School to School Support (StSS):
Key Findings (Phase 1)

Authors

Dr Claire Forbes, Jo Appleyard,
Robert Caudwell, Melanie Eccles

Summary and Key Questions

School to School Support (StSS): Key Findings (Phase 1)

Oldham Insight School

Intent

- Most StSS partnerships used attainment/Ofsted data to frame the initial creation of 'Action Plans'. However, a number of partnerships found that these documents were not effective tools for monitoring impact once these plans were being implemented.

  - **Key question:** In what ways can planning processes be altered to ensure that the monitoring documentation produced remains useful and effective during implementation?

- There was little consistency across the 'Action Plans' sampled for this Phase 1 Report, suggesting that there was a lack of shared understanding of the purpose and/or function of the planning process across partnerships.

  - **Key question:** What form might a clear planning structure take? How might this structure be applied to a framework for delivery and reporting?

- Many StSS recipients found the planning stage an uncomfortable, exposing or intimidating process. Despite this, it was, for most, also an ultimately positive experience as it allowed them to form deep, trusting relationships with their provider.

  - **Key question:** How can the planning process enable an environment where the recipient and provider can more easily establish the trust needed to have challenging conversations? To what extent might wider stakeholders contribute valuably to the planning process?

Implementation

- Where providers and recipients had pre-existing connections, it was easier to form trusting partnerships. However, even where there was no original relationship, partnerships could flourish when the provider was positioned as a 'coach', 'facilitator' or 'critical friend' and the ownership of the process was left in the hands of the recipient.

  - **Key question:** How might providers empower recipients within the process of improvement? How might these relationships be enabled within the implementation stages?

- A number of recipients reported feelings of 'being done to', either in relation to the provider or to the system leaders more broadly. This was often attributed to a lack of transparency around the selection and matching processes

  - **Key question:** How might system leaders / the commissioning body be more open in their ways of working? How might they develop ways of including and capturing the voices of the receiving schools when shaping what StSS is, and how it should be implemented in situ?

- A distributed leadership model seemed the most effective way of working, enabling relationships to form holistically and reducing the focus on power or ownership.

  - **Key question:** To what extent might all relevant stakeholders be involved meaningfully and equally in planning, implementation and evaluation processes? What processes or structures might be put in place to facilitate this?

Impact

- All recipients reported positive impacts on school-level data and/or Ofsted reporting as a result of being involved in the programme. This suggests that overall StSS has had considerable and positive effect.

- Alongside these quantitative improvements, a number of recipients reported other positive impact and outcomes that could not be easily measured or reported.

  - **Key question:** How can system leaders / the commissioning body broaden its success criteria and/or progress measures to capture both qualitative outcomes and quantitative outcomes?

> **We need to remember that 'impact' is not always standards driven and this can take time to see.**
>
> **Recipient**

> **...schools come down to relationships; the LA comes down to relationships. The impact of school to school support comes down to relationships.**
>
> **Provider**

> **The best support programmes are based on good relationships - it is vital to build relationships, take a positive approach, build partnerships and capacity.**
>
> **Provider**

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An Overview of the StSS Initiative in Oldham

Although Oldham Local Authority (LA) is responsible for school improvement in line with its statutory duty, Borough-wide school improvement, both strategically and operationally, has been overseen in recent years by the Oldham Education Partnership (OEP). Nonetheless, with Key Stage 2 attainment and progress falling well below the national average in Oldham, school improvement has been a key focus of the Oldham Opportunity Area (OA).

Particularly, the Oldham OA sought an intervention that might support those schools understood to be 'most in need'. A model of 'school to school' support was therefore funded and developed as a potentially sustainable (self-improving) means of providing intensive peer support for particular schools.

In summer 2017, the OEP identified an initial cohort of 10 schools (later expanded) that might benefit from an StSS programme, drawing upon their own local knowledge of schools and academies that the OEP had gathered through self-review, as well as baseline and predicted data for each school. These schools (or 'recipients') were then paired with a commissioned 'provider', who would spend at least 5 days per month working in a supportive capacity with their partner school between January and July 2018 (30 days total), though this timeframe was more fluid and some StSS partnerships worked together for up to a year or more.

The provider's objective was to support their partner school in ways that might raise outcomes for pupils, quality of teaching and learning and/or leadership. Their first task was to create an Action Plan with the receiving school, drawing upon the school's Self-Evaluation Form, School Improvement Plan, published and current data, as well as a broad dialogue between provider and recipient (including governors). The delivery of this Action Plan was largely left open to be developed between provider and recipient reflexively, though there was a monitoring protocol in place between OA and the provider.

It is important to note here the complex relationship between the OA, OEP and the LA in Oldham. StSS is an OA intervention. Although the OEP had previously had a role in overseeing school improvement in Oldham and were instrumental in identifying recipients and providers in the early days of the StSS programme, it was in fact the Oldham OA (rather than the OEP) who initiated and developed these partnerships, as well as monitored their delivery and effectiveness. Throughout this study, participants refer to the LA generally as the overarching body funding and overseeing StSS, though in actuality it seems that they are referring to the various responsibilities held by the LA, OEP and OA discretely. We have retained quotations in their original form and thus, have not altered the term LA where it has been used. However, we note the lack of clarity in participants' understandings of the LA, OA and OEP here and intend to explore this further in ensuing data collection.

As the following briefing will demonstrate, the Oldham OA StSS initiative has achieved much in terms of individual school improvement through collaborative partnership, which has in turn enabled and been sustained through the building of positive relationships and the sharing of good models of practice between schools. Specifically, schools receiving support have garnered some tangible improvements in school-level data and against accountability frameworks, as well as developing new and possibly more effective ways of working, all suggestive of StSS as a potentially significant school improvement approach. Yet, if StSS is to be sustained and even developed further within the Borough, there are a number of processes that may need to be refined, as well as some deeper questions of strategy and intent at a whole initiative level that now need to be explored. What is clear from this preliminary data collection exercise is that any future StSS must evolve in ways which will work effectively for all those involved: the LA, the OA and other system leaders, the Providing Schools (or provider) and the Receiving Schools (or recipient). This may mean a rethinking of the role of system leaders in this initiative, as well as problematizing the scope and scale of what is possible within the remit of StSS as a broad locality initiative.

This research briefing summarises findings from the first phase of an evaluation of the StSS initiative within Oldham OA, and sets out some key areas that will need further exploration in Phase 2. This first phase of the evaluation aimed to scope out the broad experiences of ten 'School to School' partnerships, which would give a generalised overview of key aspects of implementation, as well as possible impact. These findings will now be used to inform the second phase of data collection to enable a deeper dive into some of these key themes in the creation of rich case studies, as well as to explore sustainability and future development more broadly.

The findings reported in this briefing are based principally on twenty semi-structured interviews with ten 'providers' and ten 'recipients' of support. These interview transcripts were then supplemented by a broad documentary analysis of the Action Plans created by these partnerships. Interviews were conducted from September to November 2019 by Jo Appleyard, Robert Caudwell and Melanie Eccles from the Oldham Insight School.

Reflecting on StSS in the ten settings sampled for Phase One of this evaluation, there are a number of key themes that have emerged across the interviews. These can be grouped under three broad thematic headings: Intent, Implementation and Impact and each will be briefly unpacked below.

3.1 Intent

Attainment / Ofsted data used to set priorities

All participants describe the StSS planning process as data-driven, being specifically informed by school-level attainment/contextual data and Ofsted inspection data, to set outcomes and priorities. This is perhaps unsurprising, given that school-level/Ofsted data were used by the OEP to identify schools that might benefit from the programme, as laid out in the initial service specification. Accordingly, most schools aligned their Action Plan with their School Improvement Plan from the outset. Upon moving into the delivery phase, however, most partnerships began to revise their Action Plans on the ground, so as to reflect the evolving needs of the school and any emergent issues and/or trends.

Qualitative data emerges through the process

Although some schools did engage in qualitative activity when designing outcomes – these included learning walks, pupil voice and peer review – for most, this more qualitative evidence began to emerge more holistically through the 'delivery' of their Action Plan and subsequent engagement with wider stakeholders including teachers, parents and pupils:

> **I would say that [we looked] primarily at data and secondarily we were picking up a lot around the curriculum and the planning and the staff expertise.**
>
> **Recipient**

As this picture evolved, some schools felt that their Action Plan was no longer fit for purpose with some developing bespoke frameworks with which to monitor progress against criteria defined in the Action Plan. Some opted for a logic model template or what one recipient refers to as a 'strategy overview document' bespoke for the school context in question, though the time it took to develop these new tracking documents was felt by some to be onerous. While it appeared that the Action Planning framework had some utility in the earliest stages of the project, it did not appear to function as an effective monitoring document once activity was 'en route' – particularly where softer, more qualitative data began to emerge – suggesting a possible lack of rigorous piloting of these 'tools' to ensure that planning and monitoring processes complemented one another.

Planning process: difficult but necessary

The process of planning was far from 'comfortable' for any of the partnerships involved in the study and involved a difficult, oftentimes critical, dialogue around school-level data, the recipient's School Improvement Plan, and more general priorities. One provider described this process as a 'steep hill to climb' and it is clear across interviews that this deep dive into the nitty gritty of one's school with an outsider could feel professionally exposing, described by one recipient as 'intimidating'. Nonetheless, this process was consistently identified as valuable, positive and even 'exceptional' by one recipient, in enabling the beginnings of strong relationships, commitment, trust and mutuality between providers and recipients. Perhaps most crucially, some participants even highlight a sense of relief at being able to unburden themselves of professional anxieties and dilemmas to a sympathetic professional colleague, whose remit was to provide often much desired support. A key strength of StSS in the sampled school settings therefore appears to be the way that planning processes enable reflective yet critical conversations, as well as a space to listen and to be listened to.

Inconsistencies in planning across/between partnerships

Despite the perceived value of the planning process in enabling dialogue and setting priorities, a documentary analysis of the Action Plans themselves (from across the sample) reveal inconsistencies in the level of detail and rationale in these documents, which may in turn suggest a lack of shared understanding from partnership to partnership. For example, in some Action Plans 'teaching, learning and assessment' are bundled together to form one strand of action, whereas in others these are separated out and accorded an individual and multi-strand focus. A further issue is a lack of consistency in mapping out objectives, actions and outcomes as separate but interconnected strands. If StSS is understood solely as an in-school intervention then this level of consistency might not be an issue in and of itself, though it makes a broad evaluation at whole initiative level more difficult. However, if StSS is understood as a Borough-wide approach to school improvement, then a deeper scrutiny of the planning phase and how data (both qualitative and quantitative) might be used to inform robust outcomes monitoring in a consistent, cross-initiative manner will be required in Phase Two.

3.2 Implementation

**Forming Partnerships:
The Provider as a Facilitator and Connector**

> The best support programmes are based on good relationships - it is vital to build relationships, take a positive approach, build partnerships and capacity.
>
> **Provider**

The process of building positive, mutually beneficial and reciprocal relationships was felt to be smoother, where providers and recipients had some sort of pre-existing relationship prior to being 'matched' in an StSS package, no matter how loose this might be:

> It's worked really, really well with [the provider], because I know him. We have a good working relationship, through coaching and mentoring and so on. So it seems like a really sensible fit for [him] to do this work.
>
> **Recipient**

Often, a pre-existing relationship seemed to suggest a shared understanding between provider and recipient. Furthermore, it was clear that the most fruitful partnerships were structured from the outset in ways that positioned the provider as a 'coach', 'facilitator' or 'critical friend', but where ultimate decision-making and ownership of the delivery was left in the hands of the receiving school. Partnerships that embodied this model reported high levels of trust and support between provider and recipient, where deep, mutually beneficial relationships were forged:

> The partnership review was quite pivotal, it was quite robust and it was very uncomfortable ...It was kind of around the outcomes that were thrown up... I was really upset by it and took it very personally at the time, but it was nothing I didn't know and hadn't raised. So that's where you have to put your ego to one side, don't you? ...What has helped is, [the provider and my] prior working relationship. So we can be very open and very frank with each other. [The provider] and I drafted [the action plan] together and he was part of the review, he was the secondary head teacher represented on the review. So based on all that and on his prior knowledge it helped us to crystalize what was needed and what the really key, urgent priorities were.
>
> **Recipient**

Distributed Leadership

Most providers felt that the successful StSS partnerships were structured in a way that enabled the receiving Headteacher to delegate the delivery of the Action Plan, so as to navigate the operational and strategic needs of the school effectively. A perceived strength of this approach was that it allowed other members of staff to grow into the process and drive change / development accordingly:

> Initially the deputy head was going to take on the curriculum planning, but it became quite evident that his strengths lay elsewhere. Whereas the new assistant head had come up through the ranks here - so it was considered a better fit for her to take on that role and it was a great decision. So that's when the plan kind of evolved and developed. You had someone in mind but then realised that [we should] go another way with that.
>
> **Recipient**

Most often key staff in receiving schools sat within the Senior Leadership Team (SLT) but in some cases, included middle leaders that the partnership felt were 'best placed' to support a strand of work – such as designated Maths Lead or SENCO. In some schools, key staff emerged through the process and thus, were not necessarily identified discretely at the start. Some providers also followed a distributed leadership model in their support of the school in question, by linking the Headteacher and SLT into a wider network of educational colleagues who might advise on specific strands. Although this may need to be explored more fully in Phase Two, it seemed using a distributed model in terms of providing or receiving support was a vital component in removing tensions around ownership, power and control. Indeed, those partnerships that worked in this way appeared to build much firmer relationships based on a collective and shared purpose.

Feelings of being 'done to'

Some partnerships did not report such trusting, cooperative relationships and where this was the case, the notion of the recipient feeling as though they were being, 'done to' by a dominant provider was a repeated theme, often underpinned by a sense that the provider did not fully 'understand' their school or their context:

> The Plan was sustainable but the partnership wasn't - the school and provider were too different.
>
> **Recipient**

For those receiving schools that report a more negative relationship with their provider, they also report a more disparate relationship with the LA (understood broadly) and their ways of working. Repeatedly, the notion of a lack of transparency in terms of 'matching' criteria was expressed:

> There was a lack of clarity and transparency between us.
>
> **Provider**

> It wasn't clear why the particular provider was selected. There was a lack of transparency and the process felt disjointed.
>
> **Recipient**

Within these more negative narratives, there is a clear desire for the LA and systems leaders to be more open in their processes and practices, as well as include the voices of the receiving schools in shaping what StSS is and how it might be implemented. Yet, even where the experience of StSS had been difficult due to a less than positive relationship between provider and recipient, the process still seemed to yield positive change. One provider suggests that despite a fraught relationship between themselves and the receiving school, there was still 'slow, steady, thought-out change... the process was effective but difficult'. For all recipients included in this sample, the change processes developed and delivered, despite inconsistencies in approach and understandings, were positive, even if the relationship underpinning the partnership itself was not.

Inconsistent experiences with the LA (used as a catch-all term for OA, OEP and LA)

Most participants described the role of system leaders within the StSS process as 'hands off'. For many, this was seen as a positive attribute, by placing ownership for the project with the partnership, though there was nonetheless a pervading sense of accountability to the funder, which participants tend to refer to as the LA (rather than the OA):

> **[Contact with the LA was] fairly limited, sort of hands off, but knowing that the money's coming via the LA from the OA. And that there was a sense of accountability to them by us and on the school as well. It felt an appropriate [level of involvement], I'm not saying this in a critical way at all, I wouldn't have wanted them anymore on it really, because they've commissioned us to do it, they've approved a deployment, an action plan we've put in place, they've done some checking on route where appropriate.**
>
> **Provider**

For many, this 'hands off' model was clear evidence of an established and mutually trusting relationship between the partnerships and system leaders:

> **So, I felt that the LA's relationship was strong. Again, I'd probably say to you that if I was completely honest, part of that is because we know each other, we trust each other and we've worked well together for the past three years.**
>
> **Provider**

However, for some schools and particularly those who had not had a pre-existing relationship with their provider, or indeed had experienced the feeling of being 'done to', as outlined above, their perceptions of this 'hands off' approach was less positive. Again, a lack of transparency as regards system processes was a key theme for these schools, underpinned by a lack of trust and mutuality between the receiving school and what they understand to be the LA:

> **The LA is too heavily reliant on outcomes and Ofsted categories, they need to KNOW their schools as well. This would definitely help to broker the correct support packages within trusted relationships.**
>
> **Recipient**

> **The LA provided support but not what was needed. They should have looked at what was in place and expanded that.**
>
> **Recipient**

> **LA provided the money, that was it... Roles and responsibilities need to be defined more clearly.**
>
> **Recipient**

It is clear that strong relationships, transparency and trust are key attributes to a successful StSS partnership, across all stakeholders involved, including system leaders (what participants refer to as the LA):

> **...schools come down to relationships; the LA comes down to relationships. The impact of school to school support comes down to relationships.**
>
> **Provider**

It is possible that for some recipients, the current StSS model needed to include more structured LA/OA/OEP support, as well as clear channels to access this as necessary. Although monitoring visits and reporting mechanisms between provider and OA were outlined in the initial service specification, it may be that reflective monitoring tools might have been usefully drawn upon with receiving schools also, as a light-touch means of the OA having a full overview of all StSS activity and knowing where / when more support may be required. Part of this might be for the OA to be more 'visible' to receiving schools throughout the process (and particularly so for those schools with previously unknown providers), as well as for the OA and other system leaders involved to seek to embrace a more overtly positive, facilitative and even celebratory role in sharing StSS successes more meaningfully with recipients and providers:

> **LA officials need to visit the school, for relationship building and even praise at times. It would make a massive difference for the schools to be known and recognised.**
>
> **Recipient**

3.3 Impact:

Positive Outcomes in Data Tracking

All receiving schools included in the Phase One sample reported positive impact on school-level data and/or Ofsted reporting at the end of the programme with one receiving school receiving a 'Good and Improving' Ofsted judgement, for example. All participants felt that data was being 'used' better at school-level as a result of the initiative encouraging them to analyse and then triangulate different data-sets, before feeding these insights back into practice. With school-level data being the driver for a school's inclusion in this programme, these improvements suggest that overall StSS has had a considerable and positive effect on the receiving schools involved, as reflected in the following comment:

> **These are real 'pinch-me' times…To have benefited from what has been offered within the OA has been quite the eye-opener in the best possible way.**
>
> **Recipient**

A Shift in Mind-set: Confidence, Belief and Pride

One school mentioned that the project had resulted in 'forward momentum' in terms of development, driven by a shift in mind-set across school staff: 'we think differently'. There also appeared to be an increase in confidence, belief and assurance across school leaders within receiving schools, where StSS partnerships had been a positive experience. For example, one receiving school specifically mentions an increase in pride among pupils:

> **There has been progress in data but more importantly a massive increase in behaviour and attitudes of the pupils. They are proud of their school and community.**
>
> **Recipient**

Another receiving school comments on parental voice:

> **…parents of children with additional needs (SEND) stated they were happier with the provision in place now and the improved systems and procedures. They could see the impact these were having on their children.**
>
> **Recipient**

There was a pervading sense throughout the interviews, however, that some of the most positive impacts could not be measured or reported neatly to the OA and there was no real mechanism by which to disseminate any qualitative gains, linking back to previously highlighted issues in monitoring processes. At the heart of this there appeared to be a tension in that participants felt that system leaders were only interested and driven by 'outcomes and Ofsted categories' and thus, took a narrow and short-termist view with regard to impact:

> **We need to remember that 'impact' is not always standards driven and this can take time to see.**
>
> **Recipient**

Through the process of outcomes monitoring in whatever form this took, all school to school partners had identified further or ongoing activity, though it was not always clear how this might be funded and hence, to what extent it would take place.

It is beyond the remit of the first phase of this study to track the specific impact and outcomes of StSS systematically across the Borough. Nonetheless, all participants that we spoke to within this sample of ten partnerships were positive about the benefits the initiative had brought, even where the process itself, and relationships within that, might have been difficult. In this respect, StSS appears to have yielded broadly positive outcomes in a relatively short time scale and there is much that can now be valuably built upon, as well as some critical questions to consider.

Reflecting on StSS to date, there appear to be a number of facilitating factors, which consistently appear across those partnerships who report positive experiences of the initiative. These include:

- **A structured and critically reflective dialogue within the planning process;**
- **Positive relationships built on trust, shared understanding and respect between the receiving school, provider and LA but where the receiving school ultimately has ownership of the activity;**
- **A model of distributed leadership to enact the Action Plan operationally.**

This set of facilitating factors raises interesting and important questions about the potential for using StSS as both an in-school intervention and perhaps more broadly as a school improvement approach for the locality. The apparent success of StSS in (i) improving outcomes both quantitatively and qualitatively (though there was a tension in how to capture, report and disseminate more qualitative outcomes); (ii) building new and positive relationships; (iii) laying the foundations for future collaboration, suggests that its potential might be considerable. However, significantly greater challenges were encountered in partnerships where these facilitating factors were less apparent, and particularly where there was a perceived breakdown in relationship between any of the stakeholders. This particularly appeared to be the case where receiving schools felt there was a lack of transparency in brokerage, resulting in a sense that the partnership was less a collaboration and more an indirect take-over bid by a dominant provider. The OA can do much to mitigate this through the support and facilitation it can offer. However, to do so, it must ensure that its ways of working as a broker are transparent and that Project Leads have the time and space to cultivate positive, trusting and respectful relationships with all stakeholders.

There is a second set of critical questions around the sustainability of StSS and other initiatives of this kind across Oldham:

1. Now that funding has ceased and the first wave of StSS has officially ended, the receiving schools' ability to generate new activity may be constrained. It was not clear from the interviews / Action Plans to what extent sustainability had been considered in the planning phase.
2. If ways of sustaining funding are not communicated, partnerships might well dissipate, if not already. They might of course maintain some utility as an information exchange – and it would be useful to explore the value of this in Phase Two - though such arrangements may be difficult to sustain in and of themselves if they are not structured by some sort of broader accountability framework.
3. It is possible that what might have been a potentially significant school improvement strategy is now reduced to largely uncoordinated activity(ies), which may in turn reduce the credibility of the initiative and any legacy it might have had.

Linking to the latter point, part of the next phase of this study (Phase 2) must be to explore to what extent StSS has built, and how it might continue to build, a rich legacy moving beyond the Oldham OA remit. In this way, we will use the second phase of this evaluation to critically consider questions of sustainability with a broader group of StSS partners, as well as potentially looking at what can be learned from schools working in partnership outside of the StSS banner and thus, without OA funding.

Furthermore, it is not clear how individual strands of activity in each StSS setting/partnership might add up to achieve the Borough-wide objective of broadly improving learner outcomes, across attainment and progress measures. Can we say that StSS has functioned effectively as a school improvement approach for the whole of Oldham to support improved outcomes for young people or as a short-term intervention put in place where school-level data gave systems leaders cause for concern? Determining the actual and potential scope and scale of what StSS was ultimately trying to achieve and for whom, as well as what might be possible, will be vital to deciding how it needs to develop and how the foundations established within this Phase One briefing are to be built upon.

Key lines of Enquiry include:

What can be learnt from individual partnerships?

To respond to this, we will take a deeper dive into particular themes raised in this initial phase to create a rich case study of 10 StSS partnerships. In each setting sampled, key foci will be the rationale for the Action Plan, mapping individual school-level data across the StSS timeframe, and monitoring/evaluation processes. Within this, we will draw up 'spotlights' on particular processes and/or activities in order to describe the activity, analyse its implementation and evaluate its efficacy. We will also explore questions of sustainability and how the partnership planned for that (or not) and what this might mean for impact, as well as questions of the StSS initiative's potential as a quick-win intervention or as a deeper, more holistic and embedded locality approach.

It is important to note here that within this line of enquiry, we will accord a particular emphasis to surfacing the providers' perspectives much more deeply. Despite interviewing 10 providers within this first phase, our overarching focus on implementation in receiving schools has resulted in a largely descriptive and practical account of delivery, which has potentially constrained our ability to capture providers' perceptions and experiences of StSS in a deep, nuanced manner. This clear limitation in our design of the research instruments will be addressed in Phase 2; we will spend time re-designing interview schedules, as well as piloting data collection tools thoroughly, to ensure the providers' voice is surfaced much more effectively.
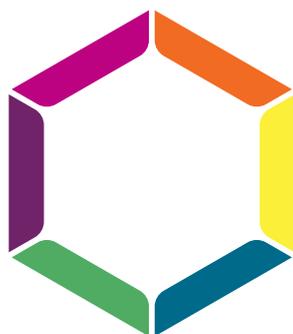
What can be learnt from considering StSS at whole initiative level?

Here we will consider two crucial questions:

How to perpetuate a self-developing and self-sustaining system? We know that Oldham has some history of independent partnership-working between schools and it would be interesting to explore these as a point of comparison to partnerships formed through StSS.

Is the StSS an intervention or approach, or both? In thinking through how StSS might develop in future, we intend to scope out the theory of change that underpins StSS at a whole initiative level, and how this might intersect with and relate to individual school change processes and outcomes?

As this short briefing demonstrates, StSS has achieved a considerable amount in particular schools in a short time scale, creating strong foundations for future possibilities. It seems reasonable to suggest that if StSS – and similar models in other localities – could be sustained, monitored and developed strategically over time, then it has much wider potential as a broad educational approach to improve outcomes and Phase Two of this evaluation will explore this further.
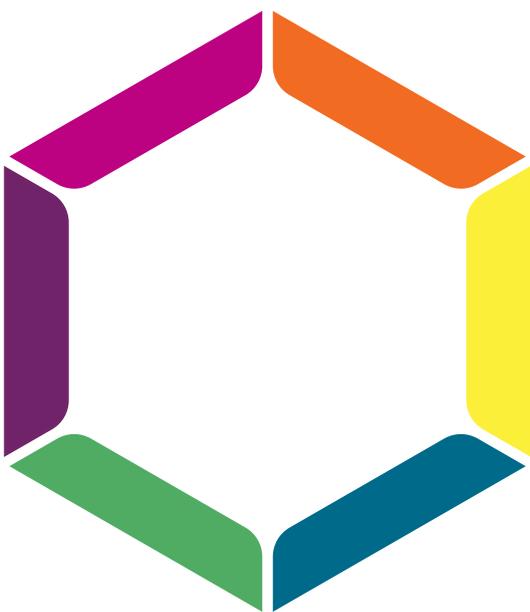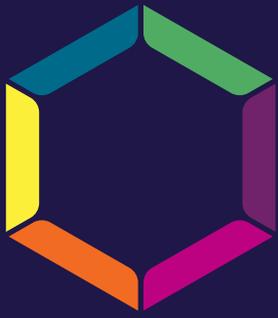
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School

Please contact us for more information

E. info@oldhaminsightschool.co.uk

T. 0161 688 7535

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