pupil involvement as a result of CoSD policies, e.g. in participation rates in clubs or school trips
 - changes in pupil, parent and staff knowledge and attitudes around poverty
 - changes in the financial pressures facing families.
- Continue to draw together local authority and school-level practice as examples for other areas to consider.
- Explore opportunities to further develop working relationships with organisations like the Association of Headteachers and Deputies in Scotland (AHDS) who can disseminate learning and good practice to their members.

Appendix 1: Evaluation questions

Impact questions – essential

Does or did schools, including parent teacher councils (PTCs), change what they did/do as a result of CoSD, and how?

What impact does or did CoSD have on teacher and school attitudes and practices?

What impact does or did CoSD have on local authority policy?

What impact does or did CoSD have on the cost barriers identified for children to full participation in school (i.e. school and after-school activities)?

What impact does the reduction or removal of cost barriers have on children's experience of and participation in school?

What impact does the reduction or removal of cost barriers to full participation in school have on families' experience of financial pressure and parental engagement with schools?

Impact questions – desirable

What impact does or did CoSD have on children's experience of poverty-related stigma?

What impact did CoSD have on policy, both nationally and within other local authorities?

Process questions – essential

What helped or hindered CoSD from achieving intended outcomes across different waves in Glasgow and Dundee?

What influenced schools to participate in CoSD? (Is it only seen as an issue for schools in SIMD 1 and 2?)

What are the core/essential elements within the CoSD model (Waves 1 and 2)?

Does consulting with parents and children (Wave 1) support implementation and improve impact of CoSD?

Do the different types of staff training (Wave 1 and 2) support implementation and improve impact of CoSD?

What impact has the Glasgow schools guidance had on school practice?

Who is best placed to deliver the core elements of CoSD? (i.e. staff within schools, third sector agency?)

What would a sustainable CoSD programme look like for other areas?

Process questions – desirable

Does CoSD produce any unintended consequences?

What role have local and national partners had in the implementation and impact of CoSD?

What are the limits of a school or teacher's ability to address the structural causes of child poverty and mitigate the impacts on children?

Appendix 2: List of research tools

Dundee schools – head teachers

- Data protection information for CPAG staff, teachers and stakeholders
- Participant information sheet: Head teachers/CoSD leads
- Participant consent form: Teachers and head teachers (interviews)
- Information sheet for Dundee schools
- Topic guide for interviews with head teachers/CoSD leads

Dundee schools – older pupils

- Participant consent form: School pupils
- Data protection information for pupils
- Participant information sheet: Pupils
- Information sheet for school pupils
- Topic guide for interviews with older school pupils

Dundee schools – parents

- Participant consent form: Parents (interviews)
- Data protection information for participants
- Participant information sheet: Parents
- Information sheet for parents
- Topic guide for interviews with parents in Dundee

Dundee – parent council representatives

- Participant consent form: Representatives of parent teacher councils
- Data protection information for participants
- Information sheet for Dundee schools
- Participant information sheet: Representatives of parent teacher councils

- Topic guide for interviews with PTC chair and/or fundraising leads

Dundee schools – teachers

- Data protection information for CPAG staff teachers and stakeholders
- Participant information sheet: Teachers
- Participant consent form: Teachers (focus groups)
- Participant consent form: Teachers and head teachers (interviews)
- Information sheet for Dundee schools
- Topic guide for focus groups with Dundee teachers
- Topic guide for interviews with Dundee teachers
- List of CoSD training and resources

Dundee – pupils and young people

- Participant consent form: School pupils
- Parental consent form: Parents of younger pupils
- Data protection information for parents of pupils
- Data protection information for pupils
- Parental information sheet: Parents of younger pupils
- Participant information sheet: Pupils
- Information sheet for school pupils
- Information sheet for parents of school pupils
- Topic guide for interviews with younger school pupils

Glasgow – schools

- Participant consent form
- Data protection information for participants
- Participant information sheet: Teachers
- Topic guide for focus groups with school staff

- Topic guide for telephone interviews with school staff
- Information sheet for Glasgow schools
- Research access – request notification
- List of CoSD training and resources

Glasgow – fact-finding calls

- Data protection information for participants
- Topic guide for initial fact-finding calls
- Information sheet for Glasgow stakeholders

Dundee stakeholders

- Participant consent form: Local stakeholders
- Data protection information for CPAG staff, teachers and stakeholders
- Participant information sheet: Dundee stakeholders
- Information sheet for Dundee stakeholders
- Topic guide for interviews with local stakeholders in Dundee

Glasgow stakeholders

- Participant consent form: Local stakeholders
- Data protection information for stakeholder participants
- Participant information sheet: Glasgow stakeholders
- Information sheet for Glasgow stakeholders
- Topic guide for interviews with local stakeholders in Glasgow

National stakeholders

- Participant consent form: National stakeholders (face-to-face interviews)
- Participant consent form: National stakeholders (telephone interviews)
- Data protection information for stakeholder participants

- Participant information sheet: National stakeholders
- Topic guide for interviews with national stakeholders

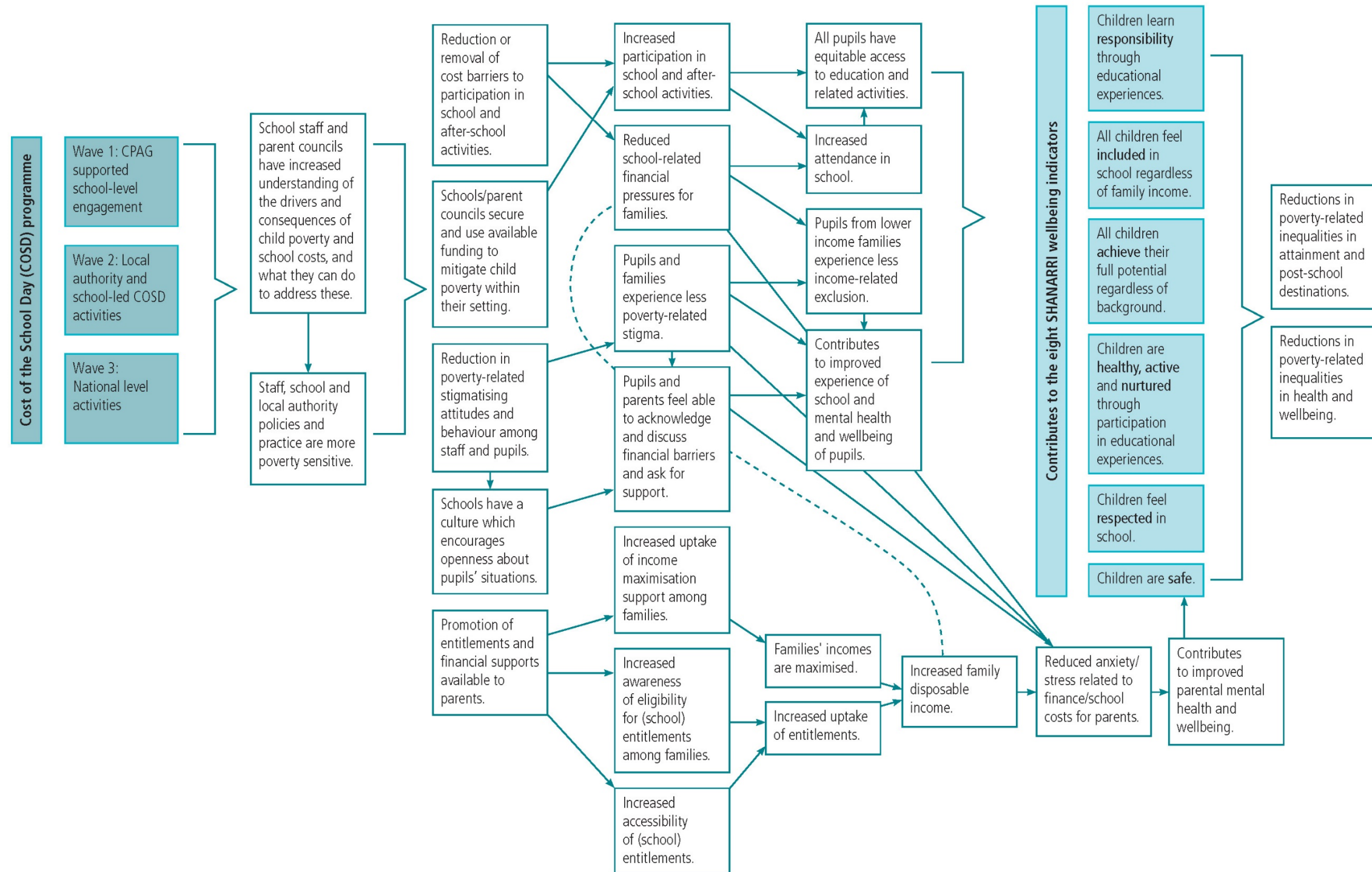
Wave 3 stakeholders

- Participant consent form: Stakeholders addressing the cost of the school day in their area
- Data protection information for stakeholder participants
- Participant information sheet: Stakeholders addressing the cost of the school day in their area
- Topic guide for interviews with other local stakeholders who are addressing the cost of the school day in their area

To request a copy of any of the research tools listed, please email
nhs.healthscotland-evaluationteam@nhs.net

Appendix 3: Theory of change for CoSD

Read from left to right.



Appendix 4: Visual minutes



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